

Report of the Head of Planning & Enforcement Services

Address SOUTHBOURNE DAY CENTRE 161 ELLIOTT AVENUE RUISLIP

Development: Reserved matters (details of appearance and landscaping) in compliance with condition 2 of outline planning permission ref: 66033/APP/2009/ 1060 dated 29/10/2010: Erection of a two storey building to provide 23 one and two-bedroom apartments, together with associated parking, involving the demolition of existing day centre building.

LBH Ref Nos: 66033/APP/2010/2523

Drawing Nos: 117 Rev. P6
118 Rev. P3
119 Rev. P1
120 Rev. P2
121 Rev. P2
122 Rev. P2
125 Rev. P2
126 Rev. P2
127 Rev. P2
200080009/A/P/02
Landscape Maintenance Plan report by CSa Environmental Planning
CSA/1534/100 B
43 Rev. P5
45 Rev. P2
46 Rev. P3
50 Rev. P3
52 Rev. P3
53 Rev. P3
55 Rev. P1
56 Rev. P1
Door Schedule 65 Rev. P3
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70 Rev. P2
71 Rev. P1
72 Rev. P1
7297/02 Tree Protection Plan
"Beamshield Plus" specification by Springvale
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"Beamshield Plus" U Value Table by Springvale
94 Rev. P2
95 Rev. P2
96 Rev. P1
Aboricultural Report by Ian Keene (Ref. IJK/7297/ik
Code for Sustainable Homes Prediction v 2
Design Calculations by Mewies Engineering Consultants
Energy Report
"Isover Cavity Wall System" specification by Saint-Gobain
"Thermapitch TP10" specification by Kingspan
"Earthwood DriTherm Cavity Slabs" specification by Knauf Insulation
Planning Statement
Confirmation of Postal Addresses by LBH dated 29/3/10

SLB Q 14303/01 Rev. 0.
73 Rev. P1
74 Rev. P1
Thermal Insulation Ground Floor specification
75 Rev. P1
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80 Rev. P2
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113 Rev. P3
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116 Rev. WIP
51 Rev. P4
03 Rev. P15
31 Rev. P9
34 Rev. P7
35 Rev. P5
36 Rev. P3
41 Rev. P6
42 Rev. P5 (amended 9/12/10)

Date Plans Received: 29/10/2010 **Date(s) of Amendment(s):** 15/10/2010
Date Application Valid: 08/12/2010 09/12/2010

1. SUMMARY

Reserved matters approval is sought for details of appearance and landscaping, pursuant to outline planning permission for a residential development comprising 23 one and two bedroom apartments in one, 2 storey block at the former Southbourne Day

Centre site.

The design and appearance will be inconsistent with the existing character of the locality, having an adverse impact on the streetscene. In addition, it is considered that the proposed development fails to provide acceptable living conditions for future occupiers, or protect the residential amenity of surrounding residents.

The details for on-site renewable energy generation have not been incorporated into the design of the scheme. The design of the development as submitted cannot therefore meet the 20% renewables target without further modifications. The application is therefore recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, by reason of its proposed appearance and changes to the previously approved design and layout, would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, out of keeping with the character and appearance of the surrounding area. The proposal is therefore contrary to Saved Policies BE13 and BE19 of the adopted Hillingdon Unitary Development Plan and the Council's Supplementary Planning Document HDAS: Residential Layouts.

2 NON2 Non Standard reason for refusal

The details for on-site renewable energy generation have not been incorporated into the detailed design of the scheme. The design of the development as submitted cannot meet the 20% renewables target without further modifications. Accordingly, the proposal would fail to meet the requirements set out in the London Plan contrary to Policy 4A.7 of the London Plan (February 2008).

3 NON2 Non Standard reason for refusal

The proposal, by virtue of its elevational treatment and design would result in an unacceptable loss of residential amenity to adjoining residents, by reason of loss of privacy, contrary to Policy BE24 of the adopted Unitary Development Plan Saved Policies (September 2007) and the design principles contained within the Council's adopted Supplementary Planning Document HDAS: Residential Layouts.

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.

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
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
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.
HDAS	Residential Layouts
OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
PPS1	Delivering Sustainable Development
PPS3	Housing

3. CONSIDERATIONS

3.1 Site and Locality

The site has an area of 0.27 hectares and is located on the eastern side of Elliott Avenue, Ruislip, which is accessed from Mansfield Avenue and Chelston Road/Southbourne Gardens.

The site is on the southern part of a series of residential estate roads and approximately 400 metres distance from Chelston Road/Southbourne Gardens, which leads onto the Victoria Road roundabout and local shopping area. The site lies close to Bessingby Playing fields/open space and within 250 metres of Lady Bankes Junior and Infants school.

The access road leading to the site from Southbourne Gardens and Chelston Road is flanked by a sheltered housing scheme for the elderly.

