

Report of the Head of Planning, Transportation and Regeneration

Address: 47 FAIRFIELD ROAD UXBRIDGE

Development: Demolition of existing dwelling and erection of three storey building to provide 6 x 2-bed flats with associated car and cycle parking, amenity space and refuse storage and installation of vehicular crossover to front

LBH Ref Nos: 21763/APP/2020/1035

Drawing Nos:

- CGI of Front Elevator
- Urban Context Model
- Transport Statement
- E0819-T
- FR47-AP2-1001
- FR47-AP2-1002
- FR47-AP2-1003
- FR47-AP2-1004
- FR47-AP2-1005
- FR47-AP2-1006
- FR47-AP2-1010
- FR47-AP2-1007
- FR47-AP2-1008
- FR47-AP2-1009
- Planning, Design and Access Statement
- FR47-AP2-1011
- FR47-AP2-1012

Date Plans Received: 29/03/2020

Date(s) of Amendment(s):

Date Application Valid: 29/03/2020

1. SUMMARY

The application is seeking planning permission for the erection of three storey building to create 6 x 2-bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, by reason of its siting in this open prominent position, size, scale, proximity to the side boundaries and forward projection of the established building line on Harefield Road would result in the loss of an important gap characteristic to the area and would thus result in a cramped, unduly intrusive, visually prominent over-development of the site. The proposal would therefore be detrimental to the character, appearance and visual amenities of the street scene and the wider area in general. Therefore the proposal is contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020), Policies 3.5, 7.1 and 7.4 of the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) 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.

DMH 1	Safeguarding Existing Housing
DMH 4	Residential Conversions and Redevelopment
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 16	Housing Standards
DMHB 18	Private Outdoor Amenity Space
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
LPP 5.3	(2016) Sustainable design and construction
LPP 5.13	(2016) Sustainable drainage
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.1	(2016) Lifetime Neighbourhoods
LPP 7.4	(2016) Local character
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 5	NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11	NPPF-11 2018 - Making effective use of land
NPPF- 12	NPPF-12 2018 - Achieving well-designed places

3 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant Local Plan Part 2 (2020), then London Plan Policies (2016). Hillingdon's Full Council adopted the Hillingdon Local Plan: Part 1 - Strategic Policies on 8 November 2012 and the Hillingdon Local Plan Part 2 on 16 January 2020.

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

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and

other informal written guidance, as well as offering a full pre-application advice service. We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

3. CONSIDERATIONS

3.1 Site and Locality

The application relates to a two storey, 4-bed, detached dwelling house located to the south west of Fairfield Road on a prominent corner plot at its junction with Harefield Road. The brick, render and tile dwelling is set back from the road by over 13 metres of hardstanding and soft landscaping which provides space to park at least two cars within the curtilage of the dwelling house. To the rear of the property lies a garden area which acts as private amenity space for the occupiers of the dwelling.

The application site shares a side boundary with No.45 Fairfield Road to the South East. To the North West runs Harefield Road which is on a lower level. To the rear lies No.50 Harefield Road. The area is residential in character and appearance.

3.2 Proposed Scheme

The application is seeking planning permission for the demolition of existing dwelling and erection of three storey building to provide 6 x 2-bed flats with associated car and cycle parking, amenity space and refuse storage and installation of vehicular crossover to front

The new building would be set back from the highway known as Fairfield Road by approximately 12.5 metres, would have a maximum depth of 16.5 metres and a maximum width of 13.5 metres. It would be set in a minimum of 1 metre from the boundary line with No.45 Fairfield Road and 3 metres from the Harefield Road boundary.

There would be two flats per floor. The two ground floor flats would benefit from private amenity space with the remaining flats sharing a communal garden area. Three parking spaces, a cycle and bin store would be provided to the front, and the existing vehicular crossover would be extended by 2.14 metres.

The applicant says that the changes from the scheme dismissed at appeal are:

- Design altered from a flat roof modern design to a traditional part pitch, part gable building design
- Subservient roof form and staggered building footprint
- Reduced occupancy to 6 x 2 bedroom dwellings
- Reduced building width reflective of nearby properties (the building is 3m off the Harefield Road boundary compared with 1.4m previously).
- Addition of ramp access and justification provided for not having a lift

3.3 Relevant Planning History

21763/APP/2002/1797 47 Fairfield Road Uxbridge

ERECTION OF A TWO STOREY SIDE EXTENSION

Decision: 17-09-2002 Refused

21763/APP/2002/408 47 Fairfield Road Uxbridge

ERECTION OF A TWO STOREY FRONT AND SIDE EXTENSION

Decision: 15-04-2002 Refused

21763/APP/2018/2524 47 Fairfield Road Uxbridge

Conversion of two storey dwelling into 2 x 2-bed flats with associated parking and cycle storage involving conversion of garage to habitable use, and alterations to front, rear and side elevations.

