

Report of the Head of Planning, Transportation and Regeneration

Address 169 JOEL STREET EASTCOTE PINNER

Development: Demolition of the existing dwelling and erection of a part one, part two and part three-storey building comprising 9 flats (3 x 1-bed, 5 x 2-bed and 1 x 3-bed) with 4 parking spaces.

LBH Ref Nos: 22642/APP/2020/3181

Drawing Nos: JSP P20 03
JSP P20 04
Photograph of Front View
JSP P20 05
JSP P20 20
JSP P20 21
JSP P20 06
JSP P20 07
JSP P20 08
JSP P20 10
JSP P20 11
JSP P20 13
JSP P20 12
JSP P20 09
JSP P20 02
JSP P20 01
Planning Design and Access Statement.
Daylight Sunlight and Overshadowing Assessment(1)
Transport Statement - September 2020

Date Plans Received: 05/10/2020 **Date(s) of Amendment(s):**

Date Application Valid: 05/10/2020

1. SUMMARY

The application proposes the demolition of the existing dwelling and the erection of a part one, part two and part three-storey building comprising 9 flats (3 x 1-bed, 5 x 2-bed and 1 x 3-bed) with 4 parking spaces.

Overall the development would constitute an overdevelopment of the site which would fail to provide an adequate level of off-street parking and would result in the provision of substandard accommodation. Furthermore the forward position of the development coupled with its significant width close to the site boundaries as well as its detailed design would be harmful to the character and appearance of the site, the street scene and its wider setting. The development would also result in a perceived loss of privacy to both the neighbouring properties at 167 and 171 Joel Street.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, by reason of the glazing at roof level and its width, proximity

to neighbouring boundaries and forward position, would result in a poor, incongruous and overly dominant form of development that would be detrimental to the character, appearance and visual amenities of the site, the street scene and the wider area. The proposal is therefore contrary to Policies 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), Policy D4 of the London Plan (2021) and the NPPF (2019).

2 NON2 Non Standard reason for refusal

The proposal would result in the provision of windows to habitable rooms that would be obscure glazed and there would be no outlook from these bedroom windows resulting in harm to the amenity of future occupants. The development would therefore be contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policy D6 of the London Plan (2021) and the NPPF (2019).

3 NON2 Non Standard reason for refusal

The proposed development, by virtue of its poor external layout would fail to provide an adequate level of external amenity for future residents in accordance with the Council's standards to the detriment of the amenity of future occupants. The development is therefore contrary to Policies DMHB 11 and DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy D6 of the London Plan (2021) and the NPPF (2019).

4 NON2 Non Standard reason for refusal

The proposal would result in the provision of several habitable rooms facing towards the side elevations of both of the neighbouring properties resulting in loss of or perceived loss of privacy to the occupants of those dwellings harmful to their residential amenity. The development would therefore be contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

5 NON2 Non Standard reason for refusal

The lack of an internal lift to provide adequate access to all users of the development would constitute a substandard form of development, harming the residential amenity of future occupants. The development would therefore be contrary to DMHB 11 and DMHB 16 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policy D5 of the London Plan (2021).

6 NON2 Non Standard reason for refusal

The proposed development fails to provide sufficient off-street parking, and therefore the development is considered to result in substandard car parking provision, potentially leading to undue on-street parking to the detriment of public and highway safety contrary to Policies DMT 1, DMT 2 & DMT 6 of the Local Plan: Part 2 Development Plan (2020) and Policies T6 and T6.1 of the London Plan (2021).

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.

DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP D8	(2021) Public realm
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP H1	(2021) Increasing housing supply
LPP H10	(2021) Housing size mix
LPP H9	(2021) Ensuring the best use of stock
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
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. CONSIDERATIONS

3.1 Site and Locality

The application site comprises a large, detached two storey house located on the eastern side of Joel Street, Pinner. The property is of brick construction partly finished in painted white render. It has a double gable and a hipped dormer to it's front elevation. The property is situated on a substantial plot which backs onto the rear garden of No.3 Middleton Drive. To the site frontage is a large area of hardstanding used for parking.