A block of flats (Peter Lyall Court), lies to the immediate north east of the site and the Cedars Medical Centre is located on the opposite side of Elliott Avenue, which is to the south west of the site.

The site is currently occupied by a single storey day centre. The day centre was built in the 1990's and has a number of young trees around the boundaries, planted as part of the approved development. The Centre is currently disused having been vacated by the previous service user (when it was used as an employment services training centre for people with learning disabilities).

3.2 Proposed Scheme

Reserved matters approval is sought for details of appearance and landscaping, pursuant to outline planning permission for a residential development comprising 23 one and two

bedroom apartments in one, 2 storey block at the former Southbourne Day Centre site.

The current scheme differs from the outline scheme in a number of fundamental areas. It is proposed as part of the reserved matters submission to uplift the accommodation, changing the unit mix from 16 x one bedroom and 7 x two bedroom apartments to 8 x one bedroom and 15 x two bedroom apartments. This will be achieved by creating 8 additional habitable rooms in the roof space, involving 4 dormer windows in each of the front and rear roof slopes.

The indicative outline scheme had a central entrance location. However, the current scheme now comprises two attached blocks, each with its own dedicated entrance. The footprint of the proposed building remains broadly the same as that approved at outline stage and the total number of units remains the same.

The block is surrounded to the front and rear by soft landscaping. Tree planting is proposed along the site frontage and boundaries. Two bin stores are proposed at each end of the new block, although details of these structures have not been provided. Two detached Secure cycle storage structures are proposed to the north and rear of the proposed block

The outline scheme proposed 34 parking spaces, but this has been reduced to 32 on the reserved matters scheme.

The application is supported by 4 reports that assess or provide information on the proposal. A summary and some key conclusions from these reports are provided below:

A sustainable assessment energy report

This report has been provided to take into account carbon emissions for the development. The report seeks to demonstrate how the proposed development meets renewable energy requirements. The assessment makes use of Standard Assessment Procedure (SAP) energy and carbon calculations in accordance with the methodology of Part L of the 2006 Building Regulations.

Landscape Maintenance Plan, Arboricultural report and Impact Assessment on Trees are covered in the Landscape Officers comments.

3.3 Relevant Planning History

Comment on Relevant Planning History

Outline planning permission was granted on 29 October 2010 for the erection of a two storey block of 23 flats comprising 16 x one bedroom and 7 x two bedroom apartments, together with associated amenity space and parking. Access, layout and scale were approved at outline stage. The design was on the basis of a two-storey building with a central corridor giving access to the individual residential units, supplemented by two side access positions at each end of the building. Both lifts and stairs were provided for vertical circulation. 34 parking spaces, including 3 wheelchair accessible spaces and access zones for disabled residents were also indicated. The main car parking area is located to the south of the residential block, with vehicular access off Elliott Avenue. 8 of these spaces, including two for people with disabilities are provided directly off Elliott Avenue at the front of the building, accessed via dropped kerbs.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

Part 2 Policies:

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
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
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.
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PPS1	Delivering Sustainable Development
PPS3	Housing

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **13th January 2011**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

This application has been advertised under Article 8 of the Town and Country Planning General Development Procedure Order 1995 as a Major Development. 114 surrounding occupiers were consulted. 16 letters of objection have been received. The following issues have been raised:

- (i) The proposed increase in 2 bedroom flats will lead to an increase in the number of people and therefore an increase in the number of vehicles associated with the development;
- (ii) Object to the inclusion of dormer windows as this will change the appearance and lead to overlooking and visual intrusion;
- (iii) Development will be out of character with the existing street scene;
- (iv) Loss of privacy to surrounding gardens;
- (iii) Overcrowding, the density is too high;
- (iv) Noise pollution;
- (v) Traffic congestion;

(vi) Parking problems in the area;

METROPOLITAN POLICE - No objections.

Internal Consultees

EDUCATION & CHILDRENS SERVICES

The original request was £46,331 for nursery, primary, secondary and post-16 school places.

The new request is for £45,984 for primary, secondary and post-16 school places (i.e. lower because there is no nursery request at the moment. This is because some surplus nursery capacity has appeared in Cavendish, and births in that ward are steady compared to most other wards).

S106 OFFICER

There is a slight reduction in the education contribution and a slight increase in the health contribution. The minimal overall difference to the planning obligations at outline stage is such that that it is not considered that the application could be refused for this reason.

TREE AND LANDSCAPE OFFICER:

Ian Keen's Tree Survey and drawing No. 7297/02 indicates the retention of tree Nos 1-5 along the frontage. This tree survey supersedes the original tree survey by Hillingdon, as shown on drawing No. 20080009/A/P/02. These trees are only assessed as C grade trees, whose health and condition will not be improved by the proposed development. Trees 11-15 (B grade) are also to be retained. Trees 6-10 (C graded) are specified to be lifted and re-planted. It is questionable whether the effort to save C grade trees is worthwhile.

