

Report of the Head of Planning & Enforcement Services

Address 63 LIME GROVE RUISLIP

Development: Erection of 3, three-storey townhouses involving the demolition of an existing house (Outline Application)

LBH Ref Nos: 27575/APP/2010/1983

Drawing Nos: 63-LG-S.4 (illustrative only)
63-LG-S.3 (illustrative only)
63-LG-S.1 (illustrative only)
63-LG-S.5 (illustrative only)
63-LG-S.2 (illustrative only)
63-LG-S.6 (illustrative only)
Location Plan to Scale 1:1250
Design and Access Statement

Date Plans Received: 23/08/2010 **Date(s) of Amendment(s):**

Date Application Valid: 31/08/2010

1. SUMMARY

This is an outline application for the demolition of the existing three-bedroom house on site, to be replaced with 3 three-storey townhouses. All matters have been reserved for subsequent approval so that this application is in effect considering the principle of the development; although various indicative plans have been submitted.

It is considered that the sub-division of the plot is excessive, which would not be compatible with the more spacious character of surrounding properties on Lime Grove and the three storey height of the townhouses would not be in keeping with the more traditional two storey houses and bungalows which characterise Lime Grove.

The application also does not provide information concerning the proposed access and parking arrangements and based on the indicative plans, the likely access arrangements to accommodate adequate off-street car parking provision would result in an excessively long crossover(s) and/or insufficient pedestrian refuge between the vehicular accesses, detrimental to highway safety.

Furthermore, the proposal would be likely to generate a requirement for a S106 contribution towards education facilities and no agreement has been secured at this stage.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal, by reason of the introduction of three, three-storey townhouses on this residential plot would result in the excessive subdivision of the plot with resultant narrow plot widths that would appear unduly cramped and out of keeping with the more typical plot widths that characterise and define the spacious character of the surrounding residential area. Furthermore, the suggested three storey height of the townhouses

would appear unduly prominent and discordant, out of keeping with the more traditional two storey houses and bungalows of the surrounding area. The proposal would therefore be detrimental to the visual amenity of the street scene and character and appearance of the surrounding area, contrary to Planning Policy Statement 3 (as amended), the Mayor's Interim Housing Supplementary Planning Guidance (April 2010), Policies BE13 and BE19 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's adopted Supplementary Planning Document HDAS: Residential Layouts (July 2006).

2 NON2 Non Standard reason for refusal

The application does not provide detailed information concerning off-street car-parking provision and access arrangements. It is likely that the access arrangements to accommodate adequate off-street car parking provision would result in an excessively long crossover(s) and/or insufficient pedestrian refuge between the vehicular accesses, detrimental to highway and pedestrian safety. The proposal is therefore contrary to Policy AM7(ii) of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

3 NON2 Non Standard reason for refusal

The development is estimated to give rise to a significant number of children of school age and additional provision would need to be made in the locality due to the shortfall of places in schools serving the area. Given that a legal agreement at this stage has not been offered or secured, the proposal is considered to be contrary to Policy R17 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the adopted London Borough of Hillingdon Planning Obligations Supplementary Planning Document (July 2008).

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (February 2008) and national guidance.

BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.

BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
H4	Mix of housing units
H5	Dwellings suitable for large families
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
LPP 4A.3	London Plan (February 2008)
PPS3	Housing
SPD	London Plan Interim Housing Supplementary Planning Guidance, April 2010
HDAS	Residential Layouts Accessible Hillingdon
SPG	Council's Planning Obligations Supplementary Planning Document, July 2007

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This decision is made on the basis that the application is outline only with all matters reserved and that the plans submitted are for illustrative purposes only.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the western side of Lime Grove, approximately 250m to the north of its junction with Myrtle Avenue. The site comprises a detached house with a detached side garage on a 512sqm plot with a 16m frontage onto Lime Avenue. Adjoining the house to the north is Lime Court, a purpose built block of four flats which has been designed to appear as a pair of semi-detached houses. To the south is a detached house, whereas at the rear, the site is adjoined by allotment gardens, the access to which is sited to the north of Lime Court, some 25m to the north of the application site.

