

Report of the Head of Development Management and Building Control

Address: GARAGE COURT R/O 66-74 FARMLANDS JOEL STREET EASTCOTE PINNER

Development: Demolition of existing single-storey garages and the construction of 4no. 2-bedroom, two-storey houses with associated car parking and landscaping.

LBH Ref Nos: 77586/APP/2023/2460

Drawing Nos: Location Plan
Existing Block Plan 100 Rev P1
Existing Site Plan 110 Rev P1
Existing South Elevations 123 Rev P1
Existing East Elevations 120 Rev P1
Existing West Elevations 121 Rev P1
Existing North Elevations 122 Rev P1
Existing Streetscene Context 140 Rev P1
Proposed Block Plan 200_Rev 3
Proposed Site Plan 210_Rev 5
Proposed First Floor Plan 211_Rev 3
Proposed North Elevations 222_Rev P3
Proposed South Elevation 223_Rev P3
Proposed East Elevations 220 Rev P2
Proposed West Elevations 221 Rev P2
Proposed Section A-A 230_Rev P3
Proposed Section B-B 231_Rev P4
Proposed Streetscene Context 240_Rev P3
Design and Access Statement Part 1 dated February 2024 Rev A
Design and Access Statement Part 2 dated February 2024 Rev A
Design and Access Statement Part 3 dated February 2024 Rev A
Design and Access Statement Part 4 dated February 2024 Rev A
Design and Access Statement Part 5 dated February 2024 Rev A
Drainage Design 0200 Rev P01

Date Plans received:	16-08-2023	Date(s) of Amendments(s):	16-08-2023 29-02-2024
Date Application valid	16-08-2023		

1. SUMMARY

Planning permission is sought for the erection of 4no. dwellings following the demolition of the existing row of garages to the rear of No's 66-74 Farmlands, Joel Street.

It has been established within the assessment, that the location of the proposed dwellings would meet the exceptional circumstance tests as set out in the backland development policies. The location of the dwelling would replace existing garages with limited impacts on residential amenity, gardens, light spillage, access arrangements, as well as trees and wildlife.

The plans have been amended during the course of the assessment with the single rear element reduced in depth to enable the enlargement of the private rear amenity space and the enclosing of the flank side of Unit 1 with boundary treatment to improve security. The overall design, scale and bulk of the development relates sympathetically to its surroundings. The contemporary architectural approach with a mixture of traditional and modern materials would add visual interest to the design without compromising the local character.

During the process of the application's assessment, concerns were raised regarding the impact of the proposed development on neighbouring amenities. An independent daylight and sunlight assessment accompanies the application submission which confirms that the development would have no adverse impact on the amenities of neighbouring properties in terms of loss of light or overshadowing. Officers are also satisfied that the development is set at a sufficient distance from the neighbours so as not to cause an overbearing impact.

Conditions have been recommended regarding details of materials, levels, sustainable drainage, landscaping, waste management and parking which would ensure the finer details of the development are subsequently reviewed and approved.

Overall, it is considered that, subject to conditions, the proposal development would not cause harm to the character and appearance of the area or building, nor would it cause significant harm to neighbouring amenities or the local highways network. Future residents of the proposed dwellings would be provided with an acceptable standard of internal and external living accommodation and an appropriate housing mix is proposed for the site.

The development would provide 4no. additional dwellings to the borough's housing supply and the proposal would utilise brownfield land for additional residential development - which is supported by the National Planning Policy Framework, the London Plan and the Local Plan.

It is therefore recommended that the Committee grant planning permission for the proposed development.

2. RECOMMENDATION

APPROVAL subject to the following:

1. RES3 Time Limit

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

REASON

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

2. RES4 Accordance with Approved Plans

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

Location Plan, Proposed Block Plan 200_Rev 3, Proposed Site Plan 210_Rev 5, Proposed First Floor Plan 211_Rev 3, Proposed East Elevations 220_Rev 2, Proposed West Elevations 221_Rev P2, Proposed North Elevations 222_Rev P3, Proposed South Elevation 223_Rev P3, Proposed Section A-A 230_Rev P3, Proposed Section B-B 231_Rev P4, Proposed Streetscene Context 240_Rev P3.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Part 1 (2012), Part 2 (2020) and the London Plan (2021).

3. COM5 General compliance with supporting documentation

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

Design and Access Statement dated February 2024 Rev A
Daylight, Sunlight & Overshadowing Assessment dated July 2023
Flood Risk Assessment and Drainage Statement - Doc reference 5468-JOEL-ICS-XX-RP-C-07.001
Arboricultural Impact Assessment Method Statement & Tree Protection Plan Ref: TH 3440 AMS dated 3rd August 2023

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

REASON

To ensure that the development complies with the objectives of Policies . Specify Hillingdon Local Plan Part 2 (2020)

4. OM19 Construction Management Plan

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

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.
- (iv) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).
- (v) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of

construction vehicles accessing the site during peak hours).

(vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.

(vii) The storage of demolition/construction materials on site.

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

REASON

To safeguard the amenity of surrounding areas in accordance with Policy BE1 of the Hillingdon Local Plan Part 1 (2012).

5. RES7 Materials (Submission)

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

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

6. NONSC Sustainable Drainage and Water Management

No development above ground level shall take place until a scheme for the provision of sustainable water management and water efficiency shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall:

- i. Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. Include a timetable for its implementation; and
- iii. Provide a management and maintenance plan for the lifetime of the development

The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

- iv. Provide details of water collection facilities to capture excess rainwater;
- v. Provide details of how rain and grey water will be recycled and reused in the development;
- vi. Provide details of how the dwelling will achieve a water efficiency standard of no more than 110 litres per person per day maximum water consumption (to include a fixed factor of water for outdoor use of 5 litres per person per day in accordance with the optional requirement defined within Approved Document G of the Building Regulations).

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

REASON

To ensure the development does not increase the risk of flooding in accordance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan Part 2 (2020) and Policies SI2 and SI 13 of the London

Plan (2021).

7. RES26 Contaminated Land

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.

(c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement.

(ii) If during development or works contamination not addressed in the submitted remediation scheme is identified, an addendum to the remediation scheme must be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy DMEI 12 of Hillingdon Local Plan Part 2.

8. HO5 No Additional Windows or Doors

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (or any order revoking and re-enacting that Order with or without modification), no additional windows, doors or other openings shall be constructed in the first floor walls or roof slopes of the dwellings. No additional windows or other openings shall be inserted to the first floor side (north) elevation of Plot No. 4.

REASON

To prevent overlooking to adjoining properties in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

9. NONSC Accessibility Compliance M4(2)

The dwellings hereby approved shall accord with the requirements of Policy D7 of the London Plan,

and shall not be occupied until certification of compliance with the technical specifications for an M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, has been submitted to, and approved in writing, by the Local Planning Authority. All such provisions must remain in place for the life of the building.

REASON

To not only allow the Building Control body to require the development to comply with the optional Building Regulations standards, but to also ensure the appropriate quantity and standard of accessible and adaptable housing is constructed and maintained in accordance with Policy D7 of the London Plan (2021).

10. NONSC Step Free Access

Prior to the construction of the hereby approved dwellings details of step free access via all points of entry and exit for each of the dwellings shall be submitted to, and approved in writing, by the Local Planning Authority. Such provision shall remain in place for the life of the building.

