

Report of the Head of Planning, Transportation and Regeneration

Address COOKS GARAGE FORGE LANE NORTHWOOD

Development: Erection of a part single storey, part three storey building to provide 5 x 1-bed flats and 1 x 2-bed self-contained flat with associated parking including demolition of existing garages

LBH Ref Nos: 62125/APP/2021/952

Drawing Nos: RAJ5011B
RAJ5001B
RAJ5007B
RAJ5004B
RAJ5006B
RAJ5003B
RAJ5005B
RAJ5009B
RAJ5008B
RAJ5002B
RAJ5013B
RAJ5012B
RAJ5010B
Design and Access and Planning Statement
Sustainability Statement

Date Plans Received: 11/03/2021 **Date(s) of Amendment(s):**

Date Application Valid: 11/03/2021

1. SUMMARY

The proposal is for the erection of a part single storey, part three storey building to provide 5 x 1-bed flats and 1 x 2-bed self-contained flat with associated parking including demolition of existing garages.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed three storey building, by reason of its size, scale, bulk, height and design and form would fail to respect the traditional appearance of the Old Northwood Area of Special Local Character. The modern block would be a starkly contrasting building, with its scale dominating the existing environment. The flat roof form, at the proposed height, is uncharacteristic of the Old Northwood Area of Special Local Character. Therefore the proposal would be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies, Policy HC1 of the London Plan (2021) and the National Planning Policy Framework (2019

2 NON2 Non Standard reason for refusal

The proposed development by reason of its, size, scale, bulk and siting, would be detrimental to the amenities of adjacent residential occupiers in the adjoining terrace at the

rear of St Matthews Church and 1 to 6 St Matthews Court, by reason of overdominance, overshadowing, visual intrusion, loss of outlook, overlooking and loss of privacy. Therefore, the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

3 NON2 Non Standard reason for refusal

The proposed development, by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the size and layout of Flats 3-6 would result in an over-development of the site detrimental to the residential amenity of future occupiers. The proposal is therefore contrary to Policies DMHB 11 and DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

4 NON2 Non Standard reason for refusal

The proposed two bedroom flat on the ground floor, by reason of the siting of the ground floor flank windows, given their proximity to the parking space and narrow private amenity space, would result in the provision of a habitable room with limited levels of natural lighting and outlook that would result in a substandard form of living accommodation and reliance upon artificial means of lighting which would fail to satisfy sustainability and energy efficiency objectives and would be to the detriment of the amenity of future occupiers, contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policies D6 and SI2 of the London Plan (2021).

5 NON2 Non Standard reason for refusal

The proposal fails to provide step free access to the proposed dwellings above ground floor and it would not be accessible for wheelchair users and other persons unable to use a staircase to the detriment of the amenity of future occupiers. Therefore, the proposal is contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy D7 of the London Plan 2021 and the Council's adopted Supplementary Planning Document HDAS: Accessible Hillingdon (September 2017).

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMH 2	Housing Mix
DMHB 5	Areas of Special Local Character
DMHB 11	Design of New Development

DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LLP D1	(2021) London's form character and capacity for growth
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI13	(2021) Sustainable drainage
LPP T5	(2021) Cycling
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 I59 **Councils Local Plan : Part 1 - Strategic Policies**

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

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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. The Council's supports pre-application discussions. We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is a square shaped plot of land, 366sq.m in area, which is located to the north west of Forge Lane, at the rear of St Matthew's Church and comprises of single storey lock up garages in two blocks with a courtyard between. Immediately abutting the site to the north is a single storey vehicle workshop, to the east, beyond the vehicle access is a two storey Victorian terrace in use as the offices for a development company, the

Presbytery and residential accommodation (No. 32 Hallowell Road) for the church. Northwood station car park and the Metropolitan railway line beyond adjoin to the west and a new three storey flatted development (Nos. 1 to 6 St Matthews Court, Forge Lane) is to the south.

The site is situated in the Old Northwood, Area of Special Local Character. The site is within PTAL rating 2. Nonetheless it is an edge of town centre location where many town centre facilities are within easy walking distance.

3.2 Proposed Scheme

The proposal is for the erection of a part single storey, part three storey building to provide 5 x 1-bed flats and 1 x 2-bed self-contained flat with associated parking including demolition of existing garages.

