

Item No. **Report of the Head of Planning, Transportation and Regeneration**

Address 1 AND 2 MERRIMANS HARLINGTON ROAD HILLINGDON

Development: Proposed alterations, extensions, and conversion of existing houses (Use Class C3) into group home use for people with learning difficulties (Use Class C2) and all associated external works.

LBH Ref Nos: 3043/APP/2020/1503

Drawing Nos: 2018/F/M/01 Rev A
 2020/D303/P/03 Proposed Site Plan
 Design and Access Statement - 2020/D303/P Version 1
 2020/D303/P/02 Existing Floor Plans
 2020/D303/P/05 Existing and Proposed Side Elevations
 2020/D303/P/06 Existing and Proposed Front Elevations
 2020/D303/P/07 Existing and Proposed Rear Elevations
 2020/D303/P/04 Proposed Floor Plans

Date Plans Recieved: 13/05/2020 **Date(s) of Amendment(s):** 13/05/2020
 14/05/2020

Date Application Valid: 13/05/2020

1. SUMMARY

The application seeks planning consent for the proposed alterations, extensions and conversion of two existing properties into a group home for 6 people with learning difficulties, staff provision and associated external works.

As set out within this report, subject to conditions it is considered that the proposed development would not have a detrimental impact on the Green Belt, the character of the surrounding area or on the residential amenity of neighbouring occupants. The proposal would provide an appropriate living environment for future occupiers. The scheme is considered to comply with relevant Local and London Plan policies and, accordingly, approval is recommended.

2. RECOMMENDATION

APPROVAL subject to the following:

1 COM3 **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 COM4 **Accordance with Approved Plans**

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

2018/F/M/01 Rev A
 2020/D303/P/03
 2020/D303/P/04
 2020/D303/P/05
 2020/D303/P/06

2020/D303/P/07; and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2016).

3 COM5 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:

Design and Access Statement 2020/D303/P Version 1

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 Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2016).

4 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

2.c Means of enclosure/boundary treatments

2.d Car Parking Layouts

2.e Hard Surfacing Materials

2.f External Lighting

2.g Other structures

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 surfacing/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

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 DMHB 11, DMHB 12, DMHB 14, DMEI 1 and DMT 2 of the Hillingdon Local Plan Part 2 (2020) and 5.17 (refuse storage) of the London Plan (2016).

5 HO4 Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used in the existing building and shall thereafter be retained as such.

REASON

To safeguard the visual amenities of the area and to ensure that the proposed development does not have an adverse effect upon the appearance of the existing building in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020)

6 COM31 Secured by Design

The building 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 building 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 ensure the development provides a safe and secure environment in accordance with Hillingdon Local Plan Part 2 policy DMHB 15 and London Plan (2016) Policies 7.1 and 7.3.

INFORMATIVES

1

1. Should it be the case that wheelchair users could be offered a placement at this facility, then the opportunity should be taken at this stage to install an enclosed platform lift. Advice from the Council's Accessibility Officer is strongly recommended.

2. The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

2 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).

3 I53 Compulsory Informative (2)

The decision to GRANT 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.

DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMEI 10	Water Management, Efficiency and Quality
DMH 1	Safeguarding Existing Housing

DMH 8	Sheltered Housing and Care Homes
DMHB 11	Design of New Development
DMHB 18	Private Outdoor Amenity Space
DMHD 1	Alterations and Extensions to Residential Dwellings
DMT 2	Highways Impacts
DMT 6	Vehicle Parking

4 170 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 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, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is 1-2 Merrimans located on West Drayton Road, directly adjacent to Merrimans Respite Care Service (no. 3 Merrimans), which is a Council owned residential home for adults. The site comprises two 2 storey houses, that have been vacant since 2008, however it is understood they were previously used in connection with the group home. The houses over the time have suffered considerable damage inside due to water ingress through the damaged roof. The site is within the designated Green Belt, Flood Zone 1 and is accessed directly off a shared car park with the respite care home to the east. To the west is the Rural Activity Centre, which is also Council owned. The buildings are set back approximately 30m from the main road. 4 Parking spaces are allocated to the two houses.