REASON

To ensure housing of an inclusive design is achieved and maintained in accordance with Policies D5 and D7 of the London Plan (2021).

11. RES9 Landscaping (Car Parking & Refuse/Cycle Storage)

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

1. Details of Soft Landscaping

- 1.a Planting plans (at not less than a scale of 1:100) which include a net increase of high quality pollution absorbing trees
- 1.b Written specification of planting and cultivation works to be undertaken,
- 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

- 2.a Refuse Storage details including collection points
- 2.b Cycle Storage (2no. cycle storage spaces shall be provided for each of the approved dwellings and the storage units shall be secure and enclosed. Details to be submitted)
- 2.c Means of enclosure/boundary treatments
- 2.d Hard Surfacing Materials
- 2.e External Lighting
- 2.f Parking layout including 2 x 'active' & 2 x 'passive' spaces to serve the development.

3. Living Walls and Roofs

- 3.a Details of the inclusion of living roofs (including height, width, depth, composition and location of the green roofs to be incorporated into the proposed development)
- 3.b An installation and maintenance/management plan for the green roofs

4. Details of Landscape Maintenance

- 4.a Landscape Maintenance Schedule for a minimum period of 5 years.
- 4.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously

damaged or diseased.

5. Schedule for Implementation

6. Other

6.a Existing and proposed functional services above and below ground

6.b Proposed finishing levels or contours

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

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies DMHB 11, DMHB 12, DMHB 14, DMEI 1 and DMT 2 of the Hillingdon Local Plan Part 2 (2020) and Policy G5 of the London Plan (2021).

12. RES10 **Trees to be retained**

The proposed development shall be carried out in accordance with the submitted Arboricultural Impact Assessment, Method Statement & Tree Protection Plan referenced 'TH 3440 AMS'. Furthermore, trees, hedges and shrubs shown to be retained on the approved plan(s) shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority.

If any retained tree, hedge or shrub is removed or severely damaged during (or after) construction, or is found to be seriously diseased or dying, another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'

Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy DMHB 14 of the Hillingdon Local Plan Part 2 (2020) and to comply with Section 197 of the Town and Country Planning Act 1990.

13. RES14 **Outbuildings, Extensions and Roof Alterations**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development)(England) Order 2015 (or any order revoking and re-enacting that Order with or without modification); no garage(s), shed(s) or other outbuilding(s), nor extension or roof alteration

to any dwellinghouse(s) shall be erected without the grant of further specific permission from the Local Planning Authority.

REASON

To protect the character and appearance of the area and amenity of residential occupiers in accordance with policies DMHB 11 and DMHD 2 of the Hillingdon Local Plan Part 2 (2020)

14. RES22 Car parking provision - submission of details

Prior to the occupation of the development, the applicant shall submit a Car Parking Management Plan to the Council for approval confirming that one car parking space would be allocated to each of the dwellings. One of the parking spaces shall have active electrical vehicle charging points and the remaining spaces shall be installed with passive electrical charging. The development shall be carried out in accordance with the approved details and maintained as such for the lifetime of the development.

REASON:

To ensure an appropriate distribution of parking spaces in accordance with the published London Plan Policy T6.1 Residential Parking.

15. NONSC Flat Roof Restriction

The flat roof area(s) of the development to which this permission relates shall not be used as a roof garden, balcony, seating area or other similar amenity area, and shall not be accessed except for the purpose of maintenance or in the case of emergency.

Reason: To ensure satisfactory living conditions for neighbouring occupiers, in accordance with policy D3 of the London Plan 2021 and policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

16. NONSC External Lighting

All external lighting shall comply with the recommendations of the Institution of Lighting Engineers 'Guidance Notes for the Reduction of Light Pollution' and the provisions of BS 5489 Part 9. The lighting shall be installed prior to first use of the buildings and be maintained in accordance with these standards thereafter.

Reason: To protect the living conditions of occupiers in the area and to ensure a secure environment, in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and policy DMHB 15 of the Local Plan Part 2 (2020).

INFORMATIVES

1. I52 Compulsory Informative (1)

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

2. 173 Community Infrastructure Levy (CIL) (Granting Consent)

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

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

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

3. 115 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

4. 152 Asbestos Informative

Appropriate testing, demolition and/or removal of any asbestos containing material (ACM) should be carried out strictly in accordance with guidance from the Health and Safety Executive.

5. IT05 Wildlife and Countryside Act 1981

Wildlife and Countryside Act 1981: Note that it is an offence under this act to disturb roosting bats, nesting birds or any other protected species. Therefore, if applicable, it is advisable to consult your tree surgeon / consultant to agree an acceptable time for carrying out the approved works.

I53 Compulsory Informative (2)

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

DMEI 10	Water Management, Efficiency and Quality
DMEI 12	Development of Land Affected by Contamination
DMEI 2	Reducing Carbon Emissions
DMEI 9	Management of Flood Risk
DMH 2	Housing Mix
DMH 6	Garden and Backland Development
DMHB 11	Design of New Development
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 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D1	(2021) London's form, character and capacity for growth
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP H1	(2021) Increasing housing supply
LPP H2	(2021) Small sites
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places

NPPF4	NPPF 2021 - Decision-Making
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises a row of 19no. garages, with an area of hardstanding for additional parking and turning, situated to the west of Joel Street, Pinner. The site area measures approximately 0.09ha. Vehicular access to the site is from Farmlands with an additional pedestrian route from Farmlands between Nos. 68 and 69.

The site is a backland site and is accessed from an area used for car parking associated with Ascott Court, a local authority run, two-storey sheltered housing development. To the west of the application site lies No's 66-74 Farmlands, a series of two-storey detached and semi-detached residential dwellings and their associated rear gardens. A pair of two-storey, semi-detached houses lie to the north of the application site, separated from the site by their rear gardens. The application site is bounded to the east by a green embankment with mature trees fronting Joel Street.

The application site is owned by London Borough of Hillingdon Council.

The surrounding area is residential in character and appearance, with a mix of detached, semi-detached and terraced dwellinghouses, as well as maisonettes. The built form in the immediate vicinity appears to have been constructed in the 1960s, with typical window designs and low-pitched gable-end roofs. The predominant material palette in the locality is red and yellow brick, white-painted render and brown or red roof tiles and the typical scale of development is two-storeys.

The application site is not located within a Conservation Area. Trees are located in proximity of the site to the east (although not within its boundary). The site is located within Flood Zone 1 and a Critical Drainage Area. The site is also identified as being within an area susceptible to surface water flooding. The site has a Public Transport Accessibility Level (PTAL) rating of 1b, representing a poor level of connectivity.

3.2 Proposed Scheme

The full planning application proposes the demolition of the existing row of 19no. garages and the erection of 4no. two-bedroom, two-storey dwellinghouses, with associated landscaping and car parking.

The proposed dwellings would be spread evenly across the site curtilage from south to north and comprise part single, part two-storey properties in a T-shaped footprint. The two-storey element would be characterised by gable ended flank and front projections that are situated closer to the eastern boundary. To the western site boundary (where the site abuts the rear gardens of No's 66-74 Farmlands), it would contain a single-storey element with green roofs and private rear gardens, including refuse and cycle storage.