Decision: 06-09-2018 Approved

21763/APP/2019/2571 47 Fairfield Road Uxbridge

Demolition of existing dwelling and erection of three storey building to provide 6 x 3-bed flats with associated car and cycle parking, amenity space and refuse storage and installation of vehicular crossover to front.

Decision: 13-11-2019 Not Determined **Appeal:** 18-02-2020 Dismissed

Comment on Relevant Planning History

An application for the conversion of the existing dwelling into 2 x 2-bed flats was approved under application 21763/APP/2018/2524 on 06/09/2018.

21763/APP/2019/2571 - Demolition of existing dwelling and erection of three storey building to provide 6 x 3-bed flats with associated car and cycle parking, amenity space and refuse storage and installation of vehicular crossover to front - Not determined - Appeal reference APP/R5510/W/19/3239256 - Dismissed 18/2/2020

In his dismissal, the Planning Inspector concluded as follows:

Whilst I have not found harm to living conditions or highway safety, I have found significant harm to character and appearance and a failure to demonstrate that the proposal would be accessible, both of which result in a conflict with the development plan. For this reason, I conclude that the appeal should be dismissed.

The inspector did not uphold refusal reasons related to the number of flats in Fairfield road, parking concerns, highway concerns or neighbour amenity impacts. However the inspector had a number of design related concerns as set out below:

'..The proposed development would introduce both a mass and design of development that would not be consistent with that which exists in the area. The footprint of the proposed building would be substantially greater than that of the existing dwelling and would occupy much of the width of the site, bringing it closer to Harefield Road. This excessive width, in combination with its three storey height, would form an incongruous and cramped feature. This would be exacerbated by the appeal site being elevated above the road. Furthermore, the proposed building would dominate the adjacent dwellings on Fairfield Road, due to their smaller scale.

9. The design of the proposal would also fail to integrate within the existing street scene, being of an architectural style and a general appearance that is not common in the locality, including due to the incorporation of a substantial flat roof. This design would jar with the

existing pitched roof development on Fairfield Road.'

The inspector was also concerned that the developer was dismissive of accessibility/having a lift. The inspector commented:

'The proposed building would not include a lift and therefore access to the upper two floors would be only possible by stairs, which would exclude some people, such as those with certain disabilities, health problems or older people from living on those floors. Whilst the London Plan concedes that the requirement for a lift may have viability implications for buildings of four storey or less, this should be evidenced by a development-specific viability assessment. As no such assessment has been provided, the possibility of including a lift in the appeal development has not been adequately explored. I note that the appellant considers the requirements to be onerous for the scale of the development, however it is both reasonable and necessary for this to be evidenced. The fact the ground floor flats could be made accessible would not provide adequate mitigation, nor demonstrate compliance with the relevant policies. Furthermore, it would not address the issue of changing lifetime needs of people occupying the upper floors.

Officer comment: The inspectors decision is clearly very critical as regards the design of the building and its impact on the streetscene. The inspector does not state the development must have a lift, rather the inspector criticises the applicant for not considering a lift. In effect by not properly arguing against the Council's accessibility reason the inspector had no option but to dismiss the appeal on both design and accessibility grounds.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.H1 (2012) Housing Growth

Part 2 Policies:

DMH 1 Safeguarding Existing Housing

DMH 4 Residential Conversions and Redevelopment

DMHB 11 Design of New Development

DMHB 12 Streets and Public Realm

DMHB 14 Trees and Landscaping

DMHB 16 Housing Standards

DMHB 18 Private Outdoor Amenity Space

DMT 2 Highways Impacts

DMT 5 Pedestrians and Cyclists

DMT 6 Vehicle Parking

- LPP 3.3 (2016) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 3.8 (2016) Housing Choice
- LPP 5.3 (2016) Sustainable design and construction
- LPP 5.13 (2016) Sustainable drainage
- LPP 6.13 (2016) Parking
- LPP 6.9 (2016) Cycling
- LPP 7.1 (2016) Lifetime Neighbourhoods
- LPP 7.4 (2016) Local character
- NPPF- 2 NPPF-2 2018 - Achieving sustainable development
- NPPF- 5 NPPF-5 2018 - Delivering a sufficient supply of homes
- NPPF- 11 NPPF-11 2018 - Making effective use of land
- NPPF- 12 NPPF-12 2018 - Achieving well-designed places

