Development Management

APP REF No.	2708/APP/2024/16

DELEGATED DECISION

- Please select each of the categories that enables this application to be determined under delegated powers
- Criteria 1 to 5 or criteria 7 to 9 must be addressed for all categories of application, except for applications for Certificates of Lawfulness, etc.

APPROVAL RECOMMENDED: GENERAL		Select an Option
1.	No valid planning application objection in the form of a petition of 20 or more signatures, has been received	☐
2.	Application complies with all relevant planning policies and is acceptable on planning grounds	☐
3.	There is no Committee resolution for the enforcement action	☐
4.	There is no effect on listed buildings or their settings	☐
5.	The site is not in the Green Belt (but see 11 below)	☐
REFUSAL RECOMMENDED: GENERAL		
6.	Application is contrary to relevant planning policies/standards	☐
7.	No petition of 20 or more signatures has been received	☐
8.	Application has not been supported independently by a person/s	☐
9.	The site is not in Green Belt (but see 11 below)	☐
RESIDENTIAL DEVELOPMENT		
10.	Single dwelling or less than 10 dwelling units and/or a site of less than 0.5 ha	☐
11.	Householder application in the Green Belt	☐
COMMERCIAL, INDUSTRIAL AND RETAIL DEVELOPMENT		
12.	Change of use of retail units on site less than 1 ha or with less than 1000 sq. m other than a change involving a loss of A1 uses	☐
13.	Refusal of change of use from retail class A1 to any other use	☐
14.	Change of use of industrial units on site less than 1 ha or with less than 1000sq.m. of floor space other than to a retail use.	☐
CERTIFICATE OF LAWFULNESS		
15.	Certificate of Lawfulness (for proposed use or Development)	☐
16.	Certificate of Lawfulness (for existing use or Development)	☐
17.	Certificate of Appropriate Alternative Development	☐
CERTIFICATE OF LAWFULNESS		
18.	ADVERTISMENT CONSENT (excluding Hoardings)	☐
19.	PRIOR APPROVAL APPLICATION	☐
20.	OUT-OF-BOROUGH OBSERVATIONS	☐
21.	CIRCULAR 18/84 APPLICATION	☐
22.	CORPSEWOOD COVENANT APPLICATION	☐
23.	APPROVAL OF DETAILS	☐
24.	ANCILLARY PLANNING AGREEMENT (S.106 or S.278) where the Heads of Terms have already received Committee approval	☐
25.	WORKS TO TREES	☐
26.	OTHER (please specify)	☐

The delegation powers schedule has been changed. Interim Director of Planning, Regeneration & Public Realm can determine this application

Case Officer:

Signature:

Date:

A delegated decision is appropriate and the recommendation, conditions/reasons for refusal and informative's are satisfactory.

Team Manager:

Signature:

Date:

The decision notice for this application can be issued.

Director / Member of Senior Management Team:

Signature:

Date:

NONE OF THE ABOVE DETAILS SHOULD BE USED IN THE PS2 RETURNS ODPM

A

Item No.	**Report of the Head of Development Management and Building Control**
Address:	79 BRIDGWATER ROAD RUISLIP
Development:	Conversion of garage to habitable use, erection of a double storey rear/side extension including the insertion of a new side facing window and erection of an outbuilding to rear garden. Conversion of the existing two storey dwelling into 2no. self-contained flats, with associated front and rear landscaping, bin store and cycle store.
LBH Ref Nos:	**2708/APP/2024/16**
Drawing Nos:	Location Plan BR79-03-1001 BR79-03-1003 BR79-03-1002 Design and Access Statement
Date Plans received:	03-01-24 **Date(s) of Amendments(s):**
Date Application valid	03-01-24

1. SUMMARY

This application proposes the conversion of garage to habitable use, erection of a double storey rear/side extension including the insertion of a new side facing window and erection of an outbuilding to rear garden. Conversion of the existing two storey dwelling into 2no. self-contained flats, with associated front and rear landscaping, bin store and cycle store.

The proposal would also fail to provide future occupiers with high quality internal amenity due to compromised privacy and disturbance. The proposal also fails to provide sufficient genuinely usable and private amenity space for the future occupiers.

Furthermore, the conversion of the three-bedroom dwelling into 2 x 2-bedroom flats would result in the loss of a residential unit that is suitable and appropriately sized for a family and the original dwelling would not comply with the required floor space of 120sqm required by Policy DMH 4 of the Local Plan (2020). The proposal would therefore unacceptably undermine the supply of family housing within the Borough for which there is an identified need.