Lime Grove gently slopes down in this vicinity from south to north so that there is an approximate 0.4m reduction in levels across the width of the site. The road also predominantly comprises detached and semi-detached houses and bungalows of varied design. The main exception to this is the re-development of RAF Eastcote, at the northern end of Lime Grove, which does involve three storey development.

The site forms part of the 'developed area' as identified in the Hillingdon Unitary Development Plan Saved Policies (September 2007).

3.2 Proposed Scheme

Outline planning permission is sought for the demolition of the existing three-bedroom detached house and re-development of the site to provide 3 three-storey town houses. All matters have been reserved for subsequent approval. The floor plans and elevation details that have been submitted are therefore indicative. The application form does state that the houses would have 4 plus bedrooms.

The Design and Access Statement does state that parking will be provided in front of the units, although this has not been shown on the submitted plans. It also states that the building would be set back from the side boundaries by some 1.3m to allow access to the rear gardens.

3.3 Relevant Planning History

Comment on Relevant Planning History

Outline permission (27575/A/88/1256) was granted in September 1988 to demolish the existing house and erect two detached houses with integral garages.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.10 To seek to ensure that development does not adversely affect the amenity and the character of the area.
- PT1.16 To seek to ensure enough of new residential units are designed to wheelchair and mobility standards.
- PT1.39 To seek where appropriate planning obligations to achieve benefits to the community related to the scale and type of development proposed.

Part 2 Policies:

- BE13 New development must harmonise with the existing street scene.
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.
- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- H4 Mix of housing units
- H5 Dwellings suitable for large families
- AM7 Consideration of traffic generated by proposed developments.
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- AM14 New development and car parking standards.
- LPP 4A.3 London Plan (February 2008)

PPS3	Housing
SPD	Londpn Plan Interim Housing Supplementary Planning Guidance, April 2010
HDAS	Residential Layouts Accessible Hillingdon
SPG	Council's Planning Obligations Supplementary Planning Document, July 2007

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

22 surrounding residential properties have been consulted. Two responses have been received, making the following points:

- (i) Proposed building is large and bulky, totally out of scale with current street scene. At 12m high, it is 3m higher than the existing roof line. It would be the only three storey building in Lime Grove. Proposal would be overdevelopment of the site;
- (ii) Loss of light to neighbours would be unacceptable;
- (iii) No.63 is one of older properties in the street and its mock Tudor architectural style fits in well with the existing buildings which are predominantly 1930s style. Proposed style of architecture is out of context with neighbouring properties;
- (iv) Existing parking in Lime Grove has been compromised by development at the MOD site, the adjacent maisonettes at Lime Court have inadequate parking and the allotments at the rear generate need for parking on the road. The lack of parking on this site would further aggregate existing problems, impacting upon the community. 2 spaces per dwelling should be provided with 1 on-street space for visitors;
- (v) Proposal contrary to government's policy on garden grabbing;
- (vi) Lime Grove, with 350 new dwellings under construction, is full to capacity.

Ward Councillor has requested that this application is dealt with by committee.

Ruislip Residents Association: No response has been received.

Eastcote Residents' Association:

We confirm that we object to this proposal for the following reasons:-

- (i) The current property occupying this site appears to be a good detached property and it would be vandalism to remove it. It is in keeping with the surrounding properties and fits well in the local environment;
- (ii) The proposed property would represent overdevelopment of the site and being 3 storeys high would be out of keeping with surrounding properties. With very limited space between the new properties and adjacent properties the new development will be overdominant;
- (iii) The architectural style is out of keeping with the surrounding properties;
- (iv) Parking arrangements are not clear, but if 3 adjacent bays in front of the properties and 3 adjacent drop kerbs into Lime Grove it will be unsafe for pedestrians;
- (v) Generally the details with the application are insufficient as there are no parking details, garden/open space proposals, waste/bin areas, cycle store areas.