The neighbouring property to the north (No. 167) is a semi-detached house situated on a narrow plot which has been extended at the rear. The neighbouring property to the south at No. 171 is also a semi-detached house located on a narrow plot. Within the rear garden of this property is a large, detached outbuilding located against the boundary with the application site. Both of these properties sit forward of the front elevation of the application property and form part of the primary street pattern on Joel Street.

The area is residential in character where there is a mix of houses styles. The site is located within a designated Critical Drainage Area.

3.2 Proposed Scheme

The application proposes the demolition of the existing dwelling and the erection of a part one, part two and part three-storey building comprising 9 flats (3 x 1-bed, 5 x 2-bed and 1 x 3-bed) with 4 parking spaces. In terms of it's detailed design the development would incorporate a double gable and a dormer to it's front elevation and would occupy almost the full width of the plot. It would have a crown roof design with large glazed openings at roof level fronting the street. A small area with 4 parking spaces would be provided to the site frontage with a large amenity area located to the rear.

3.3 Relevant Planning History

22642/A/78/2013 169 Joel Street Eastcote Pinner
Alterations to elevation (P)

Decision: 06-03-1979 Approved

22642/APP/2011/1472 169 Joel Street Eastcote Pinner
Part two storey, part single storey side/ rear extension and two storey front extension with 4 rooflights to rear and 5 rooflights to side

Decision: 22-12-2011 Withdrawn

22642/APP/2011/3098 169 Joel Street Eastcote Pinner
Part two storey part single storey front/side extension and single storey rear extension with 3 x roof lanterns

Decision: 13-02-2012 Approved

22642/APP/2013/712 169 Joel Street Eastcote Pinner
Part two storey, part single storey side/rear extension with 3 roof lanterns and single storey front extension

Decision: 21-05-2013 Approved

22642/APP/2014/2278 169 Joel Street Eastcote Pinner
Boundary wall with iron railings to front, including electronic iron gates and pedestrian gate and involving soft landscaping (Part Retrospective)

Decision: 10-10-2014 Refused **Appeal:** 28-01-2015 Allowed

22642/APP/2014/94 169 Joel Street Eastcote Pinner
Boundary wall with iron railings to front and side to include electric iron gates and pedestrian gates involving removal of hedge

Decision: 31-03-2014 Refused

22642/C/85/1961 169 Joel Street Eastcote Pinner
Householder development - residential extension(P)

Decision: 29-01-1986 Approved

22642/F/87/0379 169 Joel Street Eastcote Pinner
Detached double garage

Decision: 23-04-1987 Approved

Comment on Relevant Planning History

The site has an extensive planning history relating to extensions and alterations to the site. There are no planning history records particularly relevant to this submission. Extensions to 167 Joel Street were granted planning permission in 1994.

4. Planning Policies and Standards

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)
The West London Waste Plan (2015)
The London Plan (2021)

Material Considerations

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

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:

DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP D8	(2021) Public realm
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP H1	(2021) Increasing housing supply
LPP H10	(2021) Housing size mix
LPP H9	(2021) Ensuring the best use of stock
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
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

A total of 36 adjoining and nearby neighbouring properties as well as the Northwood Hills Residents Association were consulted via letter dated 12/10/20 giving 21 days for comments. A total of 29 objections and a petition with 54 signatures were received, commenting as follows:-

-The development would result in noise pollution.

-Increased traffic and congestion as a result of lack of parking.

- Middleton Drive already has insufficient parking for its own residents and their visitors, which causes untold congestion and compromises safety for the residents and their children.

- Joel Street already has insufficient parking along that part of the street
- Loss of outlook and privacy.
- The development will be out of character with the area in terms of density and appearance.
- Lack of space for refuse bins.
- Poor visibility for pedestrians
- Lack of space for emergency vehicles.
- The development will detract from the locally listed Joel Street Farm House

Officer Comment: It should be noted that a significant number of the 29 individual objections not only involved objections to the low parking ratio, but residents highlighting what they considered to be severe local parking stress.

Councillor Flynn requested that this application be determined at committee level due to concerns of overdevelopment and impact on car parking in the area.

Internal Consultees

ACCESS OFFICER:

Having reviewed this application, it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase. Given that lift access is not proposed, the application should not be supported on the grounds of non-compliance with Policy D5 of the London Plan (2021). Conclusion: unacceptable. The scheme should be redesigned to incorporate lift access.