The materials proposed include a mixture of red brick (for main walls), clay tiles (for roof), aluminium frames (doors and windows), zinc cladding (for front glazed feature).

To the front of the dwellings, the site would include a mixture of soft and hard landscaping with the existing mature trees maintained providing a green buffer with Joel Street.

Access to the site would continue to be taken from the existing road serving Farmlands which interconnects with the wider highway network to the west off Wiltshire Lane. In addition, 4no. car parking spaces would be provided to the southern end of the site including 2no. accessible parking spaces.

It is noted that Officers received amendments to the scheme to overcome some concerns raised during the assessment. The changes reduced the size of the ground floor element bringing it further away from the western boundary with No's 66 to 74. This amendment, in turn, increased the size of the private rear garden areas and enclosed the side boundary of House 1. The changes proposed involved reductions in the size and bulk of the original building. As such, a further period of consultation was not required in this instance.

3.3 Relevant Planning History

77586/PRC/2022/214 Farmlands Joel Street Eastcote Pinner
SEE PLANS.

Comment on Relevant Planning History

There is no planning history of relevance associated with this application site.

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) (2023) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

DMEI 2 Reducing Carbon Emissions

DMEI 9 Management of Flood Risk

DMEI 10 Water Management, Efficiency and Quality

DMEI 12 Development of Land Affected by Contamination

LPP H1 (2021) Increasing housing supply

DMH 2 Housing Mix

DMH 6 Garden and Backland Development

DMHB 11 Design of New Development

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 5 Pedestrians and Cyclists

DMT 6 Vehicle Parking

LPP D1 (2021) London's form, character and capacity for growth

LPP D3 (2021) Optimising site capacity through the design-led approach

Hillingdon Planning Committee - 13th March 2024

PART 1 - MEMBERS, PUBLIC & PRESS

LPP D4 (2021) Delivering good design

LPP D5 (2021) Inclusive design

LPP D6 (2021) Housing quality and standards

LPP D7 (2021) Accessible housing

LPP H2 (2021) Small sites

LPP SI12 (2021) Flood risk management

LPP SI13 (2021) Sustainable drainage

LPP T5 (2021) Cycling

LPP T6 (2021) Car parking

LPP T6.1 (2021) Residential parking

NPPF4 NPPF 2021 - Decision-Making

NPPF5 NPPF 2021 - Delivering a sufficient supply of homes

NPPF9 NPPF 2021 - Promoting sustainable transport

NPPF11 NPPF 2021 - Making effective use of land

NPPF12 NPPF 2021 - 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

Public Consultation

A total of 24no. neighbouring properties were directly consulted on the proposed development on 25th August 2023. The consultation period expired on 16th September 2023.

A total of 9no. objections were received in response to the consultation. Those comments are summarised as follows:

- 1) Out of character development and an overdevelopment of the site with no overall public benefit;
- 2) Overlooking / loss of privacy / sense of overbearing to adjacent properties along Farmlands;
- 3) Loss of daylight/sunlight to adjacent properties along Farmlands;

Hillingdon Planning Committee - 13th March 2024

PART 1 - MEMBERS, PUBLIC & PRESS

- 4) Impact upon local highways / displacement of car parking; Impact upon traffic congestion levels / local highways network; Concerns regarding access for emergency vehicles;
- 5) Impact upon trees;
- 6) Increased risk of surface water flooding, due to existing susceptibility in the area;
- 7) Noise and disturbance from construction;
- 8) Concerns regarding potential for future amendments for a direct route off Joel Street;
- 9) Fumes arising from vehicles accessing the dwellings;
- 10) Reduction of Council-owned garage facilities in the Borough;
- 11) Concerns regarding detrimental effect as a result of the proposed development upon surrounding house values

Northwood Hill Residents Association

Representation received, with concerns raised regarding the potential for adverse impacts upon surface water flooding and drainage.

Planning Officer Response:

Full assessment of the issues raised in relation to design, impacts upon neighbour amenity and impacts upon highways, trees and flood risk are set out in detail within the body of this report (Points 1-6).

In relation to point 7, Construction works are temporary and, therefore, so are the associated impacts. The Environmental Protection Act (1990) and Pollution Act (1974) are in place to ensure that construction works are carried out in an appropriate and environmentally friendly manner.

In the event of an approval, a condition would be secured requiring a Construction Management Plan to be submitted including details of hours of operation, traffic management and access arrangements, storage of demolition/construction materials on site and measures to reduce the impact of the development on air quality and dust.

With regard point 8, Officers can only assess the scheme that has been submitted. In this instance, there is no direct access proposed off Joel Street. If direct access were to be taken in the future, such change would be subject to separate planning and highways applications.

In regards to point 9, the existing site has the potential to serve more car parking spaces. As this would be reduced, it would potentially reduce the level of fume emissions. Given the buffer of trees to the front of the site separating the proposed dwellings and the highway on Joel Street, Officers are satisfied there would be mitigating factors that would ensure air quality for future residents.

In terms of point 10, there is no policy requirement to protect garage storage facilities. The motivations behind the sale of the garages is not a material planning consideration. Highways have commented on the existing and proposed parking arrangements which is addressed in section 7.4 of the report.

Finally, point 11 raised concerns regarding property values. Property values do not constitute a material consideration for the purposes of planning assessment.

Internal Consultees

Highways Officer: No objection. Refer to Section 7.4 of the officer's report for the Highways Officer's consultation response.

Access Officer: This proposal for 4 x 2 bed detached dwellings has been reviewed against the 2021 London Plan and does not raise any accessibility concerns, subject to the following conditions attached to

any approval.

Prior to any works on site above damp proof course level, details of step free access via all points of entry and exit shall be submitted to, and approved in writing, by the Local Planning Authority. Such provision shall remain in place for the life of the building.

REASON: To ensure housing of an inclusive design is achieved and maintained in accordance with Policies D5 and D7 of the London Plan (2021).

The dwellings hereby approved shall accord with the requirements of Policy D7 of the London Plan and shall not be occupied until certification of compliance with the technical specifications for an M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, has been submitted to, and approved in writing, by the Local Planning Authority. All such provisions must remain in place for the life of the building.

REASON: To not only allow the Building Control body to require the development to comply with the optional Building Regulations standards, but to also ensure the appropriate quantity and standard of accessible and adaptable housing is constructed and maintained in accordance with policy D7 of the London Plan."

Planning Officer Comments:

Advice and comments from the Access Officer and Highways Officer have been taken into consideration in the assessment of this application. In order to make the development acceptable in planning terms, the recommended conditions and informatives would be attached to the permission, should the application be approved.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site comprises a set of garages within an established residential area.

The National Planning Policy Framework (NPPF, 2023) includes a requirement to encourage the effective use of land.

Part B2 of Policy H1 of the London Plan (2021) states that boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity (inter alia):

- Sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m distance of a station or town centre boundary;
- Small sites (See Policy H2 Small Sites)

London Plan (2021) Policy H2 requires boroughs to proactively support well designed homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making in order to:

- (1) Significantly increase the contribution of small sites to meeting London's housing needs;
- (2) Diversify the sources, locations, type and mix of housing supply;
- (3) Support small and medium-sized housebuilders;
- (4) Support those wishing to bring forward custom, self-build and community-led housing;
- (5) Achieve the minimum targets for small sites set out in Table 4.2 as a component of the overall housing targets set out in Table 4.1.