We therefore ask that this application is rejected.

Eastcote Village Conservation Area Advisory Panel:

This proposal is not acceptable in this area. Lime Grove is one of the earliest roads to have been developed in Eastcote. The dwellings are mainly two storey detached houses or Bungalows, all with front gardens. There are also some semi-detached dwellings. There are not any terraced three storey properties.

This proposal states that the terraced houses will stand three metres higher than the existing house, this will be a very over dominant development. The width and height of this terraced group will destroy the spatial harmony of this part of Lime Grove.

The middle terrace house will not have access to the rear except through the house, this is not acceptable, and will mean that the bin store will be placed in the front garden, bin stores in front gardens are not acceptable in this area. If the bin store is in the front garden there will not be room for a car, which will cause more on street parking on this very busy narrow road.

The parking arrangements will mean the loss of the front garden. There are not any dimensions given for the extent of dropped kerb needed, but it would appear that it would be very difficult to place pedestrian islands along the 16 metres of the frontage.

We would ask that the room sizes are carefully checked to ensure that they comply with Accessible Hillingdon SPD 2010, and these proposed dwellings can be classed as life time homes. Also the garden space for each dwelling, meets the minimum 100 sq metres.

Views from Warrender Park will also be affected by the height of this proposal.

The extra width, depth and loss of front garden must surely be in contravention of PPS3.

We ask that this application be refused.

Internal Consultees

Highway Engineer:

The applicant has not provided information in connection with the proposed access and parking arrangements. The proposed dwellings would attract families; hence the associated car parking demand is likely to be 2 spaces per dwelling.

Based on the indicative plans, the likely access arrangements to accommodate adequate off-street car parking provision would result in an excessively long crossover(s) and/or insufficient pedestrian refuge between the vehicular accesses.

Consequently, the proposals are likely to be detrimental to highway safety, contrary to the Council's Policy AM7 of the UDP.

Tree Officer:

There is a mature hedge at the front of the site and trees at the rear of the site (park/allotments), but there are no significant trees on the site. Any development of the site should retain any landscape features of merit, and make provision for landscaping.

As all matters are reserved as part of this outline application, it is not possible to assess the

landscape impact of the scheme. However, there is scope for landscaping. Subject to conditions TL1, TL2, TL4 and TL6, the scheme is acceptable in terms of Saved Policy BE38 of the UDP.

Education Services:

Assuming the existing house has at least 5 rooms (3 beds, living room, kitchen/dining room) and the replacements have at least 6 rooms (4 beds, living room, kitchen/dining room)(similar layout, then I expect the net gain would be at least 13 rooms (18 proposed minus 5 existing).

The provisional assessment is £25,161.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is located within an established residential area where there would be no objection in principle to new residential development, subject to other policy considerations.

Additional guidance on the development of residential plots and gardens and the interpretation of related policies has recently been published, including a letter to Chief Planning Officers: Development on Garden Land dated 19/01/2010, The London Plan Interim Housing Supplementary Planning Guidance April 2010, and new Planning Policy Statement (PPS) 3: Housing adopted June 2010. These form an important material consideration in assessing development proposals. However, this application is for outline planning permission for 3 three-storey townhouses, where all matters have been reserved for subsequent approval, including siting. As such, the area of building coverage and the extent of development on existing garden land is only indicative at this stage. However, the indicative plans submitted with the application do not suggest that the take up of land at the rear would be excessive. Nonetheless, the narrow plot widths and cramped nature of the development would be out of character with the surrounding suburban street scene.

The existing house, although attractive, does not have any specific architectural or historic merit and therefore there are no objections to its loss.