It is therefore recommended that this application be refused.

2. RECOMMENDATION

REFUSAL for the following reasons:

1. NON2 Non Standard reason for refusal

The development would lead to an unacceptable residential conversion where the internal floor area of the original building to be converted is less than 120 sqm and the proposed conversion would result in the loss of a larger family sized dwellinghouse for which there is an established need in the Borough. The proposal would therefore unacceptably undermine the supply of family housing within the Borough for which there is an identified need, contrary to Policies DMH 1, DMH 2 and DM4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2023).

2. NON2 Non Standard reason for refusal

The proposed ground floor flats (Flat 1) would fail to provide a satisfactory internal living environment for their future occupiers by virtue of the proximity of the proposed front bedroom windows to the proposed parking/access court and an absence of detail of satisfactory provision of defensible space. Consequently these bedrooms would lack an appropriate degree of privacy and would be subject to noise and disturbance from the comings and goings taking place within the parking/access court, contrary to Policy DMHB 15 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), London Plan (2021) Policy D6 and the National Planning Policy Framework (2023).

3. NON2 Non Standard reason for refusal

The proposed development as a result of the lack of satisfactory separation and inconvenient access would fail to provide private external amenity space of sufficient size and quality for the proposed homes resulting in substandard living conditions for prospective residents contrary to Policy DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and the National Planning Policy Framework (2023).

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. I99 Non Standard Informative

It is noted that elevational details of the outbuilding were not included as part of the application. This did not form a basis of the planning refusal given the recent lawful certificate that was granted for an outbuilding (2708/APP/2023/1832). Were the applicant to appeal the current application a condition would be necessary to ensure the height of the outbuilding would be in line with the previously granted lawful certificate.

I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and NPPF(2023).

NPPF12 -23	NPPF12 23 - Achieving well-designed and beautiful places
NPPF5 -23	NPPF5 23 - Delivering a sufficient supply of homes
DMH 1	Safeguarding Existing Housing
DMH 4	Residential Conversions and Redevelopment
DMEI 9	Management of Flood Risk
DMHB 11	Design of New Development
DMHB 16	Housing Standards
DMHB 18	Private Outdoor Amenity Space
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D6	(2021) Housing quality and standards
LPP D14	(2021) Noise
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises an end of terraced two storey property located on the southern side of Bridgwater Road. The property features an historical two storey flat roof side extension with an integral garage on the ground floor. The Braintree Road Industrial Estate is located to the south of the site and the Bridgewater Road Fields (Metropolitan Open Land) is located to the north of the site. There are a number of properties located on the southern side of Bridgwater Road which mainly comprise two storey terraced dwellings.

The application site is not designated within a Conservation Area, nor an Area of Special Local Character. The site does not contain any Listed Buildings. There are no trees that are subject to a Tree Preservation Order within the site or on adjoining land. The site lies in Flood Zone 1 and is designated within a Critical Drainage Area.

3.2 Proposed Scheme

Planning permission is sought for the conversion of garage to habitable use, erection of a double storey rear/side extension including the insertion of a new side facing window and erection of an outbuilding to rear garden. Conversion of the existing two storey dwelling into 2no. self-contained flats, with associated front and rear landscaping, bin store and cycle store.

3.3 Relevant Planning History

2708/APP/2023/2540 79 BRIDGWATER ROAD RUISLIP

Erection of a double storey rear extension, part double storey side extension and conversion of garage to habitable accommodation with amendments to fenestration. Hip to gable roof extension and rear dormer with 3 no. roof lights on the front elevation.

Decision: 14-12-2023 Approval

2708/APP/2023/1832 79 BRIDGWATER ROAD RUISLIP

Conversion of roof space to habitable use to include a rear dormer with 3 front roof lights and conversion of roof from hip to gable end. Erection of an outbuilding to rear garden (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 18-08-2023 Approval

Comment on Planning History

2708/APP/2023/2540 - Erection of a double storey rear extension, part double storey side extension and conversion of garage to habitable accommodation with amendments to fenestration. Hip to gable roof extension and rear dormer with 3 no. roof lights on the front elevation. - Approved 14-12-23

It is also noted that a lawful certificate was granted consent in August 2023 (2708/APP/2023/1832) for a roof conversion involving the conversion of roof space to habitable use including hipped to gable and rear dormer. Were this to be implemented, the current scheme if approved, could not be implemented in accordance with the approved plans.