The Hillingdon Local Plan details how small-scale sites will make a significant contribution to housing supply.

Policy DMH 6 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) 'Garden and Backland Development' states: In exceptional cases a limited scale of backland development may be acceptable, subject to the following criteria:

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

Sustainable development underpins planning policy from a local to national level, which includes the provision of additional housing stock and encourages development proposals to achieve the maximum intensity of use compatible with local setting. It is in this context that the proposed development would support these policy objectives and is found to be acceptable.

The proposal constitutes a backland development given its position in relation to existing housing.

The site is located within an established residential area and its use for residential purposes is well established, albeit it is acknowledged that the specific use of the site, itself, has been used historically as garaging associated with the wider housing estate. It has been confirmed by the applicant that the garages are currently vacant. It is noted that the site at present is entirely covered with buildings and hardstanding and makes no contribution by way of soft landscaping.

As set out below, the development would be acceptable in terms of its impact on neighbours, with regard to light, privacy and light spillage.

The site is not subject to any designations or environmental constraints that might fundamentally conflict with the demolition and residential redevelopment of the existing garages on the site. Vehicular access would be limited to the southern end of the site and would not impact upon neighbours in terms of vehicle movements, thereby complying with part iv) of Policy DMH 6. The part one/part two storey scale of the houses would step down from houses on the neighbouring streets and be more intimate in scale. The impact on existing ecology and trees is discussed in more detail, below. It is noted that the site at present is entirely covered with buildings and hardstanding and makes no contribution to landscaping.

Given this, officers consider the principle of the development and intensification to be acceptable and in accordance with policy DMH 6, representing an exceptional case where backland development could be permitted, subject to the material considerations set out below.

HOUSING MIX

Policy H10 of the London Plan (2021) states that applicants and decision-makers should have regard to the need for additional family housing. Family housing is defined within the glossary of the London Plan (2021) and advises that it must generally be of a size that has three or more bedrooms.

Policy DMH 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the net loss of existing self-contained housing, including affordable housing, will be resisted unless the housing is replaced with at least equivalent residential floorspace. Policy DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need.

The supporting text related to this policy states at paragraph 4.6 that 'The Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three bedroom properties. Applicants proposing residential schemes will be required to demonstrate that this need has been taken into account.'

The application scheme comprises 4 x two-bed dwellings. Whilst the development would not add additional family sized dwellings to the Borough's housing stock, this is a consequence of the constrained dimensions of the application site, which militates against larger units. The Local Plan encourages a mix of housing sizes in new developments and this development is considered to add to that mix.

The proposed development is, therefore, considered to be acceptable in terms of Policy DMH 2.

7.02 Density of the proposed development

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. Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. In other areas, incremental densification should be actively encouraged by Boroughs to achieve a change in densities in the most appropriate way. This should be interpreted in the context of Policy H2 of the London Plan (2021) which states that Boroughs should proactively support well-designed new homes on small sites below 0.25 hectares in size.

Numerical densities are considered to be more appropriate to larger sites and what is considered of greater significance to the determination of this application is the local contextual factors. The key consideration is therefore whether the development would acceptably integrate with the character and appearance of the area, and would respect residential amenity considerations, rather than the consideration of the numerical density of the proposal. These issues are discussed in detail at sections 7.07 and 7.08 of this report.

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

The development would not have an impact on any heritage assets or archaeological priority areas.

7.04 Airport safeguarding

The development would have no impact upon airport safeguarding.

7.05 Impact on the green belt

The application site is not within, nor in close proximity to, the Green Belt.

7.07 Impact on the character & appearance of the area

Paragraph 135 of the NPPF (2023) states 'Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

Policies D3 and D4 of the London Plan (2021) require development proposals to be a high-quality and to enhance the local context and be delivering buildings and spaces that positively respond to local distinctiveness.

Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. Policy HE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

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. Policy DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that development should be well integrated with the surrounding area.

The proposed dwellings would be built on a parcel of land to the rear of No's 66-74 Farmlands that currently comprise a block of garages. The existing garages have little architectural merit and make little contribution to the character and appearance of the area. As such, there is no objection to the demolition of these garages.

The application site is located on the western side of Joel Street, Pinner, north of its junction with Wiltshire Lane. At present, the site comprises 19no. single storey garages. The surrounding area is residential, comprising two-storey detached, semi-detached and terraced dwellinghouses, as well as maisonettes. The overall built form in the immediate vicinity appears to be a mixture of both 1930s and post-war development, with no set pattern dominating the prevailing character. The post-war dwellings and maisonettes appear to be designed with gable frontages. The predominant material palette in the locality is red and yellow brick, white-painted render and brown or red roof tiles and the typical scale of development is two-storeys. Given the variance in overall style in the vicinity, there is considered to be scope for the introduction of a contemporary design which incorporates design features from the existing street character.

As noted in the summary section, the plans have been revised to reduce the overall size of the single-storey element (reduced by approximately 1.8m in depth), provide additional private amenity space

and enclose part of the flank wall of Unit 1 to provide better security. The proposed dwellings would measure 6.8m in height, 9.5m in width and 10.85m in depth (i.e. combined single and two storey elements; 6.7m depth two-storey part only). The four dwellings would occupy a slightly smaller footprint than the existing garage block, with an inset from the southern site boundary. The proposed dwellings would feature a single-storey rear projection, with green roofs atop. The two-storey properties would have gable ends and concealed guttering. The proposed dwellings would be finished in red brick, red clay tiles, zinc cladding to the projecting front dormers and entrance canopies and dark grey aluminium windows and doors.

There exists some variation in the design and material finish of buildings within the vicinity, although this is rather limited. The proposed dwellings have been designed to complement the traditional brick-built properties that are characteristic of the area, whilst representing a high-quality contemporary design. Whilst it is recognised that the proposed contemporary design would be a departure from the prevailing architectural style of the neighbouring properties, it is considered that this design approach would not detract from the surrounding streetscape due to a combination of the complementary chosen materials palette and the backland nature of the site, which is considered suitable for a degree of architectural innovation, as proposed. Furthermore, the proposed design reduces the dwellings' massing ensuring that they are modest in scale, somewhat subservient to frontage properties fronting Farmlands, and befitting of the site's context.

It is clear from the drawings that the overall height of the proposed development would be significantly lower than the existing dwellings that surround the site. The proposed scheme would resemble a mews-type development with lower ridgelines, whilst also recognising some features of the existing buildings including the incorporation of the gable projections. This approach is welcomed by Officers which is considered to ensure that the development blends in sympathetically in its backland location. The two-storey elements would also be sufficiently set away from the western boundary so as not to appear visually imposing on the wider character. Officers acknowledge that there is a lack of fenestration at the rear first floor level due to the potential overlooking of the residents along No's 66-74 Farmlands. This lack of fenestration, however, would be visually softened by the green roof above the ground floor element. The use of traditional quality materials would also ensure that this elevation treatment appears acceptable.

As noted, the dwellings take a modern approach and the use of a warm red brick, modern windows with deep reveals and the zinc clad double-height, dormer-style feature adds to the architectural finish and provides visual interest to the front of the properties, as well as serving as natural surveillance.

It is acknowledged that the character in most areas of the borough will evolve over time through the recycling of existing plots with denser forms of development which can still be in keeping with the local character.