3.2 Proposed Scheme

The application seeks planning consent for the proposed alterations, extensions and conversion of the existing houses into a group home for 6 people with learning difficulties.

The proposal will provide a total of 6 bedrooms and communal facilities to provide 24 hours a day staff support to encourage the residents to live independently within a secure environment. The proposals are expected to generate two full time employment positions for support staff.

A two storey side extension to 1 Merrimans is proposed that would be the 4.0m wide and and the full height and depth of the property. A single storey rear extension is also proposed that would be 3.6m deep and 5.8m wide. A small porch of 2.2m² is proposed to the front of the property. Minor alterations are proposed to two existing windows and a door on the rear elevation. There are 4 car parking spaces allocated to the two units and this provision would be retained. Following the proposed extensions the rear amenity area would be 70m².

The applicant has provided the following justification for the proposals:

The existing properties have a layout which does not currently meet the needs of persons who wish to live independently within society. The proposed conversion and changes will be constructed to modern standards, with purpose-built separate bedrooms with shared shower rooms, kitchen, living & dining room, etc, creating an independent environment for

the residents, including providing staff support through day and night.

3.3 Relevant Planning History

3043/APP/2010/146 1 And 2 Merrimans West Drayton Road Hillingdon

Alterations, extensions and conversion of existing houses into 4 one-bedroom two-person self-contained flats, together with additional timber fencing and landscaping.

Decision: 24-12-2010 Approved

3043/APP/2014/3547 Merrimans West Drayton Road Hillingdon

Erection of two storey rear extensions and two storey bay windows to front and conversion of Units 1 and 2 to 4 self-contained one bedroom flats for supported housing use.

Decision: 27-01-2015 Approved

Comment on Relevant Planning History

The site has an extensive planning history relating to the main respite care home and other buildings, which fall outside of the red line site, but within the applicant's ownership.

Under application reference 3043/APP/2010/146 dated 24-12-10 consent was granted for 'Alterations, extensions and conversion of existing houses into 4 one-bedroom two-person self-contained flats, together with additional timber fencing and landscaping.'

Under application reference 3043/APP/2014/3547 dated 30-01-15 consent was granted for 'Erection of two storey rear extensions and two storey bay windows to front and conversion of Units 1 and 2 to 4 self-contained one bedroom flats for supported housing use.'

4. Planning Policies and Standards

London Borough of Hillingdon Development Plan

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

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)

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

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)

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 2019.

The Mayor has considered the Inspectors' recommendations and, on 9th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for the Inspectors' recommendations that the Mayor did not wish to accept. The Secretary of State responded on the 13th March 2020 and stated that he was exercising his powers under section 337 of the Greater London Authority Act 1999 to direct that modifications are required. These are set out at Annex 1 of the response, however the letter does also state that if the Mayor can suggest alternative changes to policies that would address the concerns raised, these would also be considered.

More limited weight should be attached to draft London Plan policies where the Secretary of State has directed modifications or where they relate to concerns raised within the letter. Greater weight may be attached to policies that are not subject to modifications from the Secretary of State or that do not relate to issues raised in the letter.

Local Plan Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

DMEI 4 Development on the Green Belt or Metropolitan Open Land

DMEI 10 Water Management, Efficiency and Quality

DMH 1 Safeguarding Existing Housing

DMH 8 Sheltered Housing and Care Homes

DMHB 11 Design of New Development

DMHB 18 Private Outdoor Amenity Space

DMHD 1 Alterations and Extensions to Residential Dwellings

DMT 2 Highways Impacts

DMT 6 Vehicle Parking

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **19th June 2020**

5.2 Site Notice Expiry Date:- **31st July 2020**

6. Consultations

External Consultees

The application was advertised by means of press and site notices. 19 letters were sent to neighbouring occupiers on 01-07-20. No responses have been received.

Internal Consultees

POLICY TEAM

Policy DMH 8 of the Local Plan: Part 2 (2020) is the most pertinent. It outlines that the development of supported housing will be permitted provided that:

- i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity and complies with Policy DMH 4: Residential Conversions;
- ii) it caters for need identified in the Council's Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;
- iii) the accommodation is fully integrated into the residential surroundings; and
- iv) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.