4. Advertisement and Site Notice

4.1 Advertisement Expiry Date: Not applicable

4.2 Site Notice Expiry Date: Not applicable

5. Comments on Public Consult

Five neighbouring properties, and South Ruislip Residents Assocation were consulted on 12.01.2024. A site notice was erected on 21.02.24.

Four letters of objection were received and can be summarised below:
1. Flats not in keeping with the area;
- Could set a precedent of flats in Bridgwater
- Disrupt character of the area
2. Amenities and Utilies;
- Potential overcrowding
- Previous issues with blocked drains and sewage
3. Lack of boundary fencing in garden
4. One allocated parking seems unrealistic for two households
- Lead to increase traffic congestion
5. Large increase in Gross Internal Area;
- Plans could be used to establish a HMO rather than 2 separate flats
6. Impact on property values
7. Noise and nuisance from increased occupancy
8. Wheelchair access to ground floor Flat A to Bedroom 1 and Bathroom appears to be too restrictive
9. Access to bin storage and rear garden for Flat B appears to inconvenient
10. Construction noise

A ward Councillor, Councillor Richard Mills has submitted an objection to the application which can be summarised below:
1. Proposal results in overdevelopment, and loss of family-sized unit contrary to Policy DMH 2 of Hillingdon Local Plan
2. Significant change from previous submissions; conversion to 2x2 bedroom flats raises concern of potential HMO operation due to excessive bathrooms;
3. Installation of outbuilding and gym during property subdivision seems inappropriate and not proposed in previous applications;
4. Recent application indicates overdevelopment, not in line with Bridwater Road's existing street scene; inadequate amenity space division;
5. Potential overcrowding with possibly 8 occupants per flat; insufficient parking space;.
6. Addition of 4 bathrooms place additional strain on historic sewage issues
7. Proposal raises concerns of turning property into HMO without proper permissions, unsuitable for the area.

Officer Comments: The following sections of this Report will address the material concerns raised in respect to the use of the property, the effect of the proposal on the character and appearance of the area, the impact on the living conditions of neighbouring occupiers, impact on parking and highway safety issues. It is noted that there are concerns that the development of the property would result in the creation of a HMO, however a small HMO could operate without planning permission (up to 6 unrelated individuals). In the event of an approvable scheme, a condition could potentially have been imposed preventing use as an HMO without planning permission.

A valid petition was received with 21 valid signatures. The petition seeks refusal of the above planning application and the property to retain an existing two-storey dwelling and single family home.

The desired outcome from the petition is consistent with the case officer's recommendation of refusal. As such, in accordance with the Council's delegations, the planning application will not

need to be considered at a planning committee; instead it will be considered under delegated authority.

6. 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
PT1.H1	(2012) Housing Growth

Part 2 Polices:

NPPF12 -23	NPPF12 23 - Achieving well-designed and beautiful places
NPPF5 -23	NPPF5 23 - Delivering a sufficient supply of homes
DMH 1	Safeguarding Existing Housing
DMH 4	Residential Conversions and Redevelopment
DMEI 9	Management of Flood Risk
DMHB 11	Design of New Development
DMHB 16	Housing Standards
DMHB 18	Private Outdoor Amenity Space
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D6	(2021) Housing quality and standards
LPP D14	(2021) Noise
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking

In addition:

7. MAIN PLANNING ISSUES

7.1 Impact on the amenities of the occupiers of neighbouring residential properties

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that:

B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Paragraph 5.38 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that: "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, schools or onto private open spaces. A minimum of 21 metres separation distance between windows of habitable rooms will be required to maintain levels of privacy and to prevent the possibility of overlooking. In some locations where there is a significant difference in ground levels between dwellings, a greater separation distance may be necessary."

Paragraph 5.40 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: "For the purposes of this policy, outlook is defined as the visual amenity enjoyed by occupants when looking out of their windows or from their garden. The Council will expect new development proposals to carefully consider layout and massing in order to ensure development does not result in an increased sense of enclosure and loss of outlook."