The proposed building would be 3 storeys high with a flat roof approximately 8.4m high, 14.7m wide and 8.9m deep at 3 storeys and 9.7m deep at single storey level. Part of the building would be single storey with a communal garden above. Flat 2 will be provided direct access to some 30sqm of private amenity space at the rear and about 11.5 sqm at the front. The other flats will have access to approximately 64.2sqm of communal amenity space at first floor level. Four car parking spaces are proposed, as well as secured storage for 6 cycles. Provision of storage for refuse and recycling bins is proposed to the front of the site behind fencing. The proposal would provide a green sedum roof.

3.3 Relevant Planning History

62125/APP/2006/2256 Land Rear Of St. Mathews Church Forge Lane Northwood
ERECTION OF A THREE STOREY TERRACE TO PROVIDE FOR THREE 3-BEDROOM DWELLINGS WITH A FRONT MANSARD ROOF SLOPE INCORPORATING 6 DORMER WINDOWS AT SECOND FLOOR LEVEL; TOGETHER WITH THE PROVISION OF FRONTAG PARKING, CYCLE STORAGE AND A REFUSE BIN ENCLOSURE (EXISTING GARAGES TO E DEMOLISHED)

Decision: 04-01-2007 Refused

62125/APP/2008/923 Land Rear Of St. Mathews Church Forge Lane Northwood
ERECTION OF A THREE STOREY TERRACE TO PROVIDE FOR 3 TWO-BEDROOM DWELLINGS WITH A FRONT MANSARD ROOF SLOPE INCORPORATING 6 DORMER WINDOWS AT SECOND FLOOR LEVEL; TOGETHER WITH THE PROVISION OF FRONTAG PARKING, CYCLE STORAGE AND A REFUSE BIN ENCLOSURE (EXISTING GARAGES TO E DEMOLISHED).

Decision: 15-08-2008 Refused

62125/APP/2009/729 Land Rear Of St Matthews Church Forge Lane Northwood
3 two-bedroom terraced dwellings with habitable roofspace and associated parking.

Decision: 23-02-2010

Appeal: 23-02-2010 Dismissed

62125/APP/2012/2528 Land Rear Of St. Mathews Church Forge Lane Northwood
erection of 4 one bedroom self contained flats with associated parking and landscaping

Decision: 19-11-2012 NFA

62125/APP/2012/281 Land Rear Of St. Mathews Church Forge Lane Northwood

3 x three storey, 2-bed, terraced dwellings to include associated parking and amenity space involving the demolition of existing garage lock ups

Decision: 26-04-2012 Refused **Appeal:** 30-08-2012 Dismissed

62125/APP/2012/2884 Land Rear Of St Matthews Church Forge Lane Northwood

Two storey building to create 4 x 1-bedroom self contained flats to include associated parking and amenity space, involving demolition of existing garages

Decision: 18-01-2013 Refused

62125/APP/2013/578 Land Rear Of St. Mathews Church Forge Lane Northwood

Two storey building to create 2 x 1-bed self contained flats and 2 x studio flats to include associated parking and amenity space, involving demolition of existing garages

Decision: 03-05-2013 Refused **Appeal:** 12-12-2013 Dismissed

62125/APP/2014/3409 Land Rear Of St Matthews Church Forge Lane Northwood

Raising of roof to create additional floor above 2 garages to provide storage, involving alteration of side elevation

Decision: 26-11-2014 Refused **Appeal:** 23-03-2015 Dismissed

62125/APP/2015/1518 St Matthew'S Court Forge Lane Northwood

Raising of roof to create additional floor above 2 garages to provide storage, involving alteration of side elevation

Decision: 29-07-2015 Approved

62125/APP/2016/3098 St Matthews Court Forge Lane Northwood

Raising of roof to create additional floor above 3 garages to provide additional storage and new external staircase

Decision: 14-10-2016 Approved

62125/APP/2018/226 Cooks Garage Forge Lane Northwood

Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1)

Decision: 20-03-2018 Refused

62125/APP/2018/3118 Cooks Garage Forge Lane Northwood

Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1)

Decision: 11-06-2019 Approved

62125/APP/2019/2147 Cooks Garage Forge Lane Northwood

Details pursuant to conditions 3 (Materials), 4 (Landscape scheme), 10 (Traffic management) and 11 (construction logistics plan) of planning permission Ref: 62125/APP/2018/3118 dated 11/06/2019 (Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1))