7.02 Density of the proposed development

Policy 3A.3 of the London Plan (February 2008) advises that Boroughs should ensure that development proposals achieve the maximum intensity of use compatible with the local context, design principles and public transport accessibility. At Table 3A.2, the London Plan establishes a density matrix to establish a strategic framework for appropriate densities at different locations.

The site is located within a suburban context and has a Public Transport Accessibility Level (PTAL) of 2. Taking these parameters into account, the matrix recommends a density of 35-95 u/ha, dependent on the size of the unit and 150-200 hr/ha. This proposal equates to a density of 59 u/ha with the number of habitable rooms being unknown. The unit density is within that recommended by the London Plan. Therefore no objections are raised to this aspect of the development in terms of Table 3A.2.of the London Plan (February 2008).

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

Not applicable to this application.

7.04 Airport safeguarding

No airport safeguarding issues are raised by the proposed development.

7.05 Impact on the green belt

As the application site is not within or adjoins the Green Belt, the application has no implications for the Green Belt.

7.06 Environmental Impact

This application does not raise any specific environmental issues.

7.07 Impact on the character & appearance of the area

This outline proposal would involve the subdivision of this residential plot into three. Typical plot widths on Lime Grove range from 8m to 23m, with a typical semi-detached house occupying a 9m wide plot. This proposal would introduce a typical plot width of just over 5m, much narrower than the smallest plots. It is considered that such a plot width would be unduly out of keeping with the more spacious plots typical within the street, resulting in an unduly cramped appearance to the development. Furthermore, although all matters have been reserved for subsequent approval, including scale, the application describes the townhouses as being three storey. The three storey height would exacerbate the narrowness of the plot widths, giving the townhouses greater vertical emphasis.

Residential properties within Lime Grove also typically comprise two storey houses or bungalows. The three storey height of the proposed townhouses, within the middle of Lime Grove, and in close proximity to the two storey height of the adjoining properties would also appear as a discordant addition to the street scene, out of keeping with the height of the typical residential properties. Although there are three storey residential blocks at the northern end of Lime Grove, these are separated from the properties in Lime Grove and as such, are not viewed within the same context. As such, the proposal would appear unduly prominent and discordant addition, detrimental to the visual amenities of the street scene and out of keeping with the character and appearance of the surrounding area. As such, the proposal is contrary to Policies BE13 and BE19 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's HDAS: Residential Layouts.

7.08 Impact on neighbours

The proposal is for outline permission, where all matters, including layout and scale, have been reserved for subsequent approval.

There are no habitable room windows within the side elevations of the adjoining residential properties, Nos. 1 and 2 Lime Court and No. 61 Lime Grove that face onto the application site. Lime Court is sited to the north of the application site and immediately on the side boundary is a vehicular access which serves garages at the end of the rear garden. Given the relationship of this property to the application site, it is likely that any adjoining building would mainly overshadow the side elevation and front garden of this building. Furthermore, there are no adjoining properties at the rear of the site. It is therefore considered that providing the proposed development did not project too far at the rear and respected the general front building line of adjoining properties, as shown on the indicative plans, the proposed building, even with three storeys, would be capable of being accommodated within the site, without being unduly harmful to the amenities of surrounding residential occupiers. As such, the proposal does not conflict with policies BE20, BE21 and BE24 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

7.09 Living conditions for future occupiers

This is an outline application with all matters, including layout and scale being reserved for subsequent approval. As such, the adequacy of the accommodation proposed is beyond

the remit of this application.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The application does not provide detailed information as regards car parking provision. The Council's Highway Engineer advises that the proposed dwellings would attract families; hence the associated car parking demand is likely to be 2 spaces per dwelling. Furthermore, based on the indicative plans, the likely access arrangements to accommodate adequate off-street car parking provision would result in an excessively long crossover(s) and/or insufficient pedestrian refuge between the vehicular accesses.

Consequently, the proposals are likely to be detrimental to highway safety, contrary to the Council's Policy AM7 of the saved UDP.