Paragraph 5.41 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: "The Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space. The Council will also seek to ensure that the design of new development optimises the levels of daylight and sunlight. The Council will expect the impact of the development to be assessed following the methodology set out in the most recent version of the Building Research Establishments (BRE) "Site layout planning for daylight and sunlight: A guide to good practice".

Policy DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that alterations and extensions of dwellings should not have an adverse cumulative impact on the character and appearance of the street scene, and should appear subordinate to the main dwelling.

No. 77 is located to the east of the site and comprises the adjoining property. The neighbouring property benefits from a single storey rear extension. The proposed single storey rear and two-storey rear would protrude approximately 1m from the neighbouring rear building line. The two storey rear extension would be located 3m from the shared boundary and the proposed plans demonstrate that the two storey rear would not breach the 45 degree line taken from the first floor rear habitable window of the neighbouirng property. In this regard, it is considered that the proposed development would not result in unacceptable overshadowing or a loss of light. It is noted that a window is proposed on the flank elevation of the two storey rear extension facing the neighbouirng property. However it is considered that the window would be obscure glazed and non-opening below 1.8m above finished floor level and accordingly it is considered that this window would not result in overlooking or a loss of privacy.

No. 81 is located to the west of the site and comprises a two storey end of terrace property. The neighbouring property benefits from a two storey side and rear extension. The two properties are separated by a rear access road. Given the presence of the neighbouring extensions, coupled with the 6m separation distance, it is considered that the proposal would not result in unacceptable overshadowing or a loss of light. Moreover, there are no windows on the western elevation which would result in overlooking or a loss of privacy.

The proposed windows on the rear elevation would overlook the rear garden of the application site and the Braintree Road Industrial Estate to the rear, it is considered that the proposal would not

result in undue overlooking to neighbouring properties.

NOISE:

The proposal is for the conversion of the existing dwelling into 2 self contained flats. It is recognised that the conversion of 2 flats is a different type of occupation to use of the property as a single dwelling house. However, it is considered that the level of activity involved in travelling to work and for leisure and shopping purposes that would be associated with the proposed conversion, would not be so substantially different to the trip patterns of individuals in one large household. It is therefore considered (on balance) that any noise and disturbance that might result from the proposed conversion into 2 flats is unlikely to be significantly different to that from one large household that could occupy the property.

It is therefore considered that any increase in noise and its transmission to the adjoining property is unlikely to be significant and no more problematic than if the property were to be used as a large family dwelling so that there would be no requirement for sound insulation.

Having regard to the above, it is considered that the proposal would not cause unreasonable harm to the living conditions of neighbouring occupiers.

Having regard to the above, it is considered that the proposal would not cause undue harm to the living conditions of neighbouring occupiers in accordance with Policies DMHD 1 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.2 Impact on Street Scene

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

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) advises that all development will be required to be designed to the highest standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping. It should also not have an adversary impact on the amenity, daylight and sunlight of adjacent properties and open space.

Policy DMHD 1 requires that alterations and extension of dwellings would not have an adverse cumulative impact on the character and appearance of the street scene, and should appear subordinate to the main dwelling. It also required that there is no unacceptable loss of outlook to neighbouring occupiers.

With regard to side extensions, Policy DMHD 1 requires:

1) side extensions should not exceed half the width of the original property;
2) extensions to corner plots should ensure that the openness of the area is maintained and the return building line is not exceeded;
3) garages should reflect the size guidelines set out in Appendix C Parking standards;
4) two storey side extensions should be set in a minimum of 1 metre from the side boundary or in the case of properties in the Copse Wood and Gatehill Estates, at least 1.5 metres, but more if on a wider than average plot, in order to maintain adequate visual separation and views between

houses;
5) two storey side extensions to detached and semi-detached properties should be set back a minimum of 1 metre behind the main front elevation;
6) where hip to gable roof extensions exist, a two storey side extension will not be supported; and
vii) in Conservation Areas, single storey side extensions may be required to be set back.