It should be noted that the existing parking forecourt and garages make no contribution to the character and appearance of the area. Their removal would allow some landscaping to be introduced on the site to complement the area's suburban character and to present as a good-quality residential scheme.

In the event of the application being approved, a landscaping scheme would be secured via condition to ensure that appropriate planting is provided.

The overall siting, size, scale, height, layout, design and landscaping of the proposed dwellings would appear appropriate in the residential context of the site and the proposal would constitute an

improvement to the visual amenities of the immediate area. It is considered that the proposal would, therefore, comply with the requirements of Policies BE1 and HE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policies DMHB 1, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies D3 and D4 of the London Plan (2021) and the NPPF (2023).

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all development will be required to be designed to the highest standards and incorporate principles of good design. It should also not have an adversary impact on the amenity, daylight and sunlight of adjacent properties and open space. The Council will aim to ensure that there is sufficient privacy for residents and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties or onto private open spaces.

In terms of visual dominance, the design of the rear elevation of the proposed dwellings is stepped away from the rear boundary with those properties to the west of the site. At ground floor, the projection element would be set at a distance of approximately 13.3m-16.2m from the rear habitable room windows of those properties fronting Farmlands (66-74). The first-floor built form would be set further back from the western boundary with No's 66-74, with a minimum distance of 17m from House 1 to the rear wall of No.70/71 Farmlands. This distance varies from 17m gradually increases to 20m distance between the rear wall of No. 66 and the first floor element of House 4.

This distance is considered acceptable and would not lead to an adverse sense of enclosure to the neighbours that abut the site at No's. 66-74 Farmlands. The single-storey element would be set back from the site boundary with a maximum height of 3.2m. As the first floor elements would be set in a further 6.5m from the site boundary, it would ensure the upper floors would not lead to an overbearing impact on the rear neighbours.

Officers acknowledge the use of flat roofs as a way of lessening the massing and bulk, with the proposed use of green/brown biodiverse roof covering to help soften and create visual interest at roof level and support this approach. A condition would also be attached ensuring that the flat roofs would not be used as an additional amenity space.

The proposals have been designed to mitigate any overlooking to the proposed accommodation and to retain privacy for the existing adjacent properties and for any new residents, predominantly through the design, where the western (rear) elevations do not feature any fenestration to the first floor. The development would therefore not cause any harmful loss of privacy or overlooking to neighbouring properties. In the event of an approval, a condition is recommended to ensure that no first-floor side (north) or elevation windows are inserted into Plot No.4 and no first floor windows in the future to protect the amenities of adjoining residents .

The proposed dwellings would not generate significant noise emissions over and above what would be expected from a residential development. Given the scale of the proposed development, with 4no. units proposed, it is not envisaged that the noise generated would significantly impact upon the living conditions of neighbouring occupiers, and would not incur materially greater level of activity from the site than the existing use as garages. If the application were granted permission, a construction management condition would mitigate impact on neighbours during the construction phase.

An independent Daylight, Sunlight and Overshadowing Assessment, dated July 2023, has been independently carried out and submitted as part of this planning application. This assessment has

reviewed the impact of the proposals upon existing neighbouring buildings and identifies there to be no significant impact on daylight and sunlight ingress to surrounding properties as a result of the proposed development. The assessment has also evaluated daylight and sunlight levels within residential units of the proposed scheme, whereupon it has been demonstrated that habitable rooms of the proposed development will achieve good levels of daylight and sunlight.

In terms of daylight, a total of 112no. windows from building surrounding/within proximity to the application site. Daylighting levels for potentially affected windows of surrounding developments by the proposed development have been found to be acceptable. 104no. windows pass the 25-degree line test and 8no. windows would achieve Vertical Sky Components (VSCs) greater than 27%, therefore meeting the BRE criteria. Turning to sunlight levels, a total of 57no. windows from buildings surrounding the site were assessed for sunlight access. In summary, 54no. windows would pass the 25-degree line test and the remaining 3no. windows satisfy the BRE criteria for access to sunlight (or, Annual Probable Sunlight Hours) APSH and WPSH (Winter Probable Sunlight Hours). Possible impacts from the proposed development in terms of overshadowing upon neighbouring amenity spaces was also reviewed as part of the technical assessment, with 14no. amenity areas identified to be in close proximity to the proposed development. All of the amenity spaces in close proximity of the site would receive more than 2no. hours of sunlight for more than 50% of their areas and, therefore, pass the BRE guidance in this respect.

Having regard to the above, overall, it is considered that the proposed development would not create an unneighbourly relationship. The proposal would therefore accord with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), in this respect.

7.09 Living conditions for future occupiers

INTERNAL AMENITY:

Paragraph 135 of the NPPF (2023) states that planning decisions should ensure that developments will create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

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. Housing development should be of high-quality design and provide adequately-sized rooms, with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without differentiating between tenures.

Table 3.1 of the London Plan (2021) requires two-storey, 2-bed, 4-person dwellings with accommodation arranged over two floors should have a minimum GIA internal floor space of 79sqm. The standard also provides requirements for built-in storage space. The minimum corresponding standard for 2-bed, 4-person dwellings is 2sqm.

Policy D6 of the London Plan (2021) carries the expectation that any new dwelling should have a floor to ceiling height of at least 2.5m across two thirds of its floor area, in recognition of the fact that ceiling heights are an important element in the design of a dwelling in the unique circumstances of London.

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.

Paragraph 5.60 of the Hillingdon Local Plan: Part 2- Development Management Policies (2020)

states, "When assessing the size of households, the Council will assume that any bedroom over 11.5 sqm is capable of being occupied by two persons. Similarly, any "study", "bonus room" or third living/reception room that is not annotated as a bedroom will be assumed to be capable of serving as a bedroom."

Parts 3) and 4) of Policy D6 of the London Plan (2021) require double bedrooms to have a floor area of at least 11.5 square metres, and for single bedrooms to have a floor area of at least 7.5 square metres.

Each of the proposed dwellings would feature a hallway, WC, storage cupboard, open-plan kitchen / living space and a triple aspect double bedroom and en-suite shower room to the ground floor, with additional built-in storage and a further double bedroom and bathroom to the first floor.

The submitted plans demonstrate that 94sqm of GIA internal floor space would be provided, exceeding minimum floor space requirements in the London Plan. The proposed dwellings would also comply with London Plan policy standards in respect of built-in storage, each dwelling being provided in excess of 2sqm of storage space.

Proposed section drawings submitted as part of the application demonstrate that the ground floor accommodation would be given a floor to ceiling height of 2.6m, whilst the first floor would be afforded a 2.9m floor to ceiling clearance, in excess of the minimum requirements set out in Policy D6 of the London Plan.

Standard 29 of the Mayor's Housing SPG states that developments should minimise the number of single aspect dwellings. Single aspect dwellings that are north-facing or exposed to noise levels above which significant adverse effects on health and quality of life occur, or which contain three or more bedrooms should be avoided.

The supporting text of Standard 29 goes on to say that dual aspect dwellings with opening windows on at least two sides have many inherent benefits. These include better daylight, a greater chance of direct sunlight for longer periods, natural cross ventilation and a greater capacity to address overheating, mitigating pollution, offering a choice of views, access to a quiet side of the building, greater flexibility in the use of rooms, and more potential for future adaptability by altering the use of rooms. Where possible, the provision of dual aspect dwellings should be maximised in a development proposal.