HIGHWAYS AND TRANSPORTATION:

Site Characteristics & Background

The site is located within a residential catchment on Joel Street in Eastcote which is one of the main arterial routes in the borough and is therefore designated as 'classified' in the Council's hierarchy of roads. There is an existing detached dwelling which is to be demolished with a proposed replacement build that will consist of a single building containing 9 flatted units (3x1, 5x2 & 1x3 bedrooms). A single carriageway crossing that serves the site envelope will be extinguished and a new 'centralised' crossing/access will be provided to serve the new build.

The address is generally devoid of on-street parking controls and exhibits a public transport accessibility level (PTAL) rating of 2 which is considered low and therefore heightens dependency on the ownership and use of private motor transport.

Parking Provision & Internal Road Layout

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 9 residential flats comprised of 3x1, 5x2 & 1x3 bedroom units. The maximum standard requires 1-1.5 spaces per unit (for flats up to a scale of 2 bedrooms) with 2 spaces per flat for the larger 3 bedroom units. Hence a quantum of between 10-14 spaces should be provided on-site in order to comply with the adopted parking standard. The proposed quantum of 4 spaces is therefore significantly below this requirement.

Determination of the acceptability (or otherwise) of a lower on-plot parking provision can be reliant on a number of extraneous factors to the site itself. The local characteristics of the surrounding network is one of the main factors that needs to be taken into consideration as this can significantly influence

the need for new residential occupiers owning private motor transport.

With this particular location, it is apparent that the vast majority of the surrounding highly trafficked 'classified' road network is devoid of parking restrictions which would allow for an unfettered use of the highway by any displaced vehicles affiliated to the proposal and would therefore be potentially prejudicial to traffic free flow and highway safety. In addition the low PTAL rating encourages ownership and use of private motor transport which would lead to a higher car ownership level at this address resulting in additional on-street parking.

The applicant has undertaken parking stress surveys earlier this year and indicates that spare capacity exists on the local highway network. However this does not remedy the fact that vehicles related to the site are likely to be displaced onto the immediate highway which is designated as 'classified' and is therefore a highly trafficked thoroughfare. Such displacement has the potential to be obstructive and detrimental to general road safety which is heightened by the category of road and hence cannot be condoned.

The applicant also cites a number of local appeal decisions where the Planning Inspectorate had accepted a lower on-plot parking provision for flatted proposals (albeit for a smaller number of units). However it is considered that each site should be appraised on its merits and given that a number of local sites received permission upon appeal with the Inspectors acknowledgement that there would be a level of on-street displacement, this specific proposal would further add to displaced vehicle numbers. This cumulative impact does raise issue on obstruction and safety grounds and for that reason is not supported by this authority.

For the above reasons there is a refusal reason put forward on the basis of on-plot parking under-provision.

Notwithstanding the above - the following applies to the proposal as presented:-

Electric Vehicle Charging Points (EVCPs)

In line with the emerging London Plan, within any final parking quantum there is a requirement for a 20% 'active' EVCP provision with all remaining spaces being designated as 'passive' provisions. This would equate to 1 EVCP allocated for 'active' provision with the remaining 3 spaces designated as 'passive' provisions. This requirement can be secured via planning condition.

Disabled Compliant Parking Provision

In accord with the parking standard - 10% of parking spaces should be disabled compliant equating to 1 space. This is not indicated on-plan and would require rectification with an increase in one of the parking bay widths. Once appropriately depicted on plan (or secured by planning condition) this level of provision would be considered acceptable.

Cycling Provision

In terms of cycle parking there should be a provision of 1 secure and accessible space for each of the 1-2 bedroom flats with 2 spaces for the 3 bedroom unit (totalling 10 spaces) in order to conform to the adopted minimum borough cycle parking standard. 20 are proposed with an acceptable positioning of a secure and accessible compound to the rear of the site. This level of provision is therefore considered satisfactory.