CSa's drawing No. CSA/1534/100 provides a comprehensive planting plan which retains none of the existing trees but includes the planting of 18 No. new trees which will be more suitable in terms of their scale and ornamental value for a residential development. In the short term, the loss of established trees will be detrimental to the local landscape. However, in view of the site constraints, the planting of new young trees is likely to be more satisfactory in the longer term than retaining, or replanting, existing trees (of variable quality). The scheme includes extensive areas of ornamental hedge and shrub planting appropriate to the development. The plan is supported by schedules and a specification.

The location of the bin store in the south-west corner of the site, with doors opening onto the public footway, presents a poor impression as a feature hard on the front boundary. Soft landscaping in the form of tree and hedge planting is more appropriate in this location.

The successful establishment and maintenance of the landscape and shared external spaces will depend on the quality of management and maintenance of the site.

Recommendation: No objection to the information submitted.

However, management and maintenance details (including the landscape objectives, maintenance operations and frequencies) should be submitted to support this proposal.

URBAN DESIGN OFFICER

PROPOSAL: Reserved matters (details of appearance and landscaping) in compliance with condition 2 of outline planning permission ref 66033/APP/2009/1060

COMMENTS: The overall design of the building as currently proposed appears very uncomfortable and unbalanced, and has moved significantly away from the simple symmetry shown in the illustrative drawings submitted with the original outline application.

Issues are as follows:

- The symmetrical gables positioned below the valley at roof level would create a weak feature on the street elevation. A central focal feature would be preferred in this instance as previously submitted, or an elevation that is more strongly divided to break up its length/bulk on the frontage. The latter would reflect more closely the scale of the surrounding modern terraced houses. As proposed the simple gables to the rear elevation appear more successful in visual terms than the more ornate pediment gables to the front and would probably sit more comfortably within the existing rather modest streetscape of the surrounding area.
- The varied spacing of the windows on the recessed brick sections on both elevations, although the frontage is worse, would make the elevations appear unbalanced and where the spacing is greatest, rather heavy looking.
- The large areas of glazing to the secondary elements of the frontage i.e. the bookends would appear disproportionate when seen against the smaller windows of the main gables. The bookend features also appear to be shown with a hip to the front and a gable to the side. The hipped roofs would appear as a discordant feature when all the other projecting bays have gables.
- As proposed the dormers would appear overlarge and sit tight to the ridges of the main roof and to the valleys of the gables, giving a cramped appearance to the roof. Overall, their design would appear bulky and as an after thought, rather than as features that are integrated with the overall design of the building.
- Ideally, all the parking, other than that required for disabled users, should be located in the car park to the side of the building. This would also benefit from an additional planting to soften its appearance. Few details of the front boundary treatment and planting along this frontage have been submitted.

CONCLUSION: Not acceptable.

HIGHWAY ENGINEER

No objection subject to a condition being applied for the car parking and cycle parking to be completed before occupation and retained thereafter.

ACCESS OFFICER

In assessing this application, reference has been made to London Plan Policy 3A.5 (Housing Choice) and the Council's Supplementary Planning Document "Accessible Hillingdon" adopted January 2010.

The scheme should be revised and compliance with all 16 Lifetime Home standards (as relevant) should be shown on plan. In addition, 10% of new housing should be built to wheelchair home standards and should accord with relevant policies, legislation and adopted guidance.

It should be noted that the proposed development has been significantly redesigned since the original outline application, and as a result, the level of accessibility has been reduced.

The following access observations are provided:

1. It unclear from the submitted plans whether level access will be achieved into the proposed blocks of flats. Revised plan should be requested to confirm that level access will be achieved via a suitably sized door in accordance with Part M to the Building Regulations 2000 (2004 edition).

2. A minimum of two wheelchair accessible flats should be provided in accordance with the GLA Wheelchair Housing BPG. The wheelchair accessible flats should be evenly distributed between the proposed blocks. These units are currently not shown on plan and should be incorporated into revised plans.

3. The bathrooms/ensuite facilities should be designed in accordance with Lifetime Home standards. At least 700mm should be provided to one side of the WC, with 1100 mm provided between the front edge of the toilet pan and a door or wall opposite.

4. To allow bathrooms to be used as wet rooms in future, plans should indicate floor gully drainage.

5. They lift should be provided into each of the proposed blocks of flats, however, it is recognized that the current design may not allow for a lift to be incorporated.

6. The proposed duplex flats should allow space within their design for a future through the ceiling wheelchair lift.

Conclusion: unacceptable.

However, provided the above observations could be incorporated into revised plans, no objection would be raised.

Officer comment: These issues are covered by conditions imposed at outline stage.

SUSTAINABILITY OFFICER

The applicant is not seeking to discharge Condition 11 of 66033/APP/2009/1060 (renewable energy). However the information provided appears to be the same as that submitted with the outline application.