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

32 neighbouring properties were consulted by letter dated 2/4/2020. the consultation period expired on 30/4/2020

20 written representations have been received objecting to the proposal. A petition with 31 signatures has also been received

The objections are summarised as follows:

- Increased noise - disturbance through increased use of the site
- Overlooking neighbouring properties leading to a loss of privacy
- Overshadowing, increased bulk of the new build
- Unacceptably high density
- Over-development of the site,
- Loss of garden land and the
- Closing of the open aspect of the corner plot and neighbourhood
- Visual impact of the development
- Out of character with the street scene and surrounding area
- Affect on the nearby ASLC
- Loss of outlook
- Risk to road users and pedestrians
- Exacerbation of current parking issues
- Increase in traffic
- No lift provision would exclude people with disabilities
- Loss of light to neighbouring properties

- Bulk and scale of the development
- Proximity to the boundaries of the site
- Lack of car parking provision on site
- Impact on current utilities and local services
- Tree protection measures required
- Hours of construction will need to be limited

Officer Comments:

It is important to note that the appeal was dismissed on design and accessibility issues. A number of the points of objection repeat objections to the 2019 scheme dismissed at appeal but relate to matters the inspector found acceptable (principle, highways and parking matters and neighbour impact). The impact of day to day construction work associated with a development is not a material planning consideration that can be used to refuse a planning application.

Internal Consultees

Urban Design Officer:

Summary of comments: Objection

The proposed development would have a harmful effect on the character and appearance of the area. It would be contrary to policies BE1 of Hillingdon Local Plan: Part 1 and DMHB 11 of Hillingdon Local Plan: Part 2. It would fail to enhance or relate to its surrounding context and meet the requirements of Policy 3.5 of the current London Plan and Chapter 12 of the NPPF (Feb 2019) in terms of well-designed places.

Assessment - existing site and surrounding context

The existing site comprises of an attractive detached dwelling positioned on a corner plot at the junction of Fairfield Road and Harefield Road. The property appears to date from the mid - 20th century and is characterised by its Edwardian appearance. The front elevation is defined by a projecting jettied gable with mock Tudor timber detailing. The jetty is set over a canted bay window at ground floor. To the right of the gable (when viewed from Fairfield Road) is a deep cat-slide roof with a hipped roof dormer. The entrance to the property is recessed below the cat-slide. Save for the gable to the front the rest of the property is defined by a red brick external finish and hipped tiled roof.

The character and appearance of the property quietly yet positively contributes to the street scene. Its scale, built form and detailing is in keeping with its surrounding context. It is a good example of the mid-20th century

development of Uxbridge, comprising of detached and semi-detached dwellings set on modest plots contributing to the suburban character of the area in comparison to the dense, finer grain of the town centre. The site's surrounding environment is predominantly defined by two storey dwellings with traditional hipped tiled roof forms, defining the area's suburban aesthetic and a coherent pattern of development in which the area was previously developed. Some buildings include some attractive detailed finishes including mock Tudor timber detailing and hung tiles. Projecting gables are also a notable features within the surrounding environment.

Due to the corner location of the site the existing dwelling is highly visible from various vantage points. There is also a noticeable difference in ground levels between Harefield Road and Fairfield Road, with No.47 set at a much higher ground level than the street level of Harefield Road. The boundary treatment along Harefield Road comprises of a substantial brick wall topped with a close boarded fence. The brick wall continues along Fairfield Road however is lower in height due to the incline of the road.

The property is appropriately positioned away from the sites street boundaries allowing for ample

gaps around the periphery of the site and views across the site towards Harefield Road from Fairfield Road. The existing dwellings side building line respects the front building line of properties facing onto Harefield Road. It is duly noted that the site has benefitted from approval for the conversion of the existing dwelling into 2 flats (ref: 21763/APP/2018/2524), however that development would be contained within the existing built envelope. A similar flatted development for this site has been previously refused and dismissed at appeal.

Assessment - impact

The proposal comprises of total demolition of the existing dwelling and development of the site for a flatted block comprising of six, 2-bed residential units. The loss of the existing dwelling would be considered regrettable. It positively contributes to the character and appearance of the surrounding environment and established local distinctiveness.

Built form, scale and positioning on site

The scale of the built form on the site would dramatically increase. It would result in a 2 and half storey, built mass which would significantly alter the contribution the site makes to the surrounding streetscape. Whilst the top storey would be contained within the roof space, the two stepped crown roof forms, contributes to the boxy and bulky appearance of the overall built form, creating an unattractive roof arrangement and somewhat diminishes the gable feature to the front.