7.11 Urban design, access and security

As the layout is not to be determined at this stage, the adequacy of the external amenity space can not be assessed.

7.12 Disabled access

Layout and access have been reserved for subsequent approval. Nonetheless, the units are considered to be of such a size that the applicant should be capable of achieving Lifetime Home standards for all 3 units. A condition could have been attached requiring compliance with Lifetime Homes standards, had the application been recommended favourably.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

The Tree Officer advises that as all the matters are reserved as part of this outline application, it is not possible to assess the landscape impact of the scheme. However, although no site/tree survey information has been submitted, it appears that no landscape features of merit would be affected by the development and there is scope for landscaping. Subject to various landscape conditions, the scheme would be acceptable in terms of Policy BE38 of the saved UDP.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Layout and design have been reserved for subsequent approval. As such, details of renewable energy and sustainability measures would not be resolved at this stage. However, a condition requiring the development to meet Code 4 of the Code for Sustainable Homes could have been attached, had the application been recommended favourably.

7.17 Flooding or Drainage Issues

This application does not fall within a flood risk area and a sustainable urban drainage system could have been sought by condition, had the application been recommended favourably.

7.18 Noise or Air Quality Issues

Residential development within a residential area would not raise any specific concerns regarding noise and air quality.

7.19 Comments on Public Consultations

The relevant planning comments raised by the individual respondents and the Eastcote

Residents Association have been dealt with in the main report. As regards the comments received from the Eastcote Village Conservation Area Advisory Panel, it should be noted that the application site does not form part of, nor is it located on the edge of the Eastcote Village or indeed any other conservation area.

7.20 Planning Obligations

Policy R17 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) is concerned with securing planning obligations to supplement the provision recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals. These UDP policies are supported by more specific supplementary planning guidance.

Education Services advise that this scheme would generate a need for a contribution towards additional education space, and a provisional assessment estimates that a contribution of £25,161 would be required. As the application is being recommended for refusal, no detailed negotiations have been entered into with the developer in respect of this contribution. As no legal agreement to address this issue has been offered, the proposal fails to comply with Policy R17 of the UDP Saved Policies (September 2007) and it is recommended the application should be refused on this basis.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

There are no other relevant matters raised by this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are 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).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or

other status'.

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

It is considered that the sub-division of the plot to provide 3 plots is excessive, which would not be compatible with the more spacious character of surrounding properties on Lime Grove and the three storey height of the townhouses would not be in keeping with the more traditional two storey houses and bungalows which characterise Lime Grove.

The application also does not provide information concerning the proposed access and parking arrangements and based on the indicative plans, the likely access arrangements to accommodate adequate off-street car parking provision would result in an excessively long crossover(s) and/or insufficient pedestrian refuge between the vehicular accesses, detrimental to highway safety.

Furthermore, the proposal would be likely to generate a requirement for a S106 contribution towards education facilities and no agreement has been secured at this stage.

11. Reference Documents

PPS3: Housing (as amended)

London Plan (February 2008)

Hillingdon Unitary Development Plan Saved Policies (September 2007)