Each habitable room within the property would have good ingress of natural daylight/sunlight and be afforded satisfactory outlook and ventilation through the positioning of windows and doors. Fenestration and outlook would be restricted at first floor to the front (east) and side (south) elevations, so as to prevent overlooking to the nearest neighbouring properties long Farmlands. However, to the ground floor, the dwellings would benefit from triple aspect, with the open plan kitchen/living space facing onto the private rear garden space provided for each dwellinghouse and windows to the front and side elevations. Overall, the proposed accommodation is considered to present as good-quality internal amenity for future occupiers of the scheme.

Having regard to the above, it is considered that the proposed dwelling would provide a satisfactory level of internal amenity space for future occupants, in accordance with Policy D6 of the London Plan (2021) and Policy DMHB 16 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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. Table 5.3 states that houses with two-three bedrooms or more should provide a minimum of 60 square metres of private usable amenity space.

The plans have been revised to increase the overall sizes for each rear garden proposed. Proposed Plot 1 would have an external rear amenity space of 63sqm, whilst Plots 2-4 would have external rear amenity spaces measuring 60sqm. The proposed rear amenity spaces would, therefore, comply with the minimum private amenity space standards found in Table 5.3 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020). It is also noted that there are number of outdoor parks in the local area including Haydon Hall Park and Eastcote Park / Salisbury Road Playing Fields. This would contribute to providing suitable living environment to future occupants.

It is also recommended that a condition restricting permitted development rights for extensions and outbuildings be secured to prevent erosion of the private outdoor space.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Vehicular Traffic 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.

In comparison to the previous garage use when fully active, the anticipated trip generation related to the new dwellinghouses does not raise any highway concerns, with a potential activity of 1-2no. two-way vehicular movements during the most crucial and sensitive morning and late afternoon/evening peak traffic periods.

This level of generation is considered marginal in highway impact terms and can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

Car Parking and Layout

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 in terms of the local highway, junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy DMT 5 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states:

'A) Development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network, including:

- i) the retention and, where appropriate, enhancement of any existing pedestrian and cycle routes;
- ii) the provision of a high quality and safe public realm or interface with the public realm, which facilitates convenient and direct access to the site for pedestrian and cyclists;
- iii) the provision of well signposted, attractive pedestrian and cycle routes separated from vehicular traffic where possible; and
- iv) the provision of cycle parking and changing facilities in accordance with Appendix C, Table 1 or, in agreement with Council.'

Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states 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.

Access:

The proposed internal parking and road layout arrangement should conform to the Department for Transport's (DfT) - Manual for Streets (MfS) (circa 2007) best practice for road and parking layouts as there is a highway safety benefit derived from the provision of sufficient turning space within the site arrangement which would allow vehicles using the site to enter and leave in a forward gear without hindrance resulting from an inadequate road layout design (or other obstructions such as parked vehicles). This is the recommended best practice on operational and highway safety grounds which has been achieved with the design presented.

The existing vehicular and pedestrian access to the row of garages fully complies with the requirements of the MfS standard and is, therefore, considered fit for purpose.

With regards to emergency vehicle access, although service/emergency vehicles (such as fire tenders) can enter the site location in an unencumbered manner, it is highlighted that in circumstances where a fire tender cannot, for whatever reason, gain access into the site, Building Regulations (Fire Safety: Document B) make allowance for this scenario by stipulating that fire appliances should be able to be positioned within 45m of the source of an emergency. Henceforth even if, in this particular case, fire access was not achievable through the access road, the aforementioned distance parameter as set by Building Regulations would, in broad terms, be met.

A full and detailed Construction Management Plan would be a requirement given the significant constraints and sensitivities of the local residential road network, in order to avoid/minimise potential detriment to the public realm. This would be secured by condition, in the event of an approval.

Car Parking:

The London Plan (2021) advises that 2-bed dwellings in Outer London with a PTAL rating of 0-1 should be provided with up to 1.5 parking spaces. This equals to a maximum car parking requirement of 6no. spaces to serve the whole development.

The application submission indicates 4no. communal spaces to be grouped together at the southern end of the site, which technically falls within the acceptable range and, in this case, is considered an acceptable quantum that would not be anticipated to result in undue/measurable demand on the surrounding roadways. It is not considered that additional parking (e.g. visitors parking) on the public highway arising from the development would result in significant parking stress.

Officers recognise that these parking spaces would benefit from a parking allocation plan to ensure an appropriate distribution of parking spaces between units. An appropriately worded condition to this effect is attached to ensure that such a parking allocation plan is submitted to the local planning authority for approval prior to occupation.

Electric Charging Points:

Part G) of Policy T6 and part C) of Policy T6.1 of the London Plan (2021) state that all residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. Within any final parking quantum there is a requirement for a minimum 20% 'active' EVCP provision with all remaining spaces being designated as 'passive' provisions.

In this case, 2 x 'active' & 2 x 'passive' spaces should be provided to serve the development.

A condition has been recommended to secure electric vehicle charging points for the new properties, in the event of approval.

Disabled Parking:

The applicant has indicated that 2no. of the car parking spaces are adaptable to DDA standards which is considered acceptable.

Cycle Parking:

Appendix C, Table 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires the provision of cycle parking facilities for new residential units. There would be a requirement to provide 2no. secure and accessible spaces for each unit to accord with the council's adopted cycle parking standard.

A cycle store would be provided in the rear garden of each the proposed dwellings ensuring that adequate cycle parking is provided for new residents. In the event of an approval, a condition would be secured requiring full details of the dimensions, finish and appearance of the cycle stores to be submitted to the Council for consideration.

Refuse/Recycling Collection:

Policy DMHB 11, part (d) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well-designed internal and external storage space for general, recycling and organic waste, with suitable access for collection.

Waste storage will be located within the garden of each property. In order to conform to the Council's 'waste collection' maximum distance parameter of 10m i.e. distance from a refuse vehicle to the point of collection, arrangements should ensure that waste generated by each of the proposed dwellings is positioned at a collection point as far south within the site envelope as possible on collection days. i.e. nearest to the adopted public highway in Farmlands. In reality, this would usually be undertaken informally as it is in the interest of the future occupiers to have their waste collected.

In the event of an approval, a condition would be secured requiring full details of the dimensions, finish and appearance of the bin stores, as well as an area demarked for bin bag storage on collection days.

Construction:

A condition has been recommended for inclusion requiring a Construction Management Plan. This would ensure that the development would have no significant adverse impacts upon traffic and pedestrian safety during construction, given the constraints of the site.

For the reasons above, the Council's Highways Department has raised no objection to the application. The proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Policies DMT 1, DMT and DMT 6 of the Hillingdon Local Plan: Part 2 Development Plan (2020) and Policies T4, T5 and T6 of the London Plan (2021).

7.11 Urban design, access and security

Discussed in other sections of this report.

7.12 Disabled access

Policy D5 of the London Plan (2021) states that development proposals should achieve the highest standards of accessible and inclusive design. Policy D7 of the London Plan (2021) states that at least 10 per cent of dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) must meet Building Regulation requirement M4(3) 'wheelchair user dwellings'.