Decision: 31-10-2019 Refused

62125/APP/2019/3616 Cooks Garage Forge Lane Northwood

Details pursuant to Conditions 3 (Materials), 4 (Landscape) 10 (Traffic Management) and 11 (Construction Logistics Plan) of Planning Permission Ref: 62125/APP/2018/3118 dated 11/06/2019 (Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1))

Decision: 31-03-2020 Refused

62125/APP/2020/1121 Cooks Garage Forge Lane Northwood

Details pursuant to conditions 3 (Materials), 4 (Landscaping) and 11 (Construction Logistic Plan) of planning permission Ref: 62125/APP/2018/3118 dated 11/06/2019 Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1)

Decision: 28-05-2020 Approved

62125/APP/2020/2021 Cooks Garage Forge Lane Northwood

Details pursuant to discharge conditions Nos. 10 (Traffic Management Scheme) of planning permission Ref: 62125/APP/2018/3118 dated 11/06/2019 (Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1))

Decision: 04-09-2020 Refused

62125/APP/2020/3303 Cooks Garage Forge Lane Northwood

Details pursuant to condition 10 (Traffic Management Plan) of planning permission Ref: 62125/APP/2018/3118 dated 11/06/2019 (Single storey front extension, creation of first floor level and change of use from storage/distribution (Use Class B8) to day care facility (Use Class D1))

Decision: 10-12-2020 Approved

62125/PRC/2017/55 Cooks Garage Forge Lane Northwood

Demolition of garage storage facility and erection of a two-storey childrens daycare facility.

Decision: 06-09-2017 OBJ

Comment on Relevant Planning History

Please see the list above.

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:

DMH 2 Housing Mix

DMHB 5 Areas of Special Local Character

DMHB 11 Design of New Development

DMHB 12 Streets and Public Realm

DMHB 14 Trees and Landscaping

DMHB 16 Housing Standards

DMHB 17 Residential Density

DMHB 18 Private Outdoor Amenity Space

DMT 1 Managing Transport Impacts

DMT 2 Highways Impacts

DMT 6 Vehicle Parking

LLP D1	(2021) London's form character and capacity for growth
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI13	(2021) Sustainable drainage
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
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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

16 neighbouring properties and Northwood Residents Association were notified of the proposed development on 24th March 2021.

By the close of the consultation period 1 neighbouring resident had objected and 1 neighbouring resident had supported the proposed development and a petition with 52 signatures was received which objects to the proposal and asks for it to be refused. The comment in support is listed first below.

I. Much better use of space and less flow of traffic. I've lived here for over 4 years and we have 6 flats with hardly any traffic movement, noise or nuisance which is NOT the case with the existing use of a commercial garage and lockups with car sales etc as in constant use and all times of day and all days of the week;

II. Over-intensive for the area that it is in;

III. Safety, noise, dirt and disruption of heavy vehicle traffic during construction. Forge Lane (the sole access to the site) is not designed to accommodate the passage of heavy vehicles. It is very narrow, and passes very close to our church and Parish Hall, coming within approximately 2 feet of the front door to the Priest's House and the windows of the Parish Office, where three Parish employees work. This office is open to the public and the entrance is used throughout the day;

IV. Loss of amenity for the residence of our parish clergy and parish offices through being over-

- looked by the development that is one storey taller than our building;
- V. The probability of trespass of heavy vehicles onto our Parish Land and car park in order to turn to gain access to the site. This will cause unreasonable wear and tear as well as future maintenance issues and costs for the parish;
- VI. The loss of amenity of our Parish Hall during construction and afterwards, including increased traffic on Forge Lane once the construction is finished. This has the potential impact on the safety and amenity of the users of our facility, including children's activities.
- VII. This may also result in financial loss to the parish if hirers are deterred from booking.
- VIII. Increased car and pedestrian traffic along Forge Lane, which separates the Church, Hall and car park. This may also potentially cause disruption to the operation of the church and parish office.
- IX. Increased pressure on Church parking and on-street parking.

Case Officer Comments: These above concerns will be considered in the main body of the report. Issues regarding construction matters or the financial loss to the Parish Church regarding its hire are not material planning considerations.

Internal Consultees

CONSERVATION OFFICER:

The existing site is located to the rear of St Matthew's Catholic Church, accessed via a small lane off Hallowell Road. As existing it comprises of a block of garages within an enclosed courtyard. There are of little architectural interest.