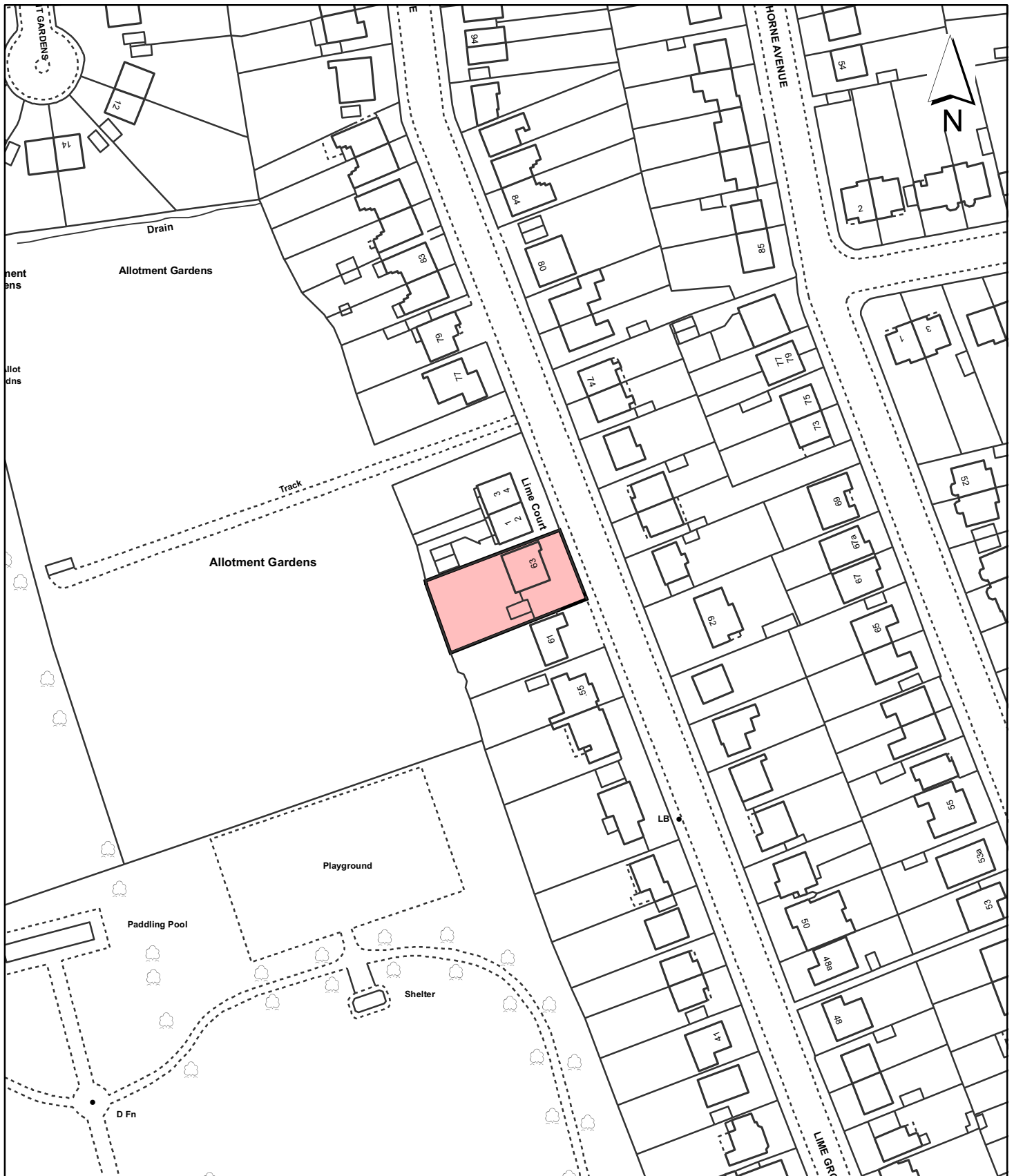
Mayor's Interim Housing Supplementary Planning Guidance, April 2010


HDAS: Residential Layouts (July 2006) & Accessible Hillingdon (January 2010)

Planning Obligations Supplementary Planning Document, July 2007 Consultation responses

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<p>Notes</p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.</p> <p>© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2009</p>	<p>Site Address</p> <p align="center">63 Lime Grove Eastcote</p>		<p align="center">LONDON BOROUGH OF HILLINGDON</p> <p align="center">Planning, Environment & Community Services</p> <p align="center">Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p align="center">27575/APP/2010/1983</p>	<p>Scale</p> <p align="center">1:1,250</p>	
	<p>Planning Committee</p> <p align="center">North</p>	<p>Date</p> <p align="center">September 2010</p>	



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