Comments: The applicant has not submitted enough information even if there was an intention to discharge condition 11. The current energy strategy suggests the use of solar thermal panels to reduce the energy demand. However, these are not shown on the plans and therefore it is difficult to sign off the reserved matters for appearance.

The applicant needs to:

- Recalculate the baseline energy demand using 2010 building regulations and incorporating non-regulated energy.
- Recalculate the baseline to take account of the uplift in 2 bedroom units
- Revise the energy strategy to take into account the roof space and demonstrate the incorporation of renewable energy technology within the building fabric
- Revise the energy strategy to demonstrate 20% of the energy demand coming from renewable energy in line with Condition 11.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of residential development and loss of the community facility has been established by virtue of the outline planning permission, granted on 29/10/2010. No objections are therefore raised to the loss of the community use and redevelopment of the

site for residential purposes.

7.02 Density of the proposed development

London Plan Policy 3A.3 seeks to maximise the potential of sites, compatible with local context and design principles in Policy 4B.1 (Design principles for a compact city) and with public transport capacity. Boroughs are encouraged to adopt the residential density ranges set out in Table 3A.2 (Density matrix (habitable rooms and dwellings per hectare) and which are compatible with sustainable residential quality.

The site has a Public Transport Accessibility Level (PTAL) of 1 on a scale of 1 to 6 where 1 represents the lowest level of public accessibility. Table 3A.2 recommends that developments within suburban residential setting with a PTAL score of 1 and with 2.7 - 3 hr/unit, should be within the ranges of 150-200 hr/ha and 50-75 units/ha.

The proposed density for the site would be 226hr/ha, which is above the London Plan guidelines, having regard to the site's Public Transport Accessibility Level. It is noted that the scheme approved at outline stage envisaged a density of 196 hr/ha, which was within the London Plan guidelines. In terms of the number of units, the proposed density would be 85 units/ha, which exceeds London Plan guidance. However, this is the same as approved at outline stage.

Given that the proposed density of the current scheme exceeds the London Plan guidelines for habitable rooms, it will be important to ensure that good environmental conditions can be provided for surrounding and future occupiers.

In terms of the mix of units, Saved Policy H4 states that wherever practicable, new residential developments should have a mix of housing units of different sizes, including units of one or two bedrooms. Policy H5 states that the Council will encourage the provision of dwellings suitable for large families. The provision of 1 and 2 bedroom flats has been established by virtue of the outline permission. However, the uplift of the scheme to convert 8 of the one bedroom flats (envisaged at outline stage), to two bedroom flats, would result in unacceptable consequences in terms of the visual amenity of the area, living conditions for future occupiers of the development and overlooking issues to neighbouring properties. These issues are dealt with elsewhere in the report. The proposed density and unit mix cannot therefore be supported for these reasons.

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

There are no archaeological or historic issues associated with this site.

7.04 Airport safeguarding

there are no airport safeguarding issues related to this development.

7.05 Impact on the green belt

There are no green belt issues associated with this site.

7.06 Environmental Impact

Not applicable to this development.

7.07 Impact on the character & appearance of the area

The application site is situated in a predominantly suburban, residential area, characterised by small scale, mainly semi-detached dwelling houses. Although there are no objections in principle to the re-development of the existing day centre site for residential purposes, the submitted scheme raised concerns, as it fails to respect the established built character of the area. In addition, the elevations fail to demonstrate good quality design.

The Urban Design Officer considered that the overall design of the building as currently

proposed appears very uncomfortable and unbalanced, and has moved significantly away from the simple symmetry shown in the illustrative drawings submitted with the original outline application.

Specific areas of concern include the following:

The illustrative elevations submitted at outline stage were considered to effectively reduce the perceived scale and massing of the built form, by breaking up the structure in several different compartments, to create a more varied, more legible and more accessible layout, and to reduce the visual impact. The illustrative elevations showed a central main entrance feature, which created a strong focal point and increased the legibility. The more modest twin gable elements at each end created a design theme along the main elevation. The varied roof line and the segmented approach around this central gable element effectively reduced the perceived scale, bulk and massing, and resulted in a more interesting and more balanced scheme, in tune with the existing built context. It was considered that the front facade, as well as the roof treatment, responded to the local distinctiveness of the area, evoking the character of individuality and a stronger sense of place.

As proposed, the symmetrical gables positioned below the valley at roof level would create a weak feature on the street elevation. The urban Design and Conservation Officer considers that a central focal feature would be preferred in this instance, as previously submitted (at outline stage), or an elevation that is more strongly divided, to break up its length/bulk on the frontage. The latter would reflect more closely the scale of the surrounding modern terraced houses.