The proposed building would extend across a substantial width of the site and match the depth of the existing house and its previous extension. The proposed scale of the building would create a large built form with a strong presence within the street scene. Whilst the gable end to the front and back aims to emulate existing features on the site it would accentuate the height of the development. The deep plan form would also result in a plain, long flank elevation visible along Harefield Road.

The positioning of the proposed building would respect the established front building line of properties along Fairfield Road. However the western side building line of the proposed building would be set forward of the front building lines established by the properties along Harefield Road, due to the development infilling a substantial width of the site. This would be considered unacceptable. It would harm views along Harefield Road and result in a bulky built form defining this corner plot.

The proposed building would be in closer proximity to the site boundary with No.45 resulting in a taller built form. As existing the single storey garage is positioned in this location providing an ample gap and some relief between the existing built forms. This would be completely lost, with the 3 storey development having some negative impact on No.45. The proposed development would also be in much closer proximity to Harefield Road. Due to the scale of the building it would result in an imposing flank elevation along Harefield Road. This alongside the fact that the ground level of the site is significantly higher than the street level of Harefield Road, the development would have an over bearing impact on the street environment.

The scale and form of the building would unacceptably intensify the developed nature of the site.

Design, appearance, detailing and materials

The design of the proposal aims to copy features found on the existing building. However they have not been well articulated or applied. The building would appear rather pastiche in appearance, with a convoluted Arts and Crafts design influence.

The blind box dormers along the eastern side elevation would be considered incongruous, odd features which would add unnecessary fuss to the roof form. Furthermore it would be a poor design solution for a new build. It is duly noted that Fairfield Road and the surrounding environs has somewhat degraded over the past decade by the encroachment of large scale developments which have intensified the use of some sites.

The surrounding environment has a well defined character and scale, the rhythm and placement of dwellings contributes to its intimate setting. The proposed development would be considered an incongruous bulky addition which would fail to appropriately harmonise with the existing streetscene.

Conclusion: Objection.

Trees and Landscaping officer:

This site is occupied by a detached house with an established garden, located at the west end of Fairfield Road and the junction of Harefield Road. There are no TPO's or Conservation Area designations affecting the site.

COMMENT: The site was the subject of a previous application, ref. 2019/2571 which was refused on appeal. The current external layout shows some a mix of hard and soft landscape. It is not clear whether any existing trees will be retained? The landscape treatment of the frontage requires amendments. The unscreened siting of bike and bin stores close to the front boundary will be both unsightly and insecure (for bikes). In addition to policies mentioned in the planning inspector's report, DMH 6 (Garden and Backland Development), DMHB 14 (Trees and landscape) and DMHB 18 (Outdoor amenity space) are relevant.

RECOMMENDATIONS: No objection subject to improvements to the external layout and conditions RES9 (parts 1, 2, 4 and 5).

Highways & Transportation comments are shown below in Section 07.10 of this report.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Given that for the very recent appeal decision the inspector considered the principle of development, and the proposal is for a very similar description of development (6 two bed flats instead of 6 three bed flats) it is considered that substantial weighting has to be placed on the inspectors views on this matter. It is noted that in the recent Appeal decision the Planning Inspector stated:

"Policy DMH 4 of the P2LP seeks to limit the amount of flatted development that can be constructed within an area, with the primary purpose of protecting its character and appearance. Neither the Council nor the appellant have provided any substantive evidence as to whether or not the proposal would result in more than 10% of properties having been redeveloped into flats. However, given that there is not a proliferation of flats in the immediate vicinity of the site and that the appellant has drawn attention to the permission which has been granted to convert the existing dwelling to two flats, I am not persuaded that the proposal would conflict with the aims of Policy DMH 4."

Subsequently, it is considered that the proposal to redevelop the plot is acceptable in principle.

7.02 Density of the proposed development

Not relevant to the consideration of this proposal, given it is for less than 10 units and given the planning history of the site.

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

The proposal would not have an impact on the setting of a Listed Building or an area of archaeological importance. Although the site does not lie within a Conservation Area or Area of Special Local Character it is noted that the majority of Fairfield Road lies within North Uxbridge Area of Special Local Character. The impact of the proposal on Fairfield Road will be discussed in the Impact on the character & appearance of the area section.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) advises that all development will be required to be designed to the highest standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping. It should also not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The application property is located on a prominent corner plot therefore highly visible from both Fairfield Road and Harefield Road. The existing property is an attractive detached dwelling dating from the mid-20th Century and is Edwardian in style and appearance. The character of the existing property positively contributes to the streetscene of Fairfield Road which consists of predominantly two storey dwellings with traditional hipped tiled roof forms.