With regards to rear extensions, Policy DMHD 1 states that:

1) single storey rear extensions on terraced or semi-detached houses with a plot width of 5 metres or less should not exceed 3.3 metres in depth or 3.6 metres where the plot width is 5 metres or more;
2) single storey rear extensions to detached houses with a plot width of 5 metres or more should not exceed 4.0 metres in depth;
3) flat roofed single storey extensions should not exceed 3.0 metres in height and any pitched or sloping roofs should not exceed 3.4 metres in height, measured from ground level;
4) in Conservation Areas and Areas of Special Local Character, flat roofed single storey extensions will be expected to be finished with a parapet;
5) balconies or access to flat roofs which result in loss of privacy to nearby dwellings or gardens will not be permitted;
6) two storey extensions should not extend into an area provided by a 45-degree line of sight drawn from the centre of the nearest ground or first floor habitable room window of an adjacent property and should not contain windows or other openings that overlook other houses at a distance of less than 21 metres;
7) flat roofed two storey extensions will not be acceptable unless the design is in keeping with the particular character of the existing house;
8) pitched roofs on extensions should be of a similar pitch and materials to that of the original roof and subordinate to it in design. Large crown roofs on detached houses will not be supported; and
9) full width two storey rear extensions are not considered acceptable in designated areas or as extensions to Listed Buildings or Locally Listed Buildings.

With regards to roof extensions, Policy DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that:
1) roof extensions should be located on the rear elevation only, be subservient to the scale of the existing roof and should not exceed more than two thirds the average width of the original roof. They should be located below the ridge tiles of the existing roof and retain a substantial element of the original roof slope above the eaves line;
2) the Council will not support poorly designed or over-large roof extensions including proposals to convert an existing hipped roof to a gable;
3) raising of a main roof above the existing ridgeline of a house will generally not be supported;
4) all roof extensions should employ appropriate external materials and architectural details to match the existing dwelling; and
5) in Conservation Areas, Areas of Special Local Character and on Listed and Locally Listed Buildings, roof extensions should take the form of traditional 'dormer' windows, on the rear elevation, to harmonise with the existing building. The highest point of the dormer should be kept well within the back roof slope, away from the ridge, eaves or valleys, whilst each window should match the proportions, size and glazing pattern of the first floor windows.

The proposed works to the host dwelling including the conversion of garage to habitable use, erection of a double storey rear/side extension including the insertion of a new side facing window were all considered acceptable under planning application ref: 2708/APP/2023/2540. The current omits the roof conversion which included a hipped to gable roof to the side and dormer within the rear roof slope.

The application site presently includes an existing two-storey side extension featuring a flat roof. The proposal seeks to convert the existing garage on the ground floor to a habitable room. This will include replacing the existing garage door with a window. There are no objections to this aspect of the proposal.

The proposed development aims to extend the existing two-storey side extension to form a wrap around two storey side and rear extension. In conjunction with this proposed two storey side/rear extension, the plan involves replacing the existing flat roof with a pitched hipped roof facing Bridgewater Road. While a two-storey pitched roof would typically not align with our standards nor Policy DMHD 1, as we typically require the two-storey side extension to be set back from the front building line, the current footprint is already established and it is considered that the proposed development would constitute betterment of the existing arrangement and design. The hipped roof design will ensure that it would not compete with the existing two storey front gable. Consequently, the proposed alterations that would be visible in the streetscene are deemed, on balance, acceptable and the alterations are considered to enhance the overall appearance of the front elevation of the property.

The proposed two-storey side extension would be extended to the rear and would wraproud the host dwelling. The proposed two storey side is set down 0.35m from the ridge of the host dwelling and would feature a hipped roof along the side elevation of the property. Turning to the rear, the proposed two storey rear element would measure a depth of 3.6m beyond the original rear building line and would feature a pitched hipped roof measuring a maximum height of 7.5m. The proposed single storey rear would be located along the boundary with No. 77 Bridgewater Road and would measure a depth of 3.6m and would feature a flat roof measuring a height of 3m.

The proposed two storey side and rear extension and the single storey rear extension are considered to comply with the overall design objectives of Policies DMHD 1 and DMHB 11 of the Hillingdon Local Plan. It is noted that the adjacent property at No. 81 benefits from a largely similar scale two storey side and rear extension. Similarly, No. 67 Bridgwater benefits from a similar two-storey side and rear extension. In light of these observations, it is evident that this style of development is consistent with the character of end-of-terrace properties in the surrounding area. Consequently, the proposal is anticipated to integrate with the existing architectural context on Bridgewater Road.

In terms of outbuildings, Policy DMHD 2 states that the Council will require residential outbuildings to meet the following criteria:
i) the building must be constructed to a high standard of design without compromising the amenity of neighbouring occupiers;
ii) the developed footprint of the proposed building must be proportionate to the footprint of the dwelling house and to the residential curtilage in which it stands and have regard to existing trees;
iii) the use shall be for a purpose incidental to the enjoyment of the dwelling house and not capable for use as independent residential accommodation; and
iv) primary living accommodation such as a bedroom, bathroom, or kitchen will not be permitted.