In regards to criterion i), I note the applicant has stated that there is a respite care home for younger people with learning and physical difficulties and sensory disabilities, however I would not conclude that these two small homes would amount to an over concentration. Furthermore, there is no evidence that an additional group home would have a significant impact on character or local amenity.

In regards to criterion ii), the scheme is being progressed by the Council and is therefore responding to the needs identified by the Council. Reference to the particular assessment/strategy to which it relates would be welcomed though.

Criterion iii) requires a judgement in terms of design.

In regards to criterion iv), the proposal is within walking distance of Harlington Road Local Parade and the Rural Activities Centre. The site is also served by bus stops nearby, which facilitate travel to both Uxbridge and Yiewsley/West Drayton town centres.

ACCESS OFFICER

The detail of this planning application has been assessed against the requirements of the 2016 London Plan and its contained policies 3.1 and 7.2.

The proposed group residential accommodation for people with learning disabilities is understood to have been designed to meet the accessibility requirements of this particular client group, however, it is noted that the bedrooms located on the first floor would not be accessible to wheelchair users.

Conclusion: acceptable subject to attachment of the following informative is to any grant of planning permission:

Informatives

1. Should it be the case that wheelchair users could be offered a placement at this facility, then the opportunity should be taken at this stage to install an enclosed platform lift. Advice from the Council's Accessibility Officer is strongly recommended.
2. The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers

that impede disabled people.

CONSERVATION AND DESIGN OFFICER

All external materials, finishes and colours shall match that of the existing building.

LANDSCAPE ARCHITECT

This site is occupied by two two-storey vacant houses at the west end of a terrace of three.

The houses are set back from Harlington Road and accessed via a narrow car park which serves the Council's Rural Activities Garden centre to the west and Moorcroft to the east.

There is a narrow strip of garden located behind (to the north of) the houses.

There is a small tree to the rear, which is referred to on plan, however, there are no TPO's or Conservation Area designations affecting the site.

No trees will be directly affected by the proposal, however, the existing tree is very close to the building and may be affected by construction-related activity. - It is also likely that it is too close to the building and not in a sustainable location.

The plans indicate hard and soft landscape enhancement for the use and enjoyment of the occupants with details to be conditioned.

No objection subject to conditions RES9 (parts 1,2,4 and 5).

HIGHWAYS

The application site comprises 2 residential dwellings which make use of 4 parking spaces (2 spaces each). It is proposed that the existing dwellings be extended and converted into a group home for 6 people with learning difficulties (Use Class C2).

The local plan states that parking provision should be based on 1 space per four dwelling units or a minimum 2 spaces, plus 1 space for a warden. When considering the nature of the works in that trip rates would be comparable and that the parking requirement for this scheme is effectively like-for-like to the existing site, I do not have any objections.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy DMH 8 of the Local Plan: Part 2 (2020) outlines that the development of supported housing will be permitted provided that:

- i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity and complies with Policy DMH 4: Residential Conversions;
- ii) it caters for need identified in the Council's Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;
- iii) the accommodation is fully integrated into the residential surroundings; and
- iv) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.

In regards to criterion i), the applicant has stated that there is a respite care home for younger people with learning and physical difficulties and sensory disabilities, however given the limited scale of development proposed and the historical use of site it is considered that the proposed development would not amount to an over concentration. Furthermore, there is no evidence that an additional group home would have a significant impact on local amenity, as set out within Section 7.08 of this report.

In regards to criterion ii), the scheme is being progressed by the Council and is therefore responding to the needs identified by the Council.

With regard to criterion iii), the application site is on the edge of a residential area with residential properties to the south on the opposite side of West Drayton Road and with the adjacent group home to the east with residential properties beyond. However to the west of the site is the Council run Rural Activities Garden Centre and there are commercial properties to the north. Overall the minimal nature of the extensions proposed are considered to be acceptable and not to have a detrimental impact on the locality, as set out further within Section 7.07 of this report.

In regards to criterion iv), the proposal is within walking distance of Harlington Road Local Parade and the Rural Activities Centre. The site is also served by bus stops nearby, which facilitate travel to both Uxbridge and Yiewsley/West Drayton town centres.