Other areas of concern regarding the proposed design include the varied spacing of the windows on the recessed brick sections on both front and rear elevations, (particularly the front) which would make the elevations appear unbalanced and where the spacing is greatest, rather heavy looking. In addition, the large areas of glazing to the secondary elements of the frontage would appear disproportionate when seen against the smaller windows of the main gables. This fenestration also appears to be shown with a hip to the front and a gable to the side. The hipped roofs would appear as a discordant feature when all the other projecting bays have gables.

One of the main differences between the illustrative outline scheme and the detailed design currently under consideration is the introduction of dormers to both the front and rear elevations. As proposed the dormers are considered to be overlarge and sit tight to the ridges of the main roof and to the valleys of the gables, giving a cramped appearance to the roof. Overall, their design would appear bulky and as an after thought, rather than as features that are integrated with the overall design of the building.

Overall, it is considered that the proposed development, by reason of its overall scale, site coverage, design, layout and scale, would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, out of keeping with the character and appearance of the surrounding area, contrary to Policies BE13 and BE19 of the adopted Hillingdon Unitary Development Plan and the Council's Supplementary Planning Document HDAS: Residential Layouts.

7.08 Impact on neighbours

Policy BE20 of the Unitary Development Plan Saved Policies September 2007 states that the Local Planning Authority will seek to ensure that buildings are laid out so that adequate daylight, sunlight and amenities of existing houses are safeguarded.

Policy BE21 of the Unitary Development Plan Saved Policies September 2007 states that planning permission will not be granted for new development, which by reason of its siting, bulk and proximity, would result in a significant loss of residential amenity of established residential areas.

The supporting text to Policies BE20 and BE21 of the UDP Saved Policies September 2007 states 'that while some proposals of substantial width, height and depth, may not cause loss of amenity by reason of daylight or sunlight, these may nonetheless still be over-dominant in relation to the adjoining property and/or its private amenity space. This in turn can result in a depressing outlook detracting from residential amenity'.

Policy BE24 of the UDP Saved Policies September 2007 seeks to ensure that the design of new buildings protects the privacy of the occupiers and their neighbours. The supporting text to this policy states that 'the protection of privacy, particularly of habitable rooms (including kitchens) and external private amenity space is an important feature of residential amenity'.

The Council's Supplementary Planning Document 'Hillingdon Design and Access Statement' (HDAS) states that where a two or more storey building abuts a property or its garden, adequate distance should be maintained to overcome possible over domination. The distance provided will be dependent on the bulk and size of the building but generally 15m would be the minimum acceptable separation distance. The Council's HDAS also provides further guidance in respect of privacy, stating in particular that the distance between habitable room windows should not be less than 21m.

The Council's HDAS at paragraph 4.12 states that 'new residential development should be designed so as to ensure adequate privacy for its occupants and that of the adjoining residential property from windows above ground floor, an angle of 45 degrees each side of the normal is assumed in determining facing, overlooking distances'. This requirement has been adhered to so as to respect the residential amenity of existing residents.

In terms of the footprint and external layout of the scheme, this broadly conforms with the siting approved at outline stage. In this case, the separation distance between the flank walls of the proposed block and No.47 Elliott Avenue, located to the north of the site would be approximately 9 metres at their closest point and the development would fall completely outside the 45 degree angle of vision. In terms of the relationship with Peter Lyell Court to the east, the bulk of the block maintains an average separation distance of 22 metres. With regard to properties to the south, an average distance of 15 metres is maintained to the southern boundary, while an average of 28 metres is maintained between the southern elevation of the proposed block and the rear of properties backing onto the site (169 -177 Elliott Avenue). This represents an improvement over the current situation in terms of outlook from these properties, given that the existing building (to be demolished) is located only 5 metres away from the southern boundary. The height and massing of the external envelope (apart from the inclusion of dormers to the front and rear elevations), broadly conforms with the illustrative elevations submitted at outline stage. It is not therefore considered that the proposal would result in an over dominant form of development which would detract from the amenities of neighbouring occupiers, in compliance with Policy BE21 of the UDP Saved Policies September 2007.

It is not considered that there would be a material loss of daylight or sunlight to neighbouring properties, as the proposed building would be sited a sufficient distance away from adjoining development. The proposal is considered to be consistent with Policy BE20 of the UDP Saved Policies September 2007 and relevant design guidance in this

regard.

With respect to privacy, the submitted plans show first floor bedroom windows in both the northern and southern flank elevations which would result in direct overlooking into the adjoining private amenity areas, resulting in a loss of privacy to adjoining occupiers, contrary to Policy BE24 of the UDP Saved Policies (September 2007). It is recommended that the application be refused on this basis.

7.09 Living conditions for future occupiers

All units comply with the Council's HDAS guidelines for minimum internal floor areas and it is not considered that these units would result in a poor internal living environment in terms of space for future occupiers, subject to compliance with relevant life time homes standards criteria. This is subject to a condition on the outline approval.