Vehicular Access Arrangements

The existing single carriageway crossing would be made redundant and the new site layout would

demand a new 'central' access and carriageway crossing on Joel Street. In terms of dimension and positioning, the proposal conforms to the Council's 'Domestic Vehicle Footway Crossover' Policy. It is highlighted that once the existing access point is extinguished it will be necessary to reinstate raised kerbing on the public footway in order to maintain footway/roadway continuity. Final provisions would be arranged and implemented post-permission at the applicant's expense via a formal/legal agreement i.e. under s184 of The Highways Act 1980 or suitable alternative arrangement.

In highway safety terms, effort should be made to maintain a relatively low frontage wall treatment onto Joel Street in order to help ensure conformity to the relevant mutual inter-visibility sight-line requirements, as per DfT (Manual for Streets (MfS) circa 2007) best practice for new development road and parking layouts guidance, between vehicles leaving the site and extraneous vehicles/pedestrians on Joel Street itself. In order to assist with improving sight-lines at the new site entrance for vehicles and pedestrians, it is therefore recommended that the front boundary wall height should not exceed 0.6m for at least 1-2m on either side of the new opening in order to achieve the aim of satisfactory visibility. This aspect can be secured via planning condition. There are no further observations made on this aspect.

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 marginally increase traffic generation from the site as compared to the existing single dwelling unit. However peak period traffic movement into and out of the site is expected to rise by up to 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

Refuse collection will continue to be conducted via Joel Street. In order to conform to the Council's 'waste collection' maximum distance collection parameter of 10m i.e. distance from a refuse vehicle to the point of collection, arrangements should ensure that waste bin storage is positioned at a collection point within this set distance. In addition the maximum carrying distance from each flat should not exceed 30m. A specific bin store location is depicted on plan on the site frontage hence the 10m distance parameter from the highway is met. There are no further observations.

Construction/Demolition Logistics Plan (CLP)

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

Conclusion

Refusal on insufficient on-plot parking grounds is recommended as follows:-

"The proposed development fails to provide sufficient off-street parking, and therefore the development is considered to result in substandard car parking provision, potentially leading to undue on-street parking to the detriment of public and highway safety contrary to Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 & DMT 6 and Policies T6 and T6.1 of the London Plan (2021)."

TREE OFFICER:

This site is occupied by a substantial two-storey dwelling on a double width plot located on the east side of Joel Street, close to the junction with Middleton Drive. The deep front garden has almost totally been hard paved to provide parking and manoeuvring space for cars. According to the aerial photographs the back garden is largely laid to grass with a couple of outbuildings. There are no TPO's or Conservation Area designations affecting the site. COMMENT No trees or other landscape features of merit will be affected by the proposal. The proposed layout indicates an improvement to the local streetscape with a reduced size car park and soft landscape enhancement of the front boundary. Cycle storage is to the rear. The back garden should be designed and set out to be accessible, robust and attractive for shared use as a communal garden.

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

PLANNING POLICY TEAM

Policy DMH4 of the Hillingdon Local Plan: Part Two (LPP2) 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 120 sqm; and
- iv) units are limited to one unit per floor for residential conversions. Points iii) and iv) do not apply in this case as the scheme is a proposed redevelopment of the site rather than a conversion.

The onus is on applicants to demonstrate that point i) of Policy DMH4 is met and more than 10% of properties have not been redeveloped into flats.

Affordable Housing

Part D iii) of Policy DMH7 of the LPP2 states that in order to ensure that local affordable housing policy is applied consistently and fairly on all proposed housing developments, the requirement for affordable housing will apply to additional units created through or subsequently amended planning applications, whereby the amount of affordable housing required will be calculated based on the new total number of units on the site. Affordable housing will be required where a development under the 10 unit threshold is amended to have 10 or more housing units in total (gross).

The currently proposed development is for 9 units, which is below the 10 unit threshold for affordable housing provision, however any future amendments to the scheme which take it above the 10 unit threshold will trigger the application of Part D iii) of Policy DMH7.

Housing Mix

Policy DMH2 of the HLPP2 states that the Council will seek a housing mix which reflects the needs identified in the most up to date housing needs assessment. The Council's current information on housing need set out in the SHMA 2016 indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three bedroom properties. The currently proposed housing mix is for 3 x 1 bed, 5 x 2 bed and 1 x 3 bed dwellings. A higher number of 3+ bed dwellings would be ideal however given the size of the site and the need to provide parking and amenity space, the proposed mix may be suitable, subject to other considerations. However, in accordance with policy DMH 2, developments should demonstrate how the provision of family housing (>3 bedroom units) has been optimised in relation to this site and demonstrate that this is the most appropriate mix for the site taking local housing needs into consideration.