Policy DMH 4: Residential Conversions and Redevelopment states that 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 120sqm; and
- iv) units are limited to one unit per floor for residential conversions.

The application seeks planning consent for the proposed alterations, extensions and conversion of the existing houses into a group home for 6 people with learning difficulties. It is not therefore proposing to convert the property to flats and as such is not deemed to be contrary to Policy DMH 4. For the reasons set out above the application is deemed to be in accordance with the criteria set out in Policy DMH 8 of the Local Plan: Part 2 (2020).

Policy EM2 of the Local Plan: Part 1(2012) confirms that any proposals for development within the Green Belt will be assessed against national and London Plan policies, including the very special circumstances test.

Policy DME1 4 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that:

A) Inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very special circumstances.

B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to:

- i) the height and bulk of the existing building on the site;
- ii) the proportion of the site that is already developed;
- iii) the footprint, distribution and character of the existing buildings on the site;
- iv) the relationship of the proposal with any development on the site that is to be retained; and
- v) the visual amenity and character of the Green Belt and Metropolitan Open Land.

London Plan Policy 7.16 (2016) confirms that the "strongest protection" should be given to London's Green Belt, in accordance with national guidance, and emphasises that inappropriate development should be refused, except in very special circumstances.

Paragraph 143 of the NPPF (2019) makes it clear that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 144 states that:

"When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations."

Paragraph 145 of the NPPF (2019) states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this include part (c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building.

The application site is surrounded by existing buildings and the proposed extensions to the buildings within the site are considered to be appropriate and would not have a greater impact on the openness of the Green Belt or fail to be in accordance with the parameters of Policy DME1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Planning consent for extensions to the buildings have also been previously approved under consent references 3043/APP/2010/146 and 3043/APP/2014/3547.

Taking the above factors into consideration the principle of the development is not inappropriate development in the Green Belt and is deemed to be acceptable.

7.02 Density of the proposed development

Not applicable due to the scale of development proposed.

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

Not applicable.

7.04 Airport safeguarding

The proposed height of the development raises no airport safeguarding issues.

7.05 Impact on the green belt

The impact of the proposed development on the Green Belt is discussed within Section 7.01 of the report. The size, scale and height of the proposals are not considered to be obtrusive in this location. The design is considered to be acceptable and would not have an adverse affect on the openness of the Green Belt or the visual amenities of the surrounding area.

7.07 Impact on the character & appearance of the area

Part 1 Policy BE1 of the Local Plan 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 2 - Development Management Policies (2020) states that:

A) All development, including extensions, alterations and new buildings, will be required to be designed to the highest standards and, incorporate principles of good design including:

i) harmonising with the local context;

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 undesignated, 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 of adjacent properties and open space.

Policy DMHD 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that:

A) Planning applications relating to alterations and extensions of dwellings will be required to ensure that:

- i) there is no adverse cumulative impact of the proposal on the character, appearance or quality of the existing street or wider area;
- ii) a satisfactory relationship with adjacent dwellings is achieved;
- iii) new extensions appear subordinate to the main dwelling in their floor area, width, depth and height;
- iv) new extensions respect the design of the original house and be of matching materials;
- v) there is no unacceptable loss of outlook to neighbouring occupiers;
- vi) adequate garden space is retained;
- vii) adequate off-street parking is retained, as set out in Table 1: Parking Standards in Appendix C;
- viii) trees, hedges and other landscaping features are retained; and
- ix) all extensions in Conservation Areas and Areas of Special Local Character, and to Listed and Locally Listed Buildings, are designed in keeping with the original house, in terms of layout, scale, proportions, roof form, window pattern, detailed design and materials.