The proposed outbuilding is located along the rear southern boundary of the application. Whilst floor plans have been provided, there are no elevation plans for the outbuilding. The proposed outbuilding will measure a depth of 3.8m and a width of 8m, covering approximately 30 sqm. It is acknowledged that the property benefits from a Certificate of Proposed Use for an outbuilding covering a similar footprint, approved under planning application ref: 2708/APP/2023/1832). However, in the absence of Proposed Elevations for the outbuilding, it has not been possible to access the design implications. It is noted that the floor plan is accurately in line with the

Outbuilding assessed under the approved Certificate. Had this application been recommended for approval, further details of the elevations would of been sought or secured by way of a condition to ensure that the height of the outbuilding was in line with the previously approved lawful certificate.

With exception to the outbuilding, the proposed works to the dwelling were previously considered acceptable under
planning application ref: 2708/APP/2023/2540. It is therefore considered that the proposal would not cause harm to the character and appearance of the host dwelling and the surrounding area, in accordance with Policy BE1 of the Hillingdon Local Plan: Part One Strategic (2012) and Policies DMHB 11, DMHB 12 and Policy DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.3 Traffic Impact/Pedestrian Safety

See below.

7.4 Carparking & Layout

Policy DMT 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states:

A) Development proposals will be required to meet the transport needs of the development and address its transport impacts in a sustainable manner. In order for developments to be acceptable they are required to:
i) be accessible by public transport, walking and cycling either from the catchment area that it is likely to draw its employees, customers or visitors from and/or the services and facilities necessary to support the development; ii) maximise safe, convenient and inclusive accessibility to, and from within developments for pedestrians, cyclists and public transport users;
iii) provide equal access for all people, including inclusive access for disabled people;
iv) adequately address delivery, servicing and drop-off requirements; and
v) have no significant adverse transport or associated air quality and noise impacts on the local and wider environment, particularly on the strategic road network.
B) Development proposals will be required to undertake a satisfactory Transport Assessment and Travel Plan if they meet or exceed the appropriate thresholds. All major developments that fall below these thresholds will be required to produce a satisfactory Transport Statement and Local Level Travel Plan. All these plans should demonstrate how any potential impacts will be mitigated and how such measures will be implemented.

Policy DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: Development proposals must ensure that:
i) safe and efficient vehicular access to the highway network is provided to the Council's standards;
ii) they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents;
iii) safe, secure and convenient access and facilities for cyclists and pedestrian are satisfactorily accommodated in the design of highway and traffic management schemes;
iv) impacts on local amenity and congestion are minimised by routing through traffic by the most direct means to the strategic road network, avoiding local distributor and access roads; and
v) there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads, including along roads or through junctions which are at capacity.

PARKING PROVISION

Policy DMT 6: Vehicle Parking states:
A) Development proposals must comply with the parking standards outlined in Appendix C Table 1

in order to facilitate sustainable development and address issues relating to congestion and amenity. The requirement for 1-2 bedroom flats is 1 - 1.5 spaces per unit.

Policy T6.1 of the London Plan (2021) states that 1-2 bed properties shoudl provide up to 0.75 spaces per dwelling.

The proposal is for the conversion of the property to 2 flats (2x2 bedrooms) with a total of 1 formally arranged on-plot parking space placed on the frontage.

The surrounding roadways are devoid of parking controls and neighbouring properties exhibit a reasonable degree of on-plot parking provisions which inherently reduces on-street parking demand. The public transport accessibility level (PTAL) is rated as 'poor' registering a level of 2 which encourages the ownership and use of private motor transport.

The maximum parking requirement for the residential unit as proposed equates to a total of up to 1.5 on-plot spaces in compliance with the overriding regional plan. One space is proposed which is broadly in line wit the standard and hence no objection is raised in terms of parking provision.

ELECTRIC VEHICLE CHARGING POINT

In line with the London Plan (2021), 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, the single space should be dedicated to an 'active' provision and the applicant has indicated compliance to this requirement.

CYCLE PARKING

In terms of cycle parking there would be a requirement to provide a total of 2 secure and accessible spaces. Four secure communal spaces are proposed within a cycle locker located to the rear of the property which is considered an acceptable arrangement.