Density

The density of the development should be assessed against table 5.2 of the Hillingdon Local Plan Part Two: Development Management Policies. The densities outlined in this table are a starting point and the density standards will be applied in a flexible manner, according to local circumstances. The site is approximately 0.1ha in size and would be classed as a residential area with suburban character within 800m of a town centre. According to table 5.2, the proposed development is within the generally acceptable density range of 50-110 u/ha.

Private amenity space

As stated in policy DMHB 18, all new residential development should provide good quality and useable private outdoor amenity space. Amenity standards should be provided in accordance with the standards set out in table 5.3 of the Local Plan: Part Two (2020).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The use of previously development land for housing and in particular family housing is supported by the Council's Local Plan, Furthermore increasing the housing supply is also supported by the London Plan and the National Planning Policy Framework. As such there are no in principle objections to the creation of additional residential units in this location in land use terms, subject to compliance with all other relevant Local Plan and London Plan policies as well as the NPPF.

7.02 Density of the proposed development

Notwithstanding the comments provided by the Council's Policy Team which state that the density of the development would be in line with the general criteria contained within the London Plan, given the concerns raised with respect to parking and the internal and external amenity of the development it is considered that this would constitute an overdevelopment of the site. These matters are discussed further in the report below.

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

Not applicable to this application.

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 DMHB 12 of the Hillingdon Local Plan: Part Two requires all new development to maintain the quality of the built environment including providing high quality urban design. Furthermore the policy resists any development which would fail to harmonise with the existing street scene and seek to ensure any new development complements the amenity of the area.

There are many similarities between the existing and proposed buildings. For example the overall height and width of the proposed building would almost be the same as existing. In terms of detailed design and appearance the proposal would have a similar roof form and would include a double gable and front dormer. Generally it is considered that the overall appearance of the building would be acceptable.

Notwithstanding this, however the development would include two, large glazed openings at roof level which would be at odds with the traditional character of the existing and proposed buildings as well as those in the surrounding area. As a result these features

would appear incongruous within the streetscene.

The existing house is the largest house in the street and differs significantly in terms of its width, scale and footprint to the other houses in the immediate street scene which are much smaller properties situated on narrower plots. At present the house does not appear overly dominant or cramped within its setting because it is set back such a substantial distance from the street. This proposal would be much closer to the street. As discussed above it would be level with the neighbouring property at No. 171 and just behind the front elevation at No. 167. As a result it would appear cramped within its setting given its substantial width and close proximity to the neighbouring properties. The building would completely dwarf the neighbouring dwellings in terms of its bulk, massing and scale and would lead to a 'terracing effect'. The building would be in stark contrast with the modest character and appearance of the neighbouring properties and the those in the surrounding area and its forward position would exacerbate the situation.

In terms of the layout of the site, although there is little opportunity for soft landscaping in the site frontage it is noted that there is already a large area of hardstanding to the front of the existing property.

Concerns have been raised that the development would harm to setting of the locally listed building at Joel Street Farm House. This property is over 100m from the site as such there are no particular concerns relating to the impact upon the setting of this property.

Overall it is considered that the development in terms of its detailed design, specifically the glazed openings at roof level as well as its proximity to the street would be harmful to the character and appearance of the existing site, the streetscene and the wider area, contrary to policies DMHB 11 and DMHB 12 of the Local Plan.

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part Two states that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them, and the amenities of existing houses are safeguarded. Furthermore the policy 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.

At present the existing building is situated a substantial distance from the street. It is set back to a point where the front elevation of the existing dwelling is almost level with the rear elevation of the neighbouring properties. As a result the existing building extends a significant depth from the main rear elevations of the neighbouring properties.

The proposed building would be positioned further forward towards the street and would be a similar height and depth as the existing building. As a result the proposed building would not extend as far beyond the rear elevations of the neighbouring properties and given its similar overall height it is considered that the proposal would not give rise to significant loss of light or outlook to the rear windows located within the neighbouring semi-detached dwellings.