The Inspector was concerned with respect to the scale of the previous building, he said the proposals '...would be exacerbated by the appeal site being elevated above the road. Furthermore, the proposed building would dominate the adjacent dwellings on Fairfield Road, due to their smaller scale.'

The current scheme does make some improvements, in so far as the width has been reduced by 1.6m, and the flat roof replaced with a roof with various pitched roof sections. Nonetheless the replacement building would be of much greater scale than the existing modest two storey detached dwelling and it is considered that the proposed development would dramatically increase the scale of the built form on the site.

The new three-storey building would be located a modest 3 metres from the Harefield Road boundary. The property is on a much higher ground level than that of Harefield Road and it is considered that the proposal would (like the dismissed appeal scheme) have a detrimental effect on the character and appearance of the street scene in Harefield Road by reason of the height of the development above Harefield Road and the short distance from the boundary. In addition, due to the limited distance from the north western boundary, the proposed building would still project forward of the established building line by over 3 metres which would harm the views along Harefield Road and remove the openness of this corner plot.

The new building would be 1 metre from the side boundary with No.45 Fairfield Road. Although, the existing garage is built up to the boundary, this is single storey only with a cat slide roof and so allows for a visually open gap between the properties. Replacing this small garage with a three-storey development set a limited distance away from the property would result in the complete loss of this visual relief the site currently provides.

Fairfield Road consists predominantly of attractive two-storey detached dwelling houses. Although the properties in the area vary in individual design they do benefit from similar design features including traditional tiled hipped roofs, projecting gable features and brick appearance. As such, it is considered that there is a definitive suburban aesthetic and coherent pattern of development which creates a sense of place.

It is noted that there have been previous redevelopments of sites along Fairfield Road into blocks of flats, however, in these cases, attempts have also been made to respond to the local vernacular with the use of pitched roof forms and gable features to the front.

The design of this current proposal has attempted to respond to the local vernacular by using a mixture of pitched roofs and gable end features to try to replicate the appearance of the neighbouring dwelling houses on the Fairfield Road frontage albeit still being three storeys in height. However they have not been well articulated or applied. The building would appear rather pastiche in appearance, with a convoluted Arts and Crafts design influence.

The blind box dormers along the eastern side elevation would be considered incongruous, odd features which would add unnecessary fuss to the roof form. Furthermore it would be a poor design solution for a new build. It is duly noted that Fairfield Road and the surrounding environs has somewhat degraded over the past decade by the encroachment of large scale developments which have intensified the use of some sites. the west side elevation coupled with the depth and height of the building on the Harefield Road boundary still remains a somewhat boxy and barn like built form in appearance.

The surrounding environment has a well defined character and scale, the rhythm and placement of dwellings contributes to its intimate setting. The proposed development would be considered an incongruous bulky addition which would fail to appropriately harmonise with the existing streetscene.

Subsequently, it is considered that the proposal by reason of its overall bulk and scale and distance to both side boundaries would be significantly harmful to the surrounding environment. As such, the proposal would fail to comply with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)

7.08 Impact on neighbours

Policy DMHB 11 B) of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to safeguard the amenities of neighbouring residents in terms of loss of light, loss of outlook, sense of dominance and loss of privacy.

The proposed development would be located 21 metres from the neighbouring properties located on the opposite side of Harefield Road. Due to the different land levels between the application property and Harefield Road, the proposal would be a minimum of 10.7 metres above the road level. However, the proposal would not intersect the 25 degree vertical line from these properties.

It would be located a minimum of 1.08 metres from the shared boundary line with No.45 Fairfield Road. At this point the proposal would project to the rear of No.45 at its deepest point by approximately 5 metres. Importantly the proposal does not intersect the 45 degree horizontal line from the nearest neighbouring habitable window. In dismissing the recent appeal (which involved a virtually identical impact on neighbours) the Planning Inspector commented as follows:

"The adjacent dwelling, No 45, has a number of primary windows in its rear elevation. It does however occupy a wide plot which overall gives it a good outlook from these windows. Given the limited degree that the appeal proposal would project beyond the rear elevation of No 45 and on consideration of the extensive outlook that the property enjoys, the proposal would not have a harmful impact on the outlook from that property. There would be a number of windows located on the rear of the proposed development, but these would allow only oblique overlooking on to No 45. Such an arrangement is usual in urban environments such as this, and any overlooking that would be possible would not cause harm to the living conditions of the occupiers of No 45. I conclude therefore that the proposed development would not cause harm to the living conditions of the occupiers of No 45. There would therefore be no conflict with Policy DMHB 11 of the P2LP, which seeks to safeguard living conditions."