VEHICULAR TRIP GENERATION

As a consequence of the relatively small scale of development and limited on-plot parking, any vehicular trip generation uplift is predicted to be negligible and therefore does not raise any specific highway concerns.

OPERATIONAL REFUSE REQUIREMENTS

The proposed refuse collection would continue to be undertaken from Bridgwater Road. In order to conform to the council's 'waste collection' maximum distance collection parameter of 10m i.e. distance from a refuse vehicle to the point of collection, arrangements should ensure that waste is positioned at a collection point within this set distance. Refuse storage is provided to the rear of the property which technically exceeds the above parameter. Although not ideal, it is likely that an informal on-plot management regime by new occupiers would be established to ensure that any refuse is positioned within this distance parameter on collection days i.e. within the 10m parameter.

As it is considered that for this scale of development it is in the best interest of the occupier to place their refuse within the 10m distance parameter if they wish for their refuse to be collected, such an informal arrangement may therefore be considered as an acceptable option as the service road adjacent to the site envelope is clearly not conducive to accommodating refuse vehicles.

CONCLUSION

Subject to a condition securing details of acceptable refuse condition, there are no objections to the scheme in terms of parking provision nor refuse collection.

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Management Policies (2020) - Policy DMT 1, DMT 2 & DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).

7.5 Urban Design, Access and Security Considerations

INTERNAL AMENITY SPACE:

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. To achieve this all residential development or conversions should:
i) meet or exceed the most up to date internal space standards, as set out in Table 5.1; and
ii) in the case of major developments, provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users.

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 existing and future occupants. Table 3.1 attached to Policy D6 of the London Plan (2021) requires:
- single storey dwelling with 2 bedrooms, 3 person occupancy, to have at least 61 square metres

Policy D6 of the London Plan (2021) also requires that a one bedspace single bedroom must have a floor area of at least 7.5 sq.m. and be at least 2.15m wide, and that a two bedspace double (or twin) bedroom must have a floor area of at least 11.5 sq.m.

The application proposes to convert the existing property into 2 separate dwellings to create 2 x 2 bed three person flat. The proposed flat on the ground floor would have a GIA of 72sqm, and the proposed flat on the first floor would have 68m2.

The proposed dwellings would therefore meet the minimum floor space requirements. All of the proposed bedrooms would also exceed the minimum floor area standards.

However, the bedroom windows on the ground floor flat (Flat A) would face onto the parking/access court with little detail of the defensible space to provide a buffer or degree of privacy. As a result, it is likely that future residents of the development and visitors would need to walk directly past the bedroom windows to access the property and vehicles, resulting in a loss of privacy and potential noise disturbance. There is provision for one parking spaces facing Flat 1 Bedroom 1 and given the close proximity from the bedroom window and parking spaces, there is particular concern that the proximity would result in disturbance and loss of privacy.

For the above reasons, the proposal would fail to provide satisfactory living conditions for future residents, contrary to the aforementioned policies.

EXTERNAL AMENITY SPACE:

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. Amenity space should be provided in accordance with the standards set out in Table 5.3.

Table 5.3 states that 2 bedroom flats should provide a minimum of 25 square metres of private usable amenity space.

The application proposes to divide the existing rear garden into separate spaces for each flat. However, there is ambiguity regarding the allocation of gardens to each unit. According to the Proposed Plan & Details Plan, Flat A would have 100m2 of private amenity space, while Flat B would be provided with 54m2. The proposed layout lacks clarity in terms of boundary demarcation or subdivision between the two gardens. Access to the garden for Flat A is facilitated through rear doors on the ground floor. In contrast, occupants of Flat B would need to exit the property via the front elevation door, proceed around the access road, and utilise a gate approximately 25m from the driveway. It's worth noting that there's a security gate on the side access road, requiring occupants of Flat B to open and close it each time they wish to access their rear garden, which is perceived as inconvenient.

Whilst the proposed garden may exceed the minimum of 25 square metres of private amenity space. In qualitative terms there are concerns that the proposed rear garden would fail to be regarded as well located, well designed and useable for the private enjoyment of the occupiers, particularly given its inconvenient access. It is not clear how the gardens would be subdivided in a manner which would ensure privacy for the occupants whilst representing a high-quality scheme and therefore the provision of the private amenity spaces, with its current siting and location, is not considered acceptable.