All other dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) must meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

In the event of an approval, conditions would be secured requiring the submission of details relating to step-free access and compliance with Category M4(2) of Approved Document M to the Building Regulations (2010) 2015. Subject to such conditions, the proposed development would comply with Policies D5 and D7 of the London Plan (2021).

7.13 Provision of affordable & special needs housing

The scale of development is below the threshold where affordable housing would be required.

7.14 Trees, landscaping and Ecology

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that landscaping and tree planting should enhance amenity, biodiversity and green infrastructure.

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

- A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.
- B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.

The site lies adjacent to an established and mature stand of trees which are fundamental to the verdant character of this part of Joel Street and provide a buffer between the main arterial road and the residences to the west.

An Arboricultural Impact Assessment, Method Statement and Tree Survey (dated 3rd August 2023) accompanies the application. The submitted tree survey identifies these trees as predominantly Category A and B values, with two trees (T5 and T10) categorised as C2 and one tree (T6) categorised as U.

The application proposals would not necessitate the removal of any of trees. All 4 dwellings would be

situated just outside the Root Protection Area. The submitted Tree Protection Plan shows that barrier fencing would be erected adjacent to the trees along the eastern boundary of the site. This would be secured by condition, in the event of an approval. This would ensure that any adjacent trees would not be accidentally damaged during the construction phase while also ensuring no construction materials are stored within their vicinity. The Arboricultural Report confirms that the existing hard surfacing would be retained during construction works to ensure further protection of roof within the vicinity of the trees. Minor pruning works of any lateral branches will protect the longer term future of the trees. The Arboricultural Report concludes that no trees will need to be removed to facilitate the construction.

A good mix of soft and hard landscaping is proposed in and around the site, which would ensure that the proposal integrates with its surroundings. A landscaping condition is recommended requiring the finer details to be submitted and approved, if this application is approved. Additionally, a condition is also recommended to ensure that trees shown to be retained on the submitted plans are protected during construction and replaced if felled.

In light of the above, the proposal would accord with Policies DMHB 11 and DMHB 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

ECOLOGY/BIODIVERSITY:

Policy G6 of the London Plan 2021 states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process.

Policy DMEI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that if development is proposed on or near to a site considered to have features of ecological or geological value, applicants must submit appropriate surveys and assessments to demonstrate that the proposed development will not have unacceptable effects. The development must provide a positive contribution to the protection and enhancement of the site or feature of ecological value.

The site comprises garages and hard landscaping. It does not contain any ponds, open woodland or dense scrub and shrubbery. There are no protected sites of ecological interest adjacent to the site. It is therefore considered that the likelihood of protected species being present at the site is low.

No trees would be removed as part of the proposed development. New habitat would be created within gardens and the green roofs on the site. The proposal is therefore considered to have an acceptable ecological impact.

There are no adjacent protected ecological sites. Therefore, it is considered unlikely that protected species are present, making an ecology assessment unnecessary. This approach aligns with 'Circular 06/05: Biodiversity and Geological Conservation- Statutory Obligations and their Impact within the Planning System' which states that, "...bearing in mind the delay and cost that may be involved, developers should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development."

If approved, an informative would be secured advising if protected species are found at the site, the applicant(s) must fulfil their duties with the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017 (as amended).

7.15 Sustainable waste management

Hillingdon Planning Committee - 13th March 2024

PART 1 - MEMBERS, PUBLIC & PRESS

SUSTAINABLE WASTE MANAGEMENT

Policy DMHB 11 part (d) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

The proposed site plan indicates that refuse and recycling stores would be located within the rear gardens of each new dwelling. The Council's Highways Officer has noted a collection point for the bins would need to be established furthest south within the site envelope of the site.

In the event of an approval, a condition would be secured requiring full details of the dimensions, finish and appearance of the bin stores, as well as an area demarked for bin bag storage on collection days.

7.16 Renewable energy / Sustainability

Policy DMEI 10 of the London Plan (2021), inter alia, requires water efficiency measures in new development. These measures include the collection and reuse of rain water and grey water, as well as a requirement for water usage rates to not exceed 105 litres/person/day. In the event of an approval, these requirements would be secured by condition.

7.17 Flooding or Drainage Issues

Policy SI 12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

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

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.

The application site falls wholly within Flood Zone 1 where the risk of flooding from rivers or seas is low. As such, all forms of development, including 'more vulnerable' uses such as replacement dwellings, are acceptable in terms of fluvial and tidal flood risk in this location.

The site is designated within a Critical Drainage Area and an area identified as being susceptible to Surface Water Flooding. The surface water flood data for the site indicates that the site is mostly at a low surface water flood risk, with some areas showing to be at a medium risk from overland flows. Surrounding roads, including Farmlands to the south and Joel Street to the East are noted as being at a high risk of flooding from surface water. It is recognised that the medium risk of surface water flooding from the site could be alleviated if an appropriately robust drainage strategy is implemented and maintained accordingly.

The proposed site runoff is significantly low (Greenfield rates), an arrangement that greatly improves upon the existing situation. The site is already completely hard surfaced and the inclusion of gardens and landscaping measures would contribute towards improving potential flood risk with natural soakage areas which are not currently in situ.

Officers note the contextual flooding history in proximity to the site that has been identified within the consultation responses received. The Flood Risk Statement indicates that the site is generally low risk of flooding with a medium risk of flooding from overland flows. To alleviate this risk, a comprehensive drainage strategy is recommended which could effectively manage excess water. As part of the submissions, Officers have received initial flood risk information which includes permeable paving and natural soakage areas. The site wholly comprises of existing garages and hard-surfacing, so there would be no loss of natural drainage area in this respect. Further conditions attached to the permission would need to be assessed and discharged to secure the long-term aim of the development.

In the event of approval, a condition would be secured requiring a detailed sustainable water management scheme, with the incorporation of Sustainable Urban Drainage Systems (SUDS), to be submitted to the Council for consideration.

Subject to the above conditions, it is considered that the proposal would not significantly increase the risk of flooding at the site or elsewhere, in compliance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policies SI 12 and SI 13 of the London Plan (2021).

7.18 Noise or Air Quality Issues

Noise

Policy D14 of the London Plan (2021) states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential and non-aviation development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life.

The provision of 4no. additional residential units, when compared with a 19no. garage car park is not considered to lead to such a significant change in the local noise environment as to warrant a refusal of planning permission on this ground. This is particularly the case as the site is located in close proximity to other residential dwellings. The comings and goings may well be reduced when compared to the full utilisation of the existing garages.

In addition to the above and taking into consideration the site's proximity to neighbouring properties, a condition has been recommended which would ensure that occupiers of the development would have an acceptable noise environment inside their homes.

Air Quality

Policy SI 1 of the London Plan (2021) and Policy DMEI 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) require development proposal to be at least "air quality neutral".

In the event of an approval, a condition would be secured requiring the submission of an Air Quality Management Assessment. This is to ensure the development achieves at least an air quality neutral status. Additionally, a condition would be set to require the submission of a Construction Management Plan (as noted above) to minimise air and other emissions during the construction phase.

The proposed development would include green roofs. Full details of the green roofs, their size, location and composition will be secured via condition.

Further to the above a construction management plan is to be required via condition, which would limit noise and air quality impacts of the development during construction.

7.19 Comments on Public Consultations

The issues raised during the consultation process have been addressed in the sections above.