Therefore, in the light of the Planning Inspector's comments, it is considered that the proposal would not impact unacceptably on adjoining occupiers.

7.09 Living conditions for future occupiers

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

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

In terms of the internal floor space, 2-bed, 3-person flats should provide a minimum of 61 square metres of internal space.

Ground floor

1 x 2 bedroom (3 person) flats of 71m²
1 x 2 bedroom (3 person) flats of 76m²

First Floor

1 x 2 bedroom (3 person) flats of 71m²
1 x 2 bedroom (3 person) flats of 76m²

Roof Floor

1 x 2 bedroom (3 person) flats of 67.5m²
1 x 2 bedroom (3 person) flats of 74.5m²

As such, all comply with The Housing Standards (Minor Alterations to the London Plan) March 2016.

Private Amenity Space

Policy DMHB 18 of the Hillingdon Local Plan Part 2: Development Management Policies (January 2020)

stresses the importance of new buildings and extensions providing adequate amount of external amenity space, that not only protects the amenity of the occupants of the proposed development, but also of those of the surrounding buildings, as well as protecting both parties privacy.

Table 5.3: Private Outdoor Amenity Space Standards states that a 2 bed flat should be provided with minimum of 25 sqm of private external amenity space. Ground floor flats Nos 1 and 2 would be provided with 1 x 32.5 sqm and 27 sqm of private amenity space. The remainder of the flats would have access to a communal garden space of 141 sqm. Therefore the proposal complies with Policy DMHB 18 of the Hillingdon Local Plan Part 2: Development Management Policies (January 2020).

In regards to step free access, this is be discussed in the relevant section below.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The Council's Highways & Transportation officer has commented as follows:

Site Characteristics & Background:

The site is a corner plot located at the junction with Harefield Road in a residential catchment in Uxbridge. The address is currently a single tenure 4 bedroom detached dwelling with substantial parking availability on its frontage directly accessed from Fairfield Road. It is proposed to demolish the existing build with a provision of a larger block which would contain 6 two bedroom flats. There is an extant permission for the conversion of the existing property to 2x2 bedroom flats with a quantum of 4 parking spaces on the frontage (21763/APP/2018/2524). More recently an application for 6 x3 bedroom flats (21763/APP/2019/2571) was subject to appeal which was based on non-determination (APP/R5510/W/19/3239256). The Inspectorate concurred with the Council view that the proposed 3 on-plot spaces for the 6 three bedroom flats and did not give rise to potential detriment to the local highway network and hence were acceptable.

Other residential dwellings in the locality exhibit generous on-plot parking provisions which generally lessen general on-street parking demand. The surrounding road network is covered by a controlled parking zone (CPZ) operating throughout the working day - Monday to Saturday and the site exhibits a PTAL rating of 2 which is considered below average and therefore potentially heightens dependency on the use of a private motor vehicle.

Parking Provision:

Local Plan Part 2 Policy DMT 6 requires that new development will only be permitted where it accords with the Council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network.

It is proposed to provide 6 two bed residential flats. The maximum standard requires up to 1-1.5 spaces per unit hence a quantum of up to 6-9 spaces should be provided on-site to comply with the adopted parking standard. A total of 3 spaces are proposed hence there is a deficit in provision.

The applicant has also undertaken parking stress surveys within the locality in order to catalogue the levels of parking demand within a circumference of 200m of the site. Industry

recognised methodology has been applied and the findings indicate that during the recommended surveyed periods there appears to be at least 45% spare parking capacity which can be legitimately used on the surrounding roadways. As there is no evidence to the contrary as confirmed by random checks by Council officers, the findings are considered robust and relevant and therefore supportive of a lower on-plot parking quantum.

The aforementioned Planning Inspectorate determination which accepted 3 on-plot parking spaces for the previous larger scale 6 x 3 bedroom flatted proposal reinforces the above stance hence when contextualising this and all of the above factors and facets of the surrounding local area, it is considered that the lower quantum of parking proposed is to an acceptable level.

Electric Vehicle Charging Point Provision

In line with the emerging London Plan, within the final parking quantum there is a requirement for a 20% 'active' EVCP provision with all remaining spaces being designated as 'passive' provisions.

In this case the applicant is proposing that all 3 spaces would be 'active' which is considered acceptable in principle.

Cycle Provision

In terms of cycle parking there would be a minimum requirement of 1 secure and accessible space for each of the units in order to conform to the adopted minimum borough cycle parking standard. The total equates to a minimum 6 spaces. A suitably located cycle store has been shown on plan with a quantum of 12 spaces which is therefore considered acceptable.