B) Rear Extensions

- i) single storey rear extensions on terraced or semi-detached houses with a plot width of 5 metres or less should not exceed 3.3 metres in depth or 3.6 metres where the plot width is 5 metres or more;
- ii) single storey rear extensions to detached houses with a plot width of 5 metres or more should not exceed 4.0 metres in depth;
- iii) flat roofed single storey extensions should not exceed 3.0 metres in height and any pitched or sloping roofs should not exceed 3.4 metres in height, measured from ground level;
- iv) in Conservation Areas and Areas of Special Local Character, flat roofed single storey extensions will be expected to be finished with a parapet;
- v) balconies or access to flat roofs which result in loss of privacy to nearby dwellings or gardens will not be permitted;

C) Side Extensions

- i) side extensions should not exceed half the width of the original property;
- ii) extensions to corner plots should ensure that the openness of the area is maintained and the return building line is not exceeded;
- iii) garages should reflect the size guidelines set out in Appendix C Parking standards;
- iv) two storey side extensions should be set in a minimum of 1 metre from the side boundary or in the case of properties in the Copse Wood and Gatehill Estates, at least 1.5 metres, but more if on a wider than average plot, in order to maintain adequate visual separation and views between houses;
- v) two storey side extensions to detached and semi-detached properties should be set back a minimum of 1 metre behind the main front elevation;
- vi) where hip to gable roof extensions exist, a two storey side extension will not be supported; and
- vii) in Conservation Areas, single storey side extensions may be required to be set back.

D) Front Extensions

- i) alterations and extensions to the front of a house must be minor and not alter the overall appearance of the house or dominate the character of the street. Front extensions extending across the entire frontage will be refused;
- ii) porches should be subordinate in scale and individually designed to respect the character and features of the original building; pastiche features will not be supported; and
- iii) notwithstanding the above, at least 25% of the front garden must be retained.

Policy 7.1 of the London Plan (March 2016) sets out a series of overarching design principles for development in London and Policy 7.6 seeks to promote world-class, high quality design and design-led change in key locations. In addition to Chapter 7, London Plan policies relating to optimising the housing potential/density of sites (Policy 3.4) and sustainable design and construction (Policy 5.3) are also relevant.

The proposed front extension is minimal in nature and accords with the requirements of Policy DMHD 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) Part D as it would not alter the overall appearance of the house or dominate the character of the street, nor would it extend across the entire frontage. The proposed porch would be subordinate in scale and respect the character of the original building. In addition at least 25% of the front garden would be retained.

The proposed rear extension would not exceed 3.6 metres in depth or 3.0 metres in height and therefore accords with the requirements of Policy DMHD 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) Part B.

The proposed side extension does not fully accord with Policy DMHD 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) Part C. The side extension would exceed half the width of the original property 1 Merrimans, and would not be set back a minimum of 1 metre behind the main front elevation. However the application site is not within a traditional streetscene and is set back a significant distance from the highway. The architectural design of the existing building and the adjacent respite care home would be replicated by the proposals and materials would match those of the existing dwellings. Given the nature of the immediate locality it is considered that the extensions proposed are acceptable and would not have a detrimental impact on the existing buildings or to the streetscene.

7.08 Impact on neighbours

Policy DMHB 11 of the Local Plan: Part 2 - Development Management Policies (2020) requires that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The Hillingdon Local Plan: Part 2 - Development Management Policies (2020) includes details on maintaining privacy and states that adequate distance should be maintained to any area from which overlooking may occur. Regard should be given to the character of the area and the distances between buildings but as a guide, the distance should not be less than 21m between facing habitable rooms and windows. Given the separation distances noted above it is considered that no loss of adjacent residential privacy would occur as a result of the proposals.

The proposed extensions would not result in increased levels of overlooking of neighbouring properties, including the Merrimans Respite Care Centre, and it is considered that the proposed use and changes to the building are acceptable in terms of the impact on neighbouring occupiers. To the south west of the site is the Rural Activities Garden Centre, and as such no loss of residential amenity would occur.

7.09 Living conditions for future occupiers

All proposed rooms are of an appropriate size with windows that provide acceptable levels of outlook. In addition windows would receive adequate daylight and the amenities of future occupiers would not be prejudiced by the position of adjoining properties. The level of external amenity space is deemed to be appropriate for the intended use of the building. As such, it is considered that the proposed property would adequately serve the needs of future occupiers in terms of internal and external space.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT 2 of the Local Plan: Part Two (2020) notes development proposals must ensure that safe and efficient vehicular access to the highways network is provided to the Council's standards.