Historically a smithy had existed to the south of the site which is appropriately reflected by the street name, 'Forge Lane'. This site is situated in the Old Northwood Area of Special Local Character (ASLC), which is predominantly characterised by Victorian and Edwardian buildings. The area forms part of the early development of the Northwood area, from a rural environment to a suburban town.

Assessment - Impact

There would be no objections to the loss of the existing garage structures.

The proposed three storey built form would be considered an unacceptable, incongruous building within the ASLC. The design, height and form would fail to respect the traditional appearance of the ASLC.

The modern block would be a starkly contrasting building, with its scale dominating the existing environment. The flat roof form at the proposed height is uncharacteristic of the ASLC, and where three storey buildings do exist, notably to the south of the site, they include traditional pitched roof forms.

No details have been provided in regard to the material finishes, in any instance, they would need to be of a high quality, relating to the material and colour palette of the site's context.

The proposed building would be positioned in close proximity to the existing two-storey range of buildings to the east. There would be concerns that the distance between the existing and proposed built forms would be inadequate. The positioning of windows along the first and second floors may adversely affect existing buildings.

Whilst a modern approach can be considered in some instances, as proposed the development would be considered significantly harmful to the character and appearance of the ASLC. Paragraph 197 of the National Planning Policy Framework (NPPF, 2019) would be relevant in this instance.

It is important to note that ASLC's are not designated as a series of street scenes. Private views and roads form part of how it is experienced and does not lessen the importance of conserving and/or

enhancing such parts of the heritage asset.

Conclusion: Objection

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. Paragraph 3.7.6 of the 2021 London Plan recognises that the application of M4(2), which requires lift access (a step free approach to the principle private entrance), may have particular implications for developments of four storeys or less where historically the London Plan may not have not required a lift. Unless the applicant submits a clear, well evidenced and compelling case to the LPA as to why lift access cannot be provided, the application should not be supported on the grounds of non-compliance with the 2021 London Plan policy D7. In addition, plans should be amended to show compliance with the prescribed M4(2) standards set out in Approved Document M (Volume 1) to the Building Regulations 2010 (2015 edition). Reference should also be made to the Council's Supplementary Planning Document 'Accessible Hillingdon' , adopted September 2017.

Conclusion: Unacceptable.

HIGHWAY OFFICER (summary):

No objection. A construction management condition is recommended if the application is allowed due to the site specific circumstances.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF (2019) has a requirement to encourage the effective use of land and encourages the use of previously developed, vacant and underutilised sites to maximise development potential, in particular for new housing.

Emphasis is given to housing delivery over the next five years, but authorities are also required to consider growth beyond this.

Policy GG4 of the London Plan (2021) seeks to ensure that more homes are delivered. This is reinforced by Policy H1 of the Local Plan: Part 1 - Strategic Policies (2012) which gives general support to housing provision to meet and exceed the Council's minimum strategic dwelling requirement, where this can be achieved in accordance with other Local Plan policies.

There is no policy objection to the redevelopment of the site to provide some form of additional residential accommodation. This would be subject to the justification of the loss of the existing garages together with appropriate density and design, and the proposal being in accordance with all of the relevant planning policies and supplementary guidance.

7.02 Density of the proposed development

It should be noted that the density matrix found in the 2016 London Plan does not form part of the new London Plan (2021). Policy D3 of the London Plan (2021) states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites.

Policy DMHB 17 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development should take account of the Residential Density Matrix contained in Table 5.2, which recommends a density range of 105-150 habitable rooms per hectare or 35-50 units per hectare for sites within a suburban setting

and that have a Public Transport Accessibility Level of 0 to 1.

Notwithstanding the above, it is considered that the what is of greater significance to the determination of this application is the local contextual factors. The key consideration is therefore whether the development sits comfortably within its environment rather than a consideration of the density of the proposal. It has already been established that the principle of residential development is acceptable. The following section of this report will discuss the impact on the character and appearance of the area.

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

Policy BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012) seeks a quality of design in all new development that enhances and contributes to the area in terms of form, scale and materials; is appropriate to the identity and context of the townscape; and would improve the quality of the public realm and respect local character.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that all development will be required to be designed to the highest standards and, incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding; and ii) ensuring the use of high quality building materials and finishes.