Policy BE23 of the Unitary Development Plan Saved Policies September 2007 requires the provision of external amenity space which is sufficient to protect the amenity of the development and surrounding buildings and which is usable in terms of its shape and siting, for future occupiers. For one bedroom flats a minimum 20m² per unit should be provided and for two bedroom flats a minimum of 25m² per unit should be provided. In accordance with this standard, a total of 535m² of amenity space is required.

The application identifies a communal amenity area at the rear of the site comprising 559m², and private patio areas for the ground floor rear facing flats of 80m². The total amenity space provision at 595m² therefore exceeds of the guidelines in the HDAS, and complies with Saved Policy BE23 of the UDP. Any future landscaping scheme could also incorporate low hedge borders around each of the ground floor level patio areas, which allows the demarcation between private and communal amenity areas.

In terms of the outlook of future occupiers of the end ground floor flat No.15, the rear facing bedroom windows lead directly onto the undercroft parking area. This would result in a lack of outlook from, and natural light into these habitable rooms. It is also likely that future occupants would be subject to excessive noise and fumes from vehicles using this enclosed car parking area, particularly as these windows are the only source of natural light and ventilation to these bedrooms. Similarly, the sole rear facing second bedroom for flat 16 leads directly onto parking bay no. 15 which is hard up against the external wall. It is considered that the layout would not be conducive to good living conditions for occupiers of these flat, contrary to Saved Policies BE20, BE21 and OE1 of the UDP, HDAS Residential Layouts and the provisions of the London Plan.

7.10 Traffic impact, car/cycle parking, pedestrian safety

At outline stage, the Council's Highways Engineer raised no objection to the development in terms of the impact of the traffic generated on the highway network or the proposed access arrangements from Elliott Avenue, subject to the provision of sight lines at the site entrance. This was secured by a condition.

With regard to parking, 34 parking spaces were proposed at outline stage. However, the Highway engineer was concerned at the width of the groups of three spaces fronting Elliott Road and recommended that these be reduced to groups of two, in order to reduce the width of the crossovers. 32 (including 3 disabled) car parking spaces have therefore been provided for the proposed development, which at a ratio of 1.40 spaces per unit, complies with Council's Parking Standards.

24 secure covered parking spaces have been provided in two locations to the north and east of the proposed block, although elevational details of these structures have not been

provided. Nevertheless, these details are secured by conditions on the outline approval.

Subject to the implementation of relevant outline conditions, it is considered that adequate vehicular access to the site can be provided, adequate parking has been provided and highway and pedestrian safety would not be prejudiced, in compliance with Saved Policies AM7, AM9, AM14 and AM15 of the UDP.

7.11 Urban design, access and security

In terms of the mix of units, Policy H4 states that, wherever practicable, new residential developments should have a mix of housing units of different sizes, including units of one or two bedrooms. Policy H5 states that the Council will encourage the provision of dwellings suitable for large families. The proposed mix of one and two bedroom units would have been more appropriate in a town centre location. However, the proposal would result in net gain of 23 units, which would contribute towards meeting the housing need in the Borough. The lack of larger units is therefore not considered to be a sustainable reason to refuse this application.

Other issues relating to urban design have been addressed in section 7.07 of this report.

7.12 Disabled access

HDAS was adopted on the 20th December 2005 and requires all new residential units to be built to lifetime home standards and 10% of units designed to wheelchair accessible standards. Further guidance is also provided on floor space standards for new residential development to ensure sound environmental conditions are provided on site. As a guide, the recommended minimum standard for 1 bedroom flats is 50sq. m and 63sq. m for 2 bedroom flats. Where balconies are provided, the floor space of the balconies can be deducted from these standards, up to a maximum of 5sq. metres. Additional floorspace would be required for wheelchair units.

The floor plans indicate that the development generally achieves HDAS recommended floor space standards and that Lifetime Home Standards could be met for these flats in terms of size.

Conditions have been imposed at outline stage, requiring the submission of internal layout details, to ensure compliance with relevant standards.

7.13 Provision of affordable & special needs housing

This is a reserved matters application dealing with appearance and landscaping. As such affordable housing is not being considered at this stage.

7.14 Trees, Landscaping and Ecology

It was indicated at outline stage to remove 15 trees to facilitate the development and retain 6 trees. The current comprehensive planting plan submitted with this application retains none of the existing trees but includes the planting of 18 new trees which the Tree Officer considers to be more suitable in terms of their scale and ornamental value for a residential development. In the short term, the loss of established trees will be detrimental to the local landscape. However, in view of the site constraints, the planting of new young trees is likely to be more satisfactory in the longer term than retaining, or replanting, existing trees (of variable quality). The scheme includes extensive areas of ornamental hedge and shrub planting appropriate to the development. The plan is supported schedules and a specification.

While the layout drawing illustrates that there is space and potential for the provision of landscape enhancement within much of the site, the car park at the southern end on the originally submitted plans was dominated by hard surfacing with densely packed parking.