Policy DMT 6 of the Local Plan: Part Two (2020) requires development proposals to comply with the parking standards outlined in Appendix C Table 1.

The application site comprises 2 residential dwellings which make use of 4 parking spaces (2 spaces each). The Council's Highways Engineer has reviewed the submitted details and raised no objections to the development due to the fact that trip rates would be comparable and that the parking requirement for the proposed scheme is effectively the same as for the existing site.

7.11 Urban design, access and security

Policy DMHB 15 of the Local Plan: Part 2 - Development Management Policies (2020) requires all new development to ensure safe and attractive public and private spaces.

It is considered that there are no urban design or security issues arising from the proposal. There are no objections to the details submitted subject to the development being covered by a Secured by Design condition.

The proposals are therefore deemed to be in accordance with Policy DMHB 15 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020).

7.12 Disabled access

Policy DMHB 16: 'Housing Standards' requires 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 meet or exceed the most up to date internal space standards, and in the case of major developments, provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users

Policy 7.2 of the London Plan (March 2016) requires that the all new development provides the highest standards of accessible and inclusive design.

The Council's Access Officer has assessed the proposals and stated that the proposed group residential accommodation is understood to have been designed to meet the accessibility requirements of this particular client group. However they also note that the bedrooms located on the first floor would not be accessible to wheelchair users.

The Council's Access Officer has confirmed that the details are acceptable subject to attachment of informatives to any grant of planning permission.

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 not introduce 10 or more dwellings, and does not therefore trigger the Mayor's affordable housing requirement threshold. The application does however seek planning consent for the proposed alterations, extensions and conversion of the existing properties into a group home for 6 people with learning difficulties, therefore providing supported housing.

7.14 Trees, landscaping and Ecology

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.

The Council's Landscape Architect has reviewed the submitted details and noted that there is a small tree to the rear, which is referred to on plan, however, there are no TPO's or Conservation Area designations affecting the site.

No trees will be directly affected by the proposal, however, the existing tree is very close to the building and may be affected by construction-related activity. The plans indicate hard and soft landscape enhancement for the use and enjoyment of the occupants with details to be conditioned. The Council's Landscape Architect has raised no objection to the application subject to an appropriate landscaping condition, which is recommended to be attached to any grant of planning consent.

7.15 Sustainable waste management

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (January 2020) states that 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 refuse area will be enclosed within a bin store adjacent to the existing parking area and the proposed scheme would create waste requirements similar to the existing buildings if they were brought back into use. As such the proposal is considered to be in accordance with London Plan Policy 5.17 and Policy DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (January 2020).

7.16 Renewable energy / Sustainability

Not applicable to the determination of the application.

7.17 Flooding or Drainage Issues

Policy 5.13 of the London Plan (2016) states that development proposals should use sustainable urban drainage systems (SuDs) unless there are good reasons for not doing so and that developments should aim to achieve green-field run-off rates. Policy 5.15 goes on to confirm that developments should also minimise the use of mains water by incorporating water saving measures and equipment.

The site is within Flood Zone 1 and due to the scale of the proposed development there are no flood risk issues arising from the proposals.

7.18 Noise or Air Quality Issues

Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will seek to safeguard and improve all land, water, air and noise quality. All development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors. Policy 7.14 of the London Plan (March 2016) further supports this.

Policy DME1 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states:

A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants.

B) Development proposals should, as a minimum:

i) be at least "air quality neutral";

ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and

iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.

Due to the scale of the proposed development the application does not result in any noise or air quality issues.

7.19 Comments on Public Consultations

None received.

7.20 Planning obligations

No obligations are required to mitigate the impact of the development and the extensions proposed do not result in any CIL charges.