Policy DMHB 5 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states:

A) Within Areas of Special Local Character, new development should reflect the character of the area and its original layout. Alterations should respect the established scale, building lines, height, design and materials of the area. B) Extensions to dwellings should be subservient to, and respect the architectural style of the original buildings and allow sufficient space for appropriate landscaping, particularly between, and in front of, buildings. C) The replacement of buildings which positively contribute to the character and local importance of Areas of Special Local Character will normally be resisted.

The existing site is located to the rear of St Matthew's Catholic Church, accessed via a small lane off Hallowell Road. As existing it comprises of a block of garages within an enclosed courtyard. There are of little architectural interest.

Historically a smithy had existed to the south of the site which is appropriately reflected by the street name, 'Forge Lane'.

This site is situated in the Old Northwood Area of Special Local Character (ASLC), which is predominantly characterised by Victorian and Edwardian buildings. The area forms part of the early development of the Northwood area, from a rural environment to a suburban town

There would be no objections to the loss of the existing garage structures.

The proposed three storey built form would be considered an unacceptable, incongruous building within the ASLC. The design, height and form would fail to respect the traditional appearance of the ASLC.

The modern block would be a starkly contrasting building, with its scale dominating the existing environment. The flat roof form at the proposed height is uncharacteristic of the ASLC, and where three storey buildings do exist, notably to the south of the site, they include traditional pitched roof forms.

No details have been provided in regard to the material finishes, in any instance, they would need to be of a high quality, relating to the material and colour palette of the site's context.

The proposed building would be positioned in close proximity to the existing two-storey range of buildings to the east. There would be concerns the distance between the existing and proposed built forms would be inadequate. The positioning of windows along the first and second floors may adversely affect existing buildings.

It is important to note that ASLC's are not designated as a series of street scenes. Private views and roads form part of how it is experienced and does not lessen the importance of conserving and/or enhancing such parts of the heritage asset.

Whilst a modern approach can be considered in some instances, as proposed the development would be considered significantly harmful to the character and appearance of the ASLC. Paragraph 197 of the National Planning Policy Framework (NPPF, 2019) would be relevant in this instance.

The proposal is therefore considered contrary to Policy DMHB 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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

Please see section 7.03 above.

7.08 Impact on neighbours

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

Immediately abutting the site to the north is a single storey vehicle workshop, to the east, beyond the vehicle access is a two storey Victorian terrace (approximately 5m distance) in use as the offices for a development company, the Presbytery and residential accommodation (No. 32 Hallowell Road) for the church (approximately 8m away from the proposed single storey element of the building. Northwood station car park and the Metropolitan railway line beyond adjoin to the west and a new three storey flatted development (Nos. 1 to 6 St Matthews Court, Forge Lane) to the south approximately 11.5m from the three storey building and 5.5m from the single storey element.

The proposed building, by reason of its position in close proximity to the existing two-storey range of buildings to the east would result in an inadequate separation distance between the existing and proposed built forms. There would be concerns the distance between the existing and proposed built forms would be inadequate and is likely to lead to overlooking and loss of privacy. The positioning of windows along the first and second floors may adversely overlook 1 to 6 St Matthews Court.

Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies.

7.09 Living conditions for future occupiers

INTERNAL AMENITY SPACE:

Policy D6 of the London Plan (2021) sets out the minimum internal floor space standards required for residential developments in order to ensure that there is an adequate level of amenity for future occupants. Table 3.1 requires a two storey dwelling with 1 person 1 bed studio, to have a gross internal area of at least 37 square metres, a 2 bed 3 person flat, to have a gross internal area of at least 61 square metres and a 1 bed 2 person flat, to have a gross internal area of at least 50 square metres.

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

The DCLG's Technical housing standards - nationally described space standard (2015) requires double bedrooms to have a floor area of at least 11.5 square metres.

The proposed flats measure:

Flat 1 (studio) = 46.89 sq.m
Flat 2 (2 bed, 3 person) = 64.17 sq.m
Flat 3 (studio) = 42.59 sq.m
Flat 4 (1 bed, 2 person) = 50.02 sq.m
Flat 5 (studio) = 42.59 sq.m
Flat 6 (1 bed, 2 person) = 50.02 sq.m

The proposed flats would therefore meet the minimum floor space requirements set out in Policy D6 of the London Plan (2021). All of the proposed bedrooms would exceed the minimum floor area standards set out in the Technical housing standards - nationally described space standard (2015).