The site layout plan has been revised to provide a 1.2 metre landscape strip along the southern boundary, to provide an opportunity for tree and shrub planting, to reduce the impact of parked cars, particularly when viewed from properties to the south of the site.

The tree officer considers that the location of the bin store in the south-west corner of the site, presents a poor impression as a feature hard on the front boundary. Soft landscaping in the form of tree and hedge planting would be more appropriate in this location. Had the development been acceptable in other respects it is considered that this aspect of the proposal could be amended to provide a more appropriate solution. Similarly details of management and maintenance details (including the landscape objectives, maintenance operations and frequencies) could be secured by appropriately worded conditions, in the event of an approval.

Overall, it is considered that the landscaping scheme is satisfactory and complies with the requirements of Saved Policy BE38 of the UDP.

7.15 Sustainable waste management

Two refuse collection points are provided at both ends of the new block which are conveniently located close to the entrances to the site, to allow easy access for refuse collection.

Although the plans do indicate bin storage provision, the number of bins is not indicated. The requirement is 1100 litre refuse and recycling bins on a ratio of 1:10 + 1 per waste stream as a minimum. Although the design details have not been provided, the requirement for the scheme to provide for appropriate covered and secure refuse and recycling bin storage facilities could be secured by a condition in the event that this scheme is approved.

7.16 Renewable energy / Sustainability

Policy 4A.4 of the London Plan requires submission of an assessment of the energy demand and carbon dioxide emissions from proposed major developments, which should demonstrate the expected energy and carbon dioxide emission savings from the energy efficiency and renewable energy measures incorporated in the development.

Policy 4A.7 of the London Plan advises that boroughs should ensure that developments will achieve a reduction in carbon dioxide emissions of 20% from on site renewable energy generation (which can include sources of decentralised renewable energy) unless it can be demonstrated that such provision is not feasible.

The applicant has submitted a renewable energy assessment as part of the application. This sets out that solar collection for hot water heating is the preferred technology to deliver the renewables target for the scheme. A condition requiring the provision of 20% of the site's heat and/or energy needs from renewable technology was attached to the outline consent, to ensure the current scheme achieves the required level of energy efficiency and carbon reduction.

However the detailed elevational drawings do not show the use of these renewable energy technologies. There is therefore a disconnect between the energy assessment, the building design and the description of development. The energy assessments appears to have been a separate technology based exercise that has not been linked to the design process. It is therefore not possible to approve the proposals, because the designs conflict with the energy assessment.

It is not considered that conditions could address this issue, because the scheme would

require a redesign, in order to accommodate the suggested renewable technologies, comprising solar thermal panels and the PV panels. Given that no details for on-site renewable energy generation can be incorporated into the scheme as submitted, the proposal would fail to meet the requirements set out in the London Plan contrary to Policy 4A.7 of the London Plan (February 2008).

7.17 Flooding or Drainage Issues

There are no specific flooding or drainage issues associated with this application. However, a condition is recommended requiring sustainable Urban Drainage (SUDS) measures for areas of hard surfacing.

7.18 Noise or Air Quality Issues

With respect to the noise impact the development may have upon surrounding residents, traffic to the proposed development would utilise the existing access and it is not considered that the additional vehicle movements associated with the proposed development would result in the occupiers of surrounding properties suffering any significant additional noise and disturbance or visual intrusion, in compliance with Saved Policy OE1 of the UDP.

7.19 Comments on Public Consultations

The primary concerns relating to the principle of the development, parking and the impact on residential amenity (loss of privacy, and outlook), have been dealt with in great detail in other sections of the report. Similarly, the effect of the scheme on the character of the area and intensification of use, have also been addressed.

7.20 Planning Obligations

Policy R17 of the Council's Unitary Development Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of 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'.

The applicant has signed a S106 Agreement securing a full range of planning obligations required to offset the impact of the development, including contributions towards the provision of education, healthcare, community and libraries. A contribution can also be secured in respect of project management and monitoring.

It is considered that the impact of the obligations arising from this reserved matters scheme, would have a de minimus impact compared to those agreed planning obligations at outline stage.

In the event of an approval, there would therefore be no requirement to seek a supplemental deed to that which was signed on the 27 October 2010, nor should the application be refused on the grounds of planning obligations.

7.21 Expediency of enforcement action

There are no enforcement issues associated with this site.

7.22 Other Issues

There are no other issues associated with this development.

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.