7.20 Planning obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace.

This is in addition to the Mayoral CIL charge of £60 per sq metre.

The proposal involves the erection of 4no. new dwellings and is, therefore, CIL liable.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

CONTAMINATED LAND

Policy DMEI 12 of the Local Plan (2020) states 'A) Proposals for development on potentially contaminated sites will be expected to be accompanied by at least an initial study of the likely contaminants. The Council will support planning permission for any development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely remediated so that the development can be made suitable for the proposed use. B) Conditions will be imposed where planning permission is given for development on land affected by contamination to ensure all the necessary remedial works are implemented, prior to commencement of development. C) Where initial studies reveal potentially harmful levels of contamination, either to human health or controlled waters and other environmental features, full intrusive ground investigations and remediation proposals will be expected prior to any approvals. D) In some instances, where remedial works relate to an agreed set of measures such as the management of ongoing remedial systems, or remediation of adjoining or other affected land, a S106 planning obligation will be sought.'

A small portion of the site is located upon potentially contaminated land. A condition has been recommended by the Council's Contaminated Land Officer, to ensure that any land contamination found at the site is dealt with appropriately. The condition would be added in the event of the application being approved.

PERMITTED DEVELOPMENT

In the event of an approval, a condition would be secured removing permitted development rights from the site to ensure that sheds or other outbuildings, nor extensions or roof alterations to the proposed dwellings at the site are erected without the written consent of the Council. This is considered to be necessary in the interest of safeguarding the character and appearance of the area and amenity of residential occupiers.

RIGHT OF WAY

The footpath between 68-70 Farmlands is not defined as a public footpath.

The applicant has confirmed that No. 61 Farmlands has no rights to vehicular access. This would be a civil matter between parties.

DISPLACEMENT OF PARKING

The applicant has confirmed that all of the garages are vacant and has provided a tenancy schedule to confirm this.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise,

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

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

Officers consider that sufficient evidence has been submitted to justify the loss of the 19no. vacant garages which would not result in the displacement of on-site car parking spaces for the existing occupiers of nearby Farmlands. Consequently, the principle of introducing residential accommodation on the site is acceptable. The proposals are considered to make an efficient use of the site, contributing to the supply of residential accommodation in the Borough.

The proposal would be of a suitable layout, height, scale and design without giving rise to any significant or unacceptable loss of amenity to the surrounding properties, nor resulting in a detrimental impact upon the character and appearance of the area, in accordance with the Development Plan. The dwellings would provide high-quality accommodation and amenity areas in accordance with space standards. On-site parking utilising the existing vehicular access is acceptable.

The proposal is considered to comply with the Development Plan and no material considerations indicate that the policies of the Development Plan should not prevail. It is, therefore, recommended that planning permission be granted, subject to appropriate conditions.

11. Reference Documents

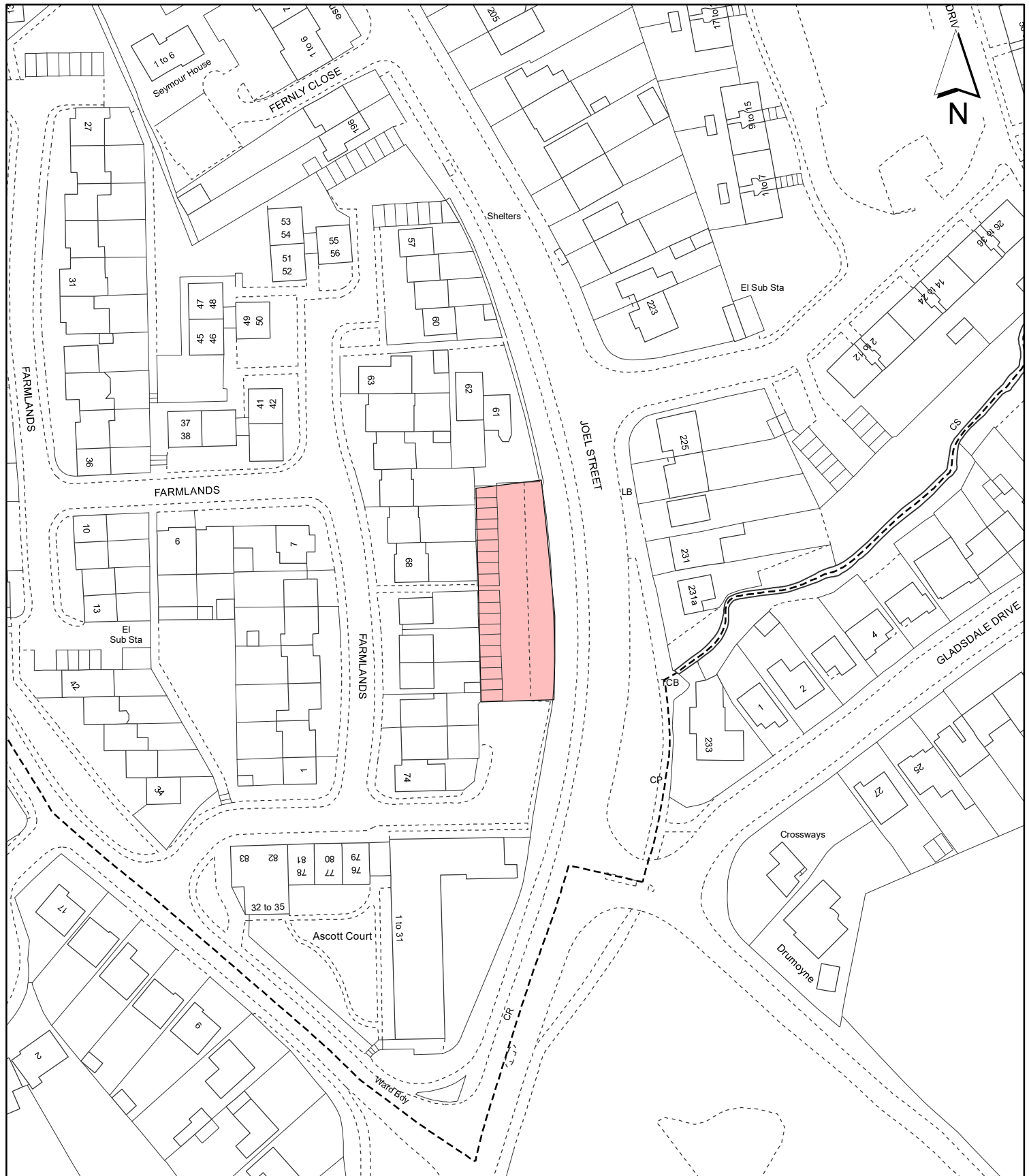
The Local Plan: Part 1 - Strategic Policies (2012)
The Local Plan: Part 2 - Development Management Policies (2020)
The Local Plan: Part 2 - Site Allocations and Designations (2020)
The West London Waste Plan (2015)
The London Plan (2021)
The National Planning Policy Framework (2023)

Contact Officer:

Helen Harris

Telephone No:

01895 250230



Notes:

 Site boundary

For identification purposes only.

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Site Address:

**Garage Court r/o
66 - 74 Farmlands,
Joel Street**

Planning Application Ref:

77586/APP/2023/2460

Planning Committee:

Minor

Scale:

1:1,250

Date:

March 2024

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

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



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