The proposed 2 bed flat would be dual aspect, thus providing an adequate level of natural light. However, Flat 2 would have a poor outlook of a private garden only 3m deep and a poor outlook from the living room window which would be looking at the car parking space. It is therefore considered that this would result in the provision of a habitable room with very limited levels of outlook and light that would result in a substandard form of living accommodation and would be to the detriment of the amenity of future occupiers, contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policies D6 and SI2 of the London Plan (2021).

EXTERNAL AMENITY SPACE PROVISION:

Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development and conversions will be required to provide good quality and usable private outdoor amenity space. Dwellings on upper floors should all have access to a private balcony or terrace, where this is consistent with the overall design of the building. Houses and ground floor flats should have private gardens. The Council is keen to improve the quality of housing in the Borough and therefore communal provision of private outdoor space is generally not supported unless there are strong planning reasons and the proposed scheme is of high quality with clear planning merits.

Roof gardens should only be considered where balconies are not achievable. High quality

design should aim to resolve any potential conflicts between creating green roofs, providing renewable energy and supplying amenity space on roofs for residents. Table 5.3 sets out the Council's minimum private amenity space requirements which must be met or exceeded in all development proposals.

Table 5.3 of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) states that studio and one bed flats should have a minimum of 20 square metres of usable amenity space. Flats with two bedrooms should have a minimum of 25 square metres of usable amenity space.

Flats 1 and 2 would have private amenity space of a size that complies with Policy DMHB 18. However, a communal garden (64.20 sqm) on the first floor would serve Flats 3-6. By virtue of its failure to provide an adequate amount of private usable external amenity space for the occupiers of flats 3-6, the proposal would result in over-development of the site detrimental to the residential amenity of future occupiers. The proposal is therefore contrary to Policy DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.10 Traffic impact, car/cycle parking, pedestrian safety

ACCESS AND HIGHWAY SAFETY:

Policy 109 of the NPPF (2019) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Policies DMT 1 and DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires the Council to consider whether the traffic generated by proposed developments is acceptable i

Planning permission is sought to build 5no. 1 bedroom and 1no. 2 bedroom flats with 4no. car parking spaces and 6no. cycle parking spaces at a site situated as the far end of Forge Lane. From the information provided it is not clear if any of these car parking spaces are provided with electric vehicle charging points. At its narrowest point Forge Lane is c.5 metres wide; this just provides sufficient space for 2no. cars to pass. Forge Lane is a short cul-de-sac that leads off Hallowell Road. The proposal site has a PTAL ranking of 2 indicating that access to public transport is limited and that the occupants are likely to be reliant on the private car for trip making. The site is currently occupied by 7no. vacant lock up garages.

The London Plan 2021 Policy T6.1 requires that development proposals must comply with the relevant parking standards for cars. For a development of this type the maximum number of parking spaces permitted would be 5no., the 4no. proposed are therefore policy compliant and accepted. The London Plan 2021 Policy T6.1 also requires that at least 20% of spaces should have active electric vehicle charging facilities with all the remainder having passive provision. The Highway Authority requires that at least 1no. car parking space should be provided with an active electric vehicle charging point with all the remainder having passive provision. This would need to be secure by way of a planning condition if the application was considered acceptable. Similarly, the London Plan 2021 require that development proposal comply with the relevant parking standards for bicycles. The 6no. proposed are acceptable in this respect.

The number of vehicular trips generated by the site would be small and could easily be absorbed by the surrounding highway network.

A Design and Access Statement has been provided but it fails to explain how refuse will be collected. The Highway Authority therefore requires that a Service and Delivery Plan is provided, this should be secured by way of a planning condition. Taking into account that the site is accessed via a road with a limited width a Construction Logistics Plan should also be provided, again this could be secured by way of a planning condition.

Should the construction of the development require works to be carried out on the Council's highway, the Highway Authority would require the developer to enter into a s.106 legal agreement obliging the developer to enter into a s.278 with London Borough Hillingdon under Highways Act 1980 thereby allowing such works to be carried out.

Subject to the above planning conditions the proposal would not present a risk to road safety, hinder the free flow of traffic or, lead to parking stress. It is therefore in accordance with the London Plan Policy T6.1 Residential Parking and T5 Cycling and the Hillingdon Local Plan: Part 2 Development Management Policies (2020) Policy DMT 1: Managing Transport Impacts - road safety and Policy DMT 2: Highway Impacts - traffic congestion. There are no highway objections to this proposal.