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

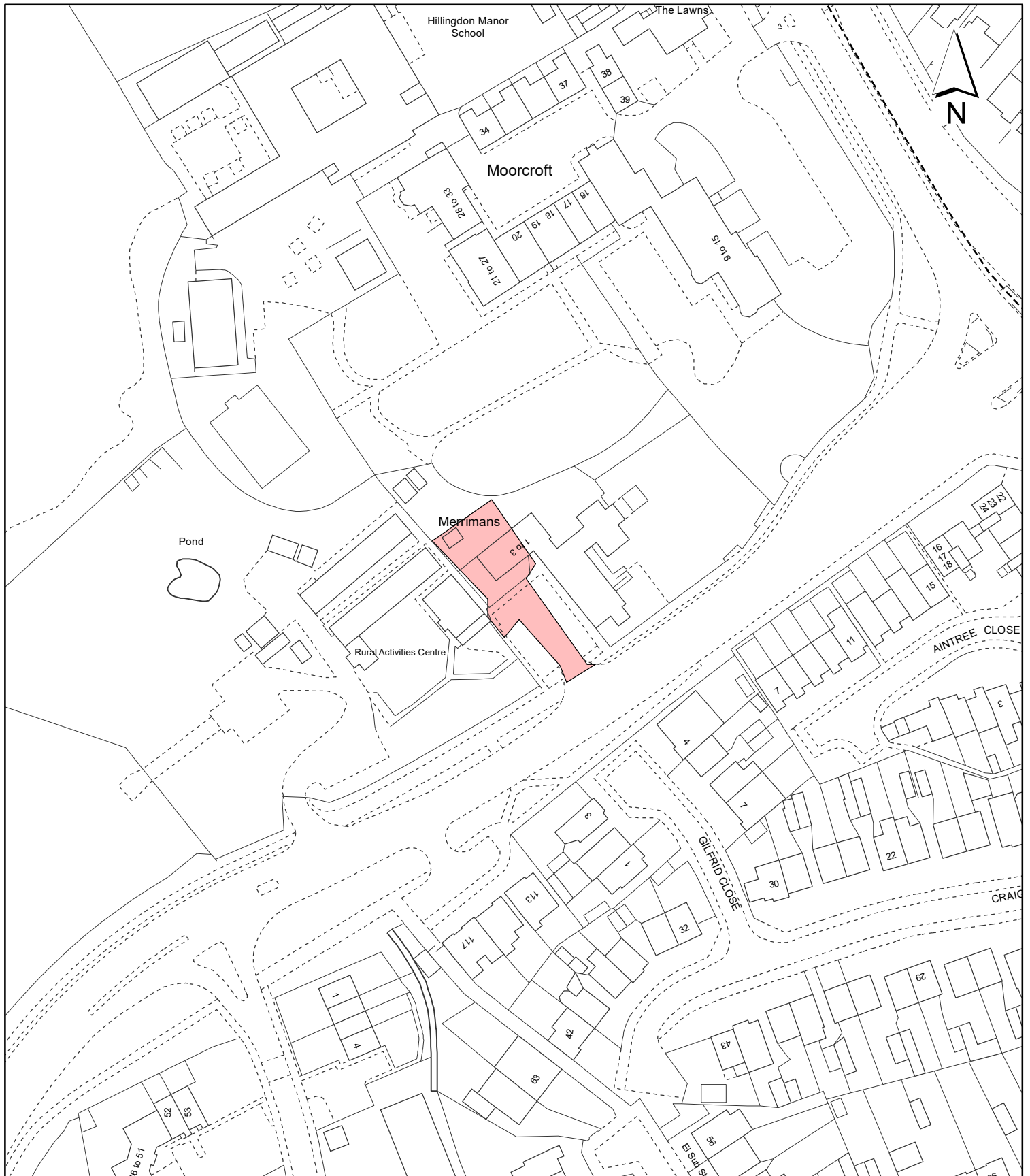
Subject to conditions it is considered that the proposed development would not have a detrimental impact on the Green Belt, the character of the surrounding area or on the residential amenity of neighbouring occupants. The proposal would provide an appropriate living environment for future occupiers. The scheme is considered to comply with relevant Local and London Plan policies and, accordingly, approval is recommended.

11. Reference 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)
The London Plan - Consolidated With Alterations (2016)
The National Planning Policy Framework (NPPF) (2019)

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Notes:

 Site boundary

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Planning Application Ref:
3043/APP/2020/1503

Scale:
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Planning Committee:
Major

Date:
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