10. CONCLUSION

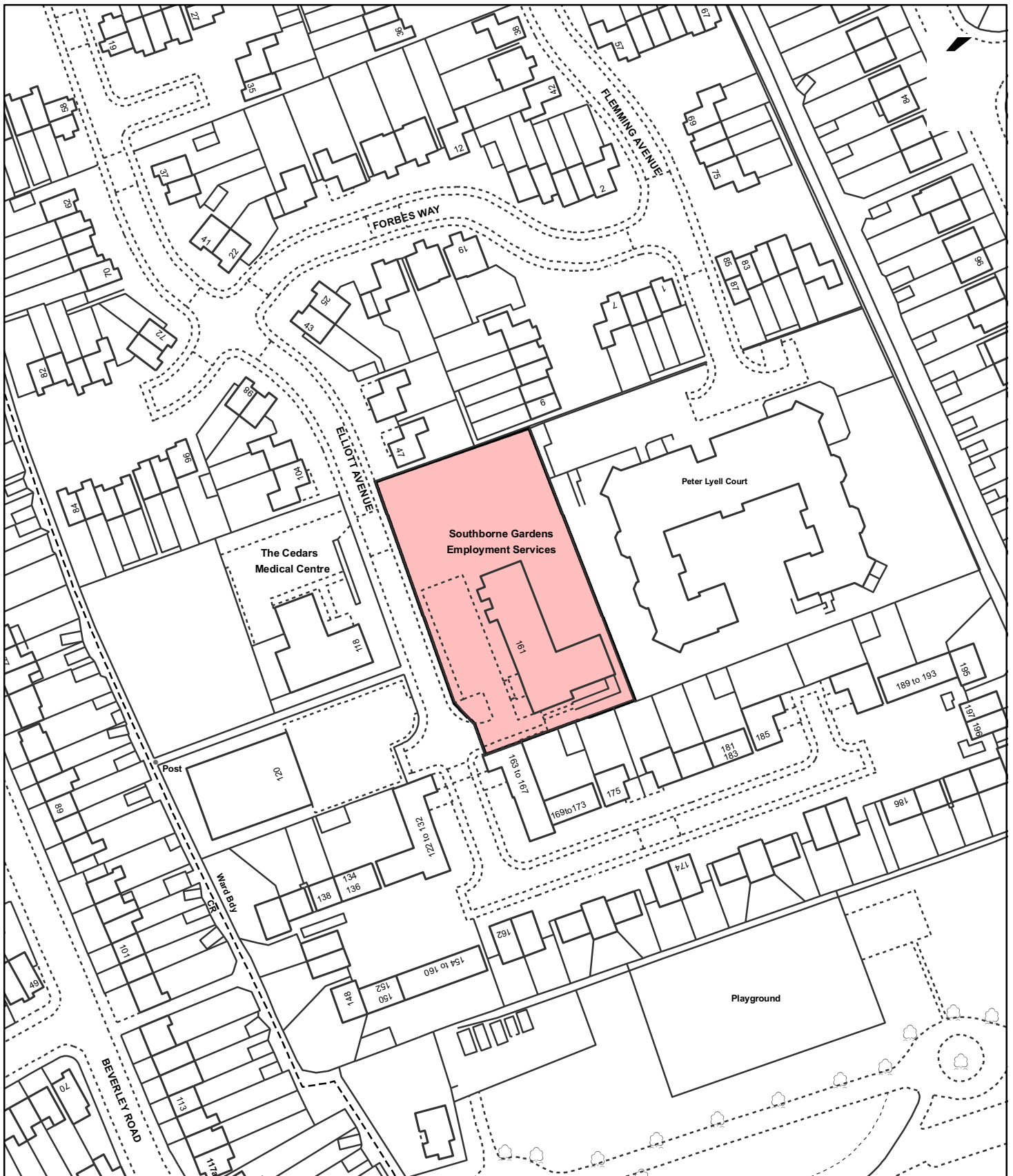
No objection is raised to the principle of the use of this redundant Day Centre site for residential purposes. However, the proposed design would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, out of keeping with the character and appearance of the surrounding area. In addition, the scheme fails to produce good environmental conditions both for both future occupants and adjoining properties. The application has not demonstrated that energy conservation measures have been incorporated into the design. It is therefore recommended that the application be refused.

11. Reference Documents


- (a) Planning Policy Statement 1 (Delivering Sustainable Development)
- (b) Planning Policy Statement 3 (Housing)
- (c) Planning Policy Guidance Note 13 (Transport)
- (d) The London Plan
- (e) Hillingdon Unitary Development Plan Saved Policies September 2007.
- (f) Hillingdon Design and Accessibility Statement - Residential Layouts
- (g) Hillingdon Design and Accessibility Statement - Residential Extensions
- (h) Supplementary Planning Guidance - Educational Facilities
- (i) Supplementary Planning Guidance - Community Facilities

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Notes

 Site boundary
For identification purposes only.

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London Borough of Hillingdon
100019283 2009

Site Address	
Southborne Day Centre, Elliot Avenue, Ruislip	
Planning Application Ref:	Scale
66033/APP/2010/2523	1:1,250
Planning Committee	Date
North	February 2011

**LONDON BOROUGH
OF HILLINGDON**

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