Vehicular Access Provision

A widened carriageway crossing on Fairfield Road is proposed in order to access the 3 parking spaces on the frontage. This arrangement is considered acceptable in principle. The works would be undertaken under s184 of The Highways Act 1980 (or suitable alternative arrangement) and at the applicant's expense.

It would also be prudent to maintain a low wall height in the vicinity of the site entrance and frontage boundary with Fairfield Road in order to aid pedestrian and vehicle safety on sight-line grounds. If feasible, a wall height not exceeding 0.6m should be provided for at least a metre length to the side of the crossing at the back of footway.

Vehicular Trip Generation

Local Plan Part 2 Policies DMT 1 and DMT 2 require the Council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. The proposal would clearly increase traffic generation from the site as compared to the existing single tenure dwelling. However peak period traffic movement generated by the proposal would not be expected to exceed 2-3 additional vehicle movements during the peak morning and evening hours. Hence this 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

A bin storage area has been proposed on the frontage which will facilitate continued refuse collection via the public highway (Fairfield Road). The storage area is located in the region of the Council's maximum 'waste collection' distance of 10m from bin store to the waste

collection point (i.e. refuse vehicle) on the public highway. There is also a requirement for waste carrying distances to the bin store from each residential unit to not exceed a distance of 25- 30m which appears achievable.

Construction Logistics Plan (CLP)

A full and detailed CLP would be a requirement given the constraints and sensitivities of the site envelope and 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 proposal would not discernibly exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with Local Plan Part 2 Development Plan Policies DMT 1, DMT 2 & DMT 6 and Policies 6.3, 6.9, and 6.13 of the London Plan (2016).

7.11 Urban design, access and security

The relevant issues are addressed in the sections above.

7.12 Disabled access

The inspector in considering the recent appeal felt that insufficient assessment had been undertaken to consider ramp or lift access for the flats. The present scheme includes ramp access which will permit wheelchair access into the site.

The applicant has stated that:

.... Lift solutions costs upwards of 70,000 pounds plus VAT for provided lift access to in effect 4 upper floor 2-bedroom flats as ground floor flats do not require the use of the lift. This requirement would be onerous. Notwithstanding this the applicant has explored not only the cost implications for the lift but also the inclusion of a lift in the overall design of the proposal. The inclusion of a lift in design terms was explored. To accommodate the piston movements that would need to go below ground and above the roof level the height of the roof level would need to increase as shown in the blue box (Officer Comment: This is a plan which shows the lift overrun and impact on the roof form which would arise). This height increase would result in a building height that would fail to be reflective of adjoining properties. The lower ground piston movement would not be impactful to the external character but due to the cost of excavation to in effect a basement element, this would add to the cost of what is a modest 6 flat scheme, where the lift would only serve 4 flats. Turning to applications 16589/APP/2018/3310 and 16589/APP/2019/316, both these approved applications permitted 6 x 2 bedroom flats across 3 floors with no lift provision.'

Officers consider that there is clear evidence now that the lift would exacerbate design concerns and the scheme now includes level access. It is considered, on balance, that the applicant has done just enough to convince officers that to insist on a lift would be unreasonable. Although had the application been acceptable in other respects conditions would have been imposed to ensure level access at ground floor level.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Policy DMHB 14 of Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

There are no Tree Preservation Orders (TPOs) on the site, and the trees are not protected

by a Conservation Area designation. Over 25% of the front garden would be retained as soft landscaping. The comments of the Trees and Landscaping officer are noted above in Section 06.2 of this report and this matter could be the subject of Condition RES9 (parts 1, 2, 4 and 5).

7.15 Sustainable waste management

Policy 5.17 of the London Plan requires that all new development provide adequate facilities for the storage of waste and recycling. This matter could be the subject of a condition.

7.16 Renewable energy / Sustainability

Not applicable to this application

7.17 Flooding or Drainage Issues

Not applicable to this application

7.18 Noise or Air Quality Issues

A condition can be added following any approval to ensure the flats are noise insulated. Air quality is not applicable to this application.

7.19 Comments on Public Consultations

The principle of the development, the impact of the development on the street scene and surrounding area, the impact on neighbouring properties and the impact on highways have been discussed in the report. The proposal has been determined using both National and Local Policy.

7.20 Planning obligations

Not applicable to this application

7.21 Expediency of enforcement action

Not applicable to this application

7.22 Other Issues

The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014 and the charge for residential developments is £95 per square metres of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per square metre as of 01/04/2019.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing

the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable to this application

10. CONCLUSION

The application is seeking planning permission for the erection of three storey building to create 6 x 2 bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling.