7.11 Urban design, access and security

Secured by Design is now covered by Part Q of the Building Regulations which the development will be required to accord with.

7.12 Disabled access

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.

Paragraph 3.7.6 of the 2021 London Plan recognises that the application of M4(2), which requires lift access (a step free approach to the principle private entrance), may have particular implications for developments of four storeys or less where historically the London Plan may not have not required a lift. Unless the applicant submits a clear, well evidenced and compelling case to the LPA as to why lift access cannot be provided, the application should not be supported on the grounds of non-compliance with the 2021 London Plan policy D7.

In addition, plans should be amended to show compliance with the prescribed M4(2) standards set out in Approved Document M (Volume 1) to the Building Regulations 2010 (2015 edition). Reference should also be made to the Council's Supplementary Planning Document 'Accessible Hillingdon' , adopted September 2017. The proposal is therefore contrary to Policy D7 of the London Plan (2021).

7.13 Provision of affordable & special needs housing

Policy H2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) states that housing provision is expected to include a range of housing to meet the needs of all types of households, and the Council will seek to maximise the delivery of affordable housing from all sites over the period of the Local Plan. For sites with a capacity of 10 or more units the Council will seek to ensure that the affordable housing mix reflects housing needs in the borough, particularly the need for larger family units. This is supported by Policy DMH 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

The proposal is for less than 10 residential units and does not meet the threshold in order to require affordable housing provision. As such, the proposal is not contrary to Policy H2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) and Policy DMH 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

7.14 Trees, Landscaping and Ecology

Policy DMHB 14: Trees and Landscaping requires:

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.

C) Where space for ground level planting is limited, such as high rise buildings, the inclusion of living walls and roofs will be expected where feasible.

D) Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees.

Where the tree survey

identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

There are no notable trees on site and no Tree Preservation Orders or Conservation Area designations affecting the site. The proposed plans show some landscaping along the western boundary. Conditions should be added to ensure that the landscape details are satisfied.

7.15 Sustainable waste management

Refuse collection will continue from Forge Lane. A specific bin store location is depicted on plan at the front of the site and its positioning is considered acceptable.

7.16 Renewable energy / Sustainability

Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires all developments to make the fullest contribution to minimising carbon dioxide emissions in accordance with London Plan targets (these targets relate to the 2016 London Plan).

Policy DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that applications for all new build developments (not conversions, change of use, or refurbishment) are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated in accordance with the London Plan Hierarchy.

If planning permission were to be granted, a condition would be secured requiring the proposed dwelling to achieve an energy efficiency standard of 19% CO₂ improvement over Building Regulations requirements Part L 2013 (TER Baseline).

Also, a condition would be secured requiring the proposed dwelling to achieve as a minimum, a water efficiency standard of no more than 110 litres per person per day maximum water consumption (and to include a fixed factor of water for outdoor use of 5 litres per person per day in accordance with the option requirement defined within Approved Document G of the Building Regulations).

Subject to the above conditions, the proposal would be compliant with Policies DMEI 2 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) Policy GG6 of the London Plan (2021).

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

No noise or air quality issues are raised.

7.19 Comments on Public Consultations

The issues raised are covered in the main body of the report.

7.20 Planning Obligations

A section 106 is required to meet the Highway requirements should the construction of the development require works to be carried out on the Council's highway.

COMMUNITY INFRASTRUCTURE LEVY:

The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014. The Hillingdon CIL charge for residential developments is £95 per square metre of additional floor space. This is in addition to the Mayoral CIL charge of £60 per square metre. CIL rates are index linked. The proposal involves the erection of a 6 new flats and is therefore CIL liable.

CIL.

The scheme would be CIL liable.

Presently calculated the amounts would be as follows;

LBH CIL £31,768.48

London Mayoral CIL £14,409.82

Total CIL £46,178.30

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

No other issues.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The development, in terms of its size, scale and design, impact on adjoining occupiers and provision of adequate facilities for future occupiers, is considered to conflict with national, regional and local policies and is recommended for refusal.