There are side facing windows at both of the neighbouring houses that would be affected by the proposal, however it would appear that these are non habitable or secondary windows with the primary windows located to the front and rear of the house. As such it is considered that moving the built form closer to the side elevations of these dwellings is unlikely to result in harm to the residential amenity of their occupants in terms of loss of

light or outlook.

However there is a concern in relation to the loss of privacy or a perceived loss of privacy as a result of various windows proposed to the side elevations of the development which would directly face towards the neighbours windows as discussed above. The plans indicate that all side facing windows would be obscure glazed, however some of their windows would serve habitable rooms such as bedrooms and kitchens, therefore it would not be appropriate to have them obscure glazed (discussed further below). Moreover although they are indicated as being obscure glazed they would not be fixed shut as such it would be possible for future occupants to directly look out towards the side facing windows at the neighbouring properties at close proximity.

Concerns have been raised that the development would involve the introduction of balconies to the rear elevation of the property. However the proposed development would be well over 21 metres from the houses to the rear and the balconies would be obscure glazed on each side in order to ensure that there is no direct overlooking into the neighbouring gardens. Further screening could be secured by way of condition in the event of an approvable scheme.

In terms of impact upon the front elevation windows at the neighbouring properties it is considered that there would not be a negative impact given that the main building line would be level with No. 171 and the proposed building would sit back from the front elevation of No. 167.

Concerns have been raised regarding the general noise and disturbance that would be generated during construction and from the additional residents residing at the property particularly during the Covid 19 pandemic. Given that this is a residential area and this is a residential development it is considered that the increase in the number of residents would not give rise to general noise and disturbance. In the event of an approvable scheme planning conditions would be recommended with respect to restricting hours of construction.

Overall it is considered that the development would result in harm to the amenity of both of the neighbouring properties at No. 167 and No.171 by way of loss of privacy, contrary to policy DMHB 11 of the Council's adopted Local Plan.

7.09 Living conditions for future occupiers

In terms of floor area, each of the proposed flats would provide an adequate level of internal amenity. However as discussed above there are a number of bedrooms that are located facing towards the neighbouring properties and in order to reduce any loss of privacy that may arise these windows are to be mainly obscure glazed. It is considered that obscure glazing on bedroom windows which are primary habitable rooms is completely inappropriate. The result is that these rooms would not be afforded an adequate level of outlook harmful to the amenity of the future occupants of the development.

Furthermore the Council's Access Officer has commented as follows:-

'Having reviewed this application, it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase. Given that lift access is not proposed, the application should not be supported on the grounds of non-compliance with Policy D5 of the London Plan (2021)'.

Policy DMHB 18 of the Council's adopted Local Plan states that new residential

developments should provide an adequate level of private amenity space for occupiers that is good quality and usable. A large area of communal garden space would be provided with all of the ground floor flats having direct access from within the building. All but one of the flats on the upper floors would have access to a terrace area. The flat without access to a terrace at first floor level to the front of the building would not have any direct access to a form of private amenity space. Residents of this flat would have to navigate the stairs and then walk along the corridor to the rear of the building. This would be unacceptable and contrary to policy DMHB 18.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT1 of the Hillingdon Local Plan: Part 2 considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy DMT 6 of the Hillingdon Local Plan seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

As per the Council's Highways Engineers comments the site is generally devoid of on-street parking controls and exhibits a public transport accessibility level (PTAL) rating of 2 (low) and therefore heightens dependency on the ownership and use of private motor transport.

It is proposed to provide 9 residential flats comprised of 3x1, 5x2 & 1x3 bedroom units. The maximum standard requires 1-1.5 spaces per unit (for flats up to a scale of 2 bedrooms) with 2 spaces per flat for the larger 3 bedroom units. Hence a quantum of between 10-14 spaces should be provided on-site in order to comply with the adopted parking standard. The proposed quantum of 4 spaces is therefore significantly below this requirement. As the Council's Highways Officer states:-

'Determination of the acceptability (or otherwise) of a lower on-plot parking provision can be reliant on a number of extraneous factors to the site itself. The local characteristics of the surrounding network is one of the main factors that needs to be taken into consideration as this can significantly influence the need for new residential occupiers owning private motor transport.