It has been considered that the proposal would not have a detrimental impact on the sunlight and outlook of neighbouring dwellings and would provide suitable living standards for future occupiers. However, the proposal would result in an over development of Fairfield Road and would appear out of keeping within the street scene and surrounding areas. Subsequently, the application is recommended for refusal.

11. Reference Documents

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

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

The London Plan (2016)

The Housing Standards Minor Alterations to The London Plan (March 2016)

Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)

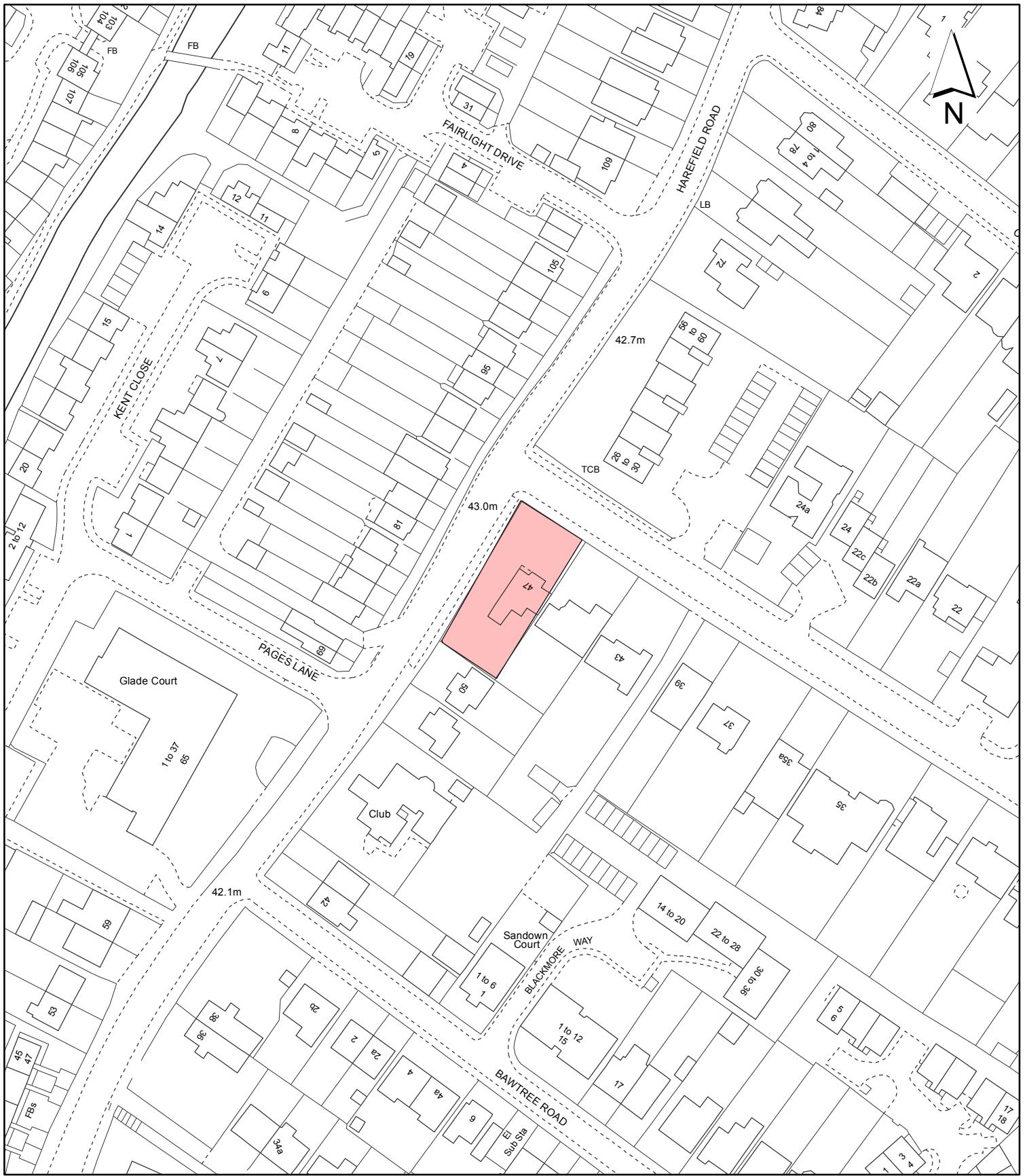
Technical Housing Standards - Nationally Described Space Standard

Hillingdon Design and Accessibility Statement: Accessible Hillingdon

National Planning Policy Framework

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Notes:

Site boundary

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Planning Application Ref:

21763/APP/2020/1035

Scale:

1:1,250

Planning Committee:

Central & South

Date:

July 2020



HILLINGDON
LONDON