For the above reasons, the proposal would fail to provide adequate external private amenity space for future residents, contrary to the aforementioned policies.

7.6 Other Issues

PRINCIPLE OF THE DEVELOPMENT

Policy DMH 1: Safeguarding Existing Housing

A) 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.

B) The Council will grant planning permission for the subdivision of dwellings only if:

i) car parking standards can be met within the curtilage of the site without being detrimental to the street scene;
ii) all units are self contained with exclusive use of sanitary and kitchen facilities and provided with individual entrances and internal staircases to serve units above ground floor level;
iii) adequate amenity space is provided for the benefit of residents; and
iv) adequate living space standards are met.

Policy H10 of the London Plan (2021) states that schemes should generally consist of a range of unit sizes and sets out a number of factors which should be considered when determining the appropriate housing mix on a particular scheme. This includes local evidence of need. Policy DMH 2 of Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires 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. Paragraph 4.6 outlines that there is a substantial borough-wide requirement for larger affordable and private market units, particularly three-bedroom

properties.

Family housing is defined within the glossary of the London Plan (2021) and outlines it must generally be of a size that has three or more bedrooms. It is also worth noting that the Secretary of State directed changes to Policy H10, in order address the need for new family housing, to prevent families from being forced to move outside of London. These changes were incorporated into the final version of the London Plan (2021). It should be noted that the adoption of the Local Plan: Part 2 (2020) and London Plan (2021) policies on housing size mix are a significant shift from previous iterations of the development plan.

Policy DMH 4 of the Local Plan (2020) states:

Residential conversions and the redevelopment of dwellings into new blocks of flats will only be permitted where:
i) it is on a residential street where the proposal will not result in more than 10% of properties being redeveloped into flats; ii) On residential streets longer than 1km the proposed redevelopment site should be taken as the midpoint of a 1km length of road for assessment purposes;
iii) the internal floor area of the original building to be converted is at least 120 sqm;
and iv) units are limited to one unit per floor for residential conversions.

The term 'original' is not defined either within the Policy DMH 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) or within the supporting text. In this particular case, it has been interpreted as the property in its current state and prior to conversion, such that it is not being extended to facilitate a subdivision. This interpretation is based on the GPDO's definition of 'original'.

Paragraph 4.11 of the Policy goes on to state 'The conversion of single dwellings into more dwellings or the redevelopment of dwellings into new blocks of flats can enable more effective use of sites to be achieved. However, this type of development must seek to enhance the local character of the area. In recent years, large concentrations of flats have resulted in a range of problems, including increased on-street parking and resultant congestion on roads, the loss of front gardens, reductions in privacy, significant changes to the street scene, and loss of family accommodation.'

The proposed conversion of the property would not lead to more than 10% of the street being converted, nor would it lead to more than one flat per floor.

The internal floor space of the original dwelling is approx 95sqm. It is not entirely clear if the ground floor garage is an original element of the host dwelling, however it has been included for the avoidance of doubt. The floor space of the dwelling which could be constructed at the site under extant permissions exceeds 120sqm. However, Policy DMH4 specifically refers to the original building. Based on the existing plans, the dwelling is not big enough to be considered acceptable for a conversion. In this regard, the proposal would fail to comply with Policy DMH 4 criterion iii. Further, the development would result in the loss of family sized dwelling for which there is an identified need in the Borough. As such the principle of converting the application into two separate 2 bed flats is not supported as it would result in the loss of a three-bedroom single dwelling that is suitable for a family, without any reprovision of family sized housing and the original dwelling would not comply with the required floor space of 120sqm necessary to be suitable for a conversion. The proposal therefore conflicts with Policies DMH 1, DMH 2 and DMH4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the NPPF (2023). No other material considerations exist to warrant a different conclusion.

CIL:

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 square metre. CIL rates are index linked.

Paragraph 6 (1)(d) of the Community Infrastructure Levy Regulations 2010 (as amended) states that a conversion from one into two or more dwellings is not 'development' for the purposes of CIL. The development is not CIL liable.

CRITICAL DRAIANGE AREA:

The application site is located within a Critical Drainage Area. If approved, the relevant informative will be added to ensure water runoff is minimised.

CONCLUSION:

The application is recommended for refusal.

8. 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)
National Planning Policy Framework (2023)

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