With this particular location, it is apparent that the vast majority of the surrounding highly trafficked 'classified' road network is devoid of parking restrictions which would allow for an unfettered use of the highway by any displaced vehicles affiliated to the proposal and would therefore be potentially prejudicial to traffic free flow and highway safety. In addition the low PTAL rating encourages ownership and use of private motor transport which would lead to a higher car ownership level at this address resulting in additional on-street parking.

The applicant has undertaken parking stress surveys earlier this year and indicates that spare capacity exists on the local highway network. However this does not remedy the fact that vehicles related to the site are likely to be displaced onto the immediate highway which is designated as 'classified' and is therefore a highly trafficked thoroughfare. Such displacement has the potential to be obstructive and detrimental to general road safety which is heightened by the category of road and hence cannot be condoned.

It should be noted that the application has a significant number of individual objections and a high proportion of the objections relate to concerns regarding the parking ratio and reference existing parking stress.

The applicant also cites a number of local appeal decisions where the Planning

Inspectorate had accepted a lower on-plot parking provision for flatted proposals (albeit for a smaller number of units). However it is considered that each site should be appraised on its merits and given that a number of local sites received permission upon appeal with the Inspectors acknowledgement that there would be a level of on-street displacement, this specific proposal would further add to displaced vehicle numbers. This cumulative impact does raise issue on obstruction and safety grounds and for that reason is not supported.

For the above reasons there is a refusal reason put forward on the basis of on-plot parking under-provision'.

It is considered that the level of cycle parking is acceptable as are the general access arrangements. All other matters relating to electric charging vehicles, the provision and a disabled parking bay and issues around the construction and operational arrangements of the site could be secured by way of condition in the event of an approvable scheme.

Overall it is considered that there would be a significant lack of on site parking for the development which would lead to conditions prejudicial to pedestrian and highway safety, contrary to Policies DMT 1 and DMT 2 of the Local Plan.

7.11 Urban design, access and security

Overall it is considered that the development would result in the provision of substandard accommodation for all future occupants contrary to both Local Plan and London Plan policies. The lack of suitable access to garden space, lift access, issues around the glazing for several of the bedrooms as well as the lack of parking as discussed above mean that it is evident that this would be an overdevelopment of the site.

Refer to 'Impact on the character and appearance of the area' for a full assessment.

7.12 Disabled access

Refer to 'Living conditions for future occupants'.

7.13 Provision of affordable & special needs housing

Overall it is considered that there would not be scope to provide a higher number of units on this site that would trigger a requirement for affordable housing to be provided given that the number of units proposed in this case would constitute an overdevelopment of the site.

7.14 Trees, landscaping and Ecology

The Council's Tree Officer has considered the application and considers that there would be no harm in terms of trees subject to safeguarding conditions.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

In the event of an approvable scheme an informative would be included with respect to the Critical Drainage Area.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

Health:

In terms of potential health concerns, the applicant has confirmed that the proposed installation complies with the ICNIRP (International Commissions for Non Ionising Radiation Protection) guidelines. Accordingly, in terms of Government policy advice, there is not considered to be any direct health impact. Therefore, further detailed technical information about the proposed installation is not considered relevant to the Council's determination of this application.

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

Overall the development would constitute an overdevelopment of the site which would fail to provide an adequate level of off-street parking and would result in the provision of substandard accommodation. Furthermore the forward position of the development coupled with its significant width close to the site boundaries as well as its detailed design would be harmful to the character and appearance of the site, the street scene and its wider setting. The development would also result in a perceived loss of privacy to both the neighbouring properties at 167 and 171 Joel Street.

As such the development would be contrary to Local Plan policies DMHB 11, DMHB 12, DMHB 18, DMHB 16, DMT 1, DMT 2, DMT 6 and the London Plan and the NPPF.

Refusal of the application is therefore recommended.