11. Reference Documents

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

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

The London Plan (March 2021)

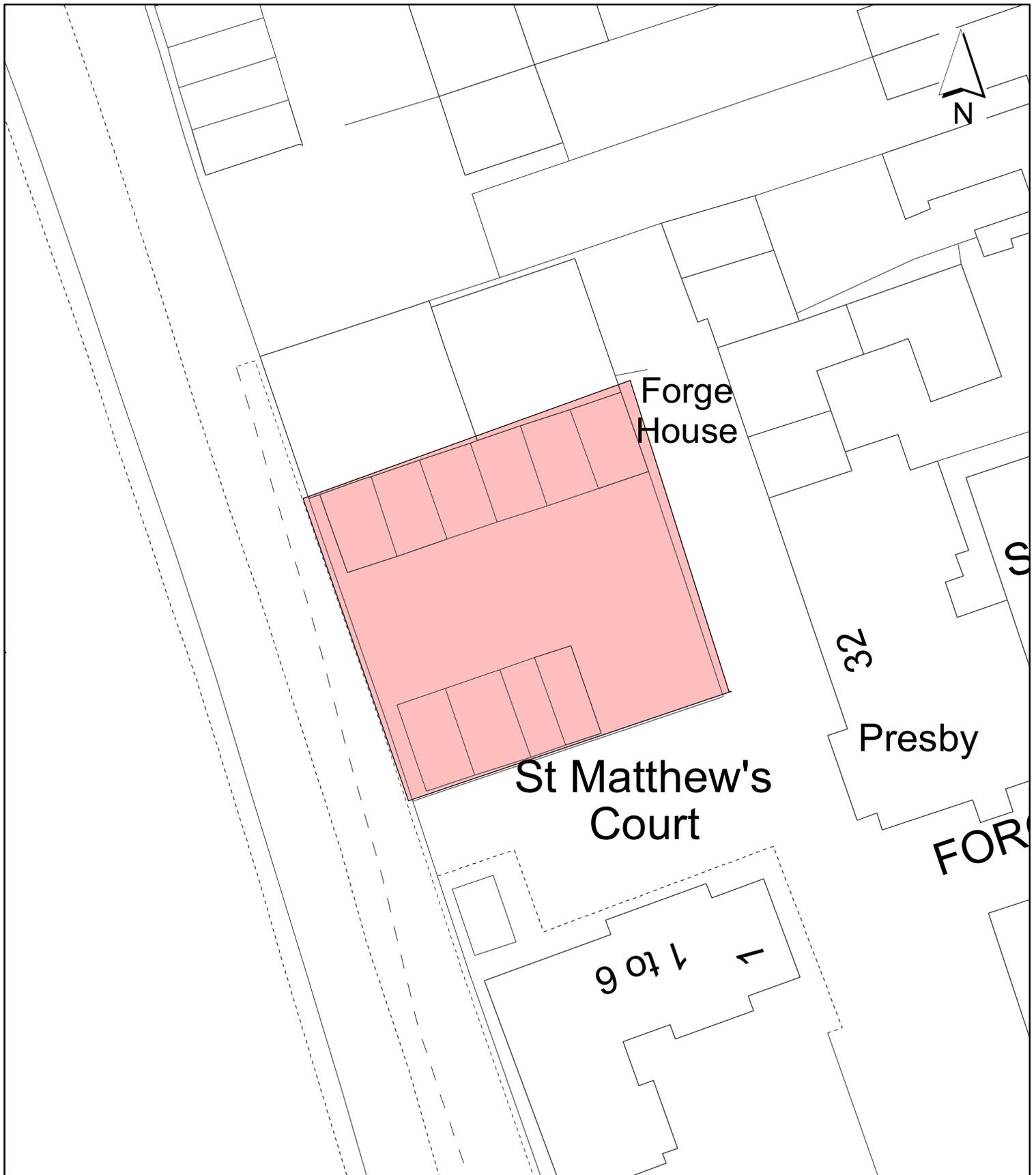
Technical Housing Standards - Nationally Described Space Standard (March 2015)

Hillingdon Local Plan Accessible Hillingdon Supplementary Planning Document (September 2017)

National Planning Policy Framework (February 2019)
Manual for Streets (2007)

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Notes:

 Site boundary

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Site Address:

**Cooks Garage
 Forge Lane**

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

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

Planning Application Ref:

62125/APP/2021/952

Scale:

1:300

Planning Committee:

North

Date:

June 2021



HILLINGDON
 LONDON