11. Reference Documents

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

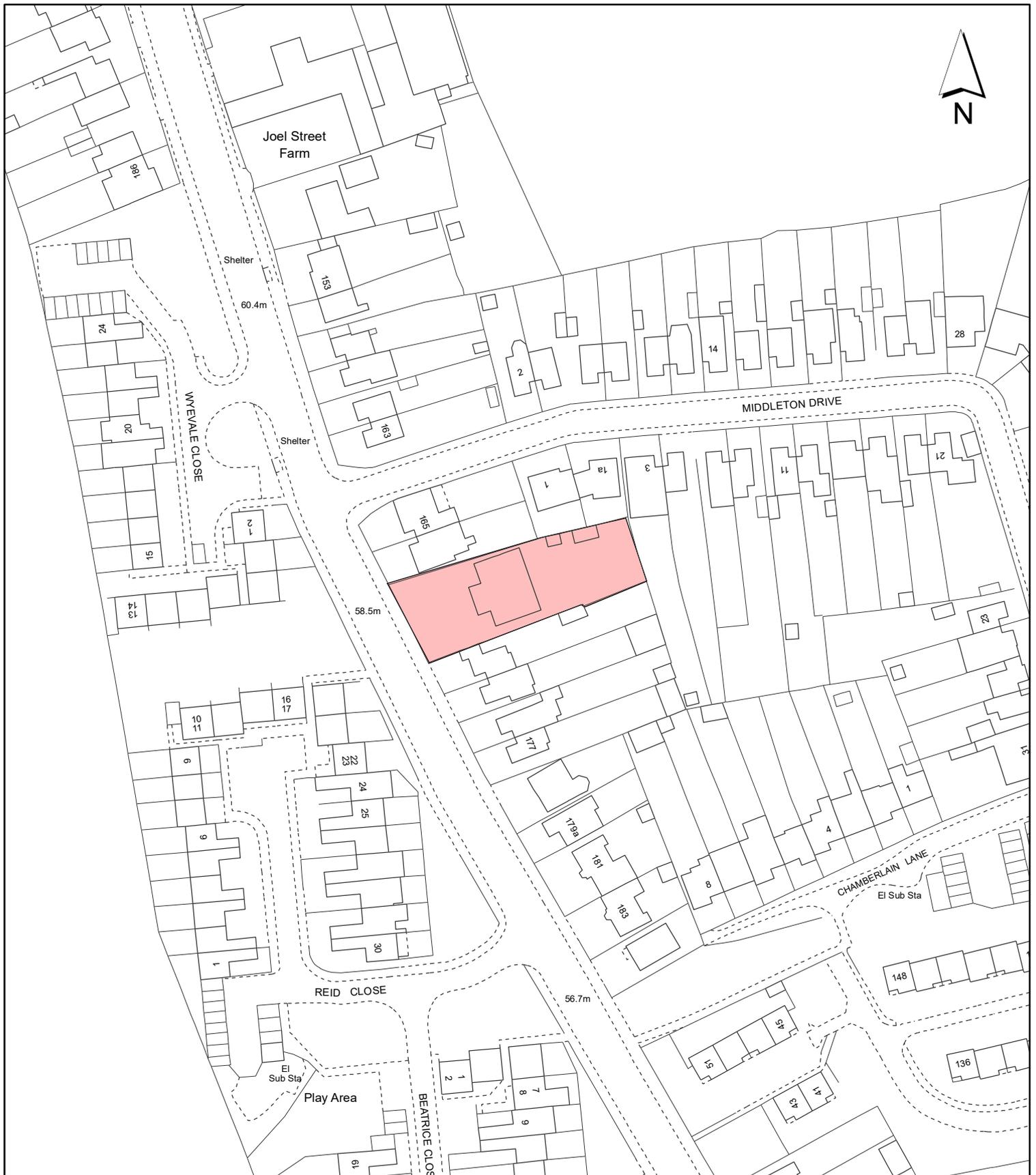
Hillingdon Local Plan: Part Two - Development Management policies (January 2020)

The London Plan (2021)

National Planning Policy Framework (2019)

Contact Officer: Kelly Sweeney

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Notes:

Site boundary

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Site Address:

**169 JOEL STREET
 EASTCOTE
 PINNER**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

22642/APP/2020/3181

Scale:

1:1,250

Planning Committee:

North

Date:

March 2021



HILLINGDON
 LONDON