



WRITTEN STATEMENT OF CASE

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LPA

LONDON BOROUGH OF HILLINGDON

APPLICATION No.

16477/APP/2025/1616

RECEIVED DATE

10/06/2025

DECISION DATE

15/09/2025

SITE LOCATION

**60 Lansbury Drive
Hayes
UB4 8SD**

APPELLANT

Mr Gurpreet Lacchar

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Appendix A – Revision A Plan Set

Appendix B – 76 Lansbury Drive

1.0 BACKGROUND

- 1.1 This appeal relates to the refusal of planning permission for the conversion of a single dwelling house into 1no. 2-bedroom and 1no. 1-bedroom flats, with amendments to rear fenestration, associated parking, amenity space, bin storage and bicycle storage (amended description), at No. 60 Lansbury Drive, in Hayes.
- 1.2 The appeal application, reference 16477/APP/2025/1616, was received by the Council on 10th June 2025 and subsequently refused on 15th September 2025, with the decision notice stating the following reason for refusal:
1. *The conversion of the three-bedroom dwelling into a 1x1 bed unit and 1x2 bed unit would result in the loss of a residential unit that is suitable and appropriately sized for a family. 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 and DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2024).*
- 1.3 Having taken into account the reason given for refusal and the individual circumstances of this case, the appellant has concluded that the most productive course of action would be to appeal to the Planning Inspectorate, in the hope that approval may be granted for the proposed conversion of the property into two flats.

2.0 NEIGHBOUR CONSULTATION RESPONSES

- 2.1 **Neighbourhood:** The occupiers of the 8 nearest properties were sent consultation letters by 24th June 2025, and reconsulted during the application process as the description of the development was amended. Just 2 comments were received by the Council, and the relevant planning comments will be addressed later in this statement.
- 2.2 **Waste Services:** No comments/ objections
- 2.3 **Access Officer:** This proposal has been reviewed against the requirements of the 2021 London Plan policy D7, which should not be applied to the conversion of this existing dwelling. Conclusion: no objections raised from an accessibility perspective.
- 2.4 **Highways Officer:** The proposal involves the conversion of an existing single dwelling house into two self-contained residential units with 1 onsite car parking and cycle storage facility for 4 cycles. The HA is satisfied that the proposal is not expected to have any severe/detrimental impact on the surrounding road networks operation and safety including parking demand/stress. There is no objection subject to conditions regarding parking layout, EV charging point and cycle storage provision.

3.0 APPEAL PROPERTY

3.1 The appeal property is an end-of-terrace dwelling house located on the southeast side of Lansbury Drive.

3.2 It is set back from the highway behind a block-paved garden, which provides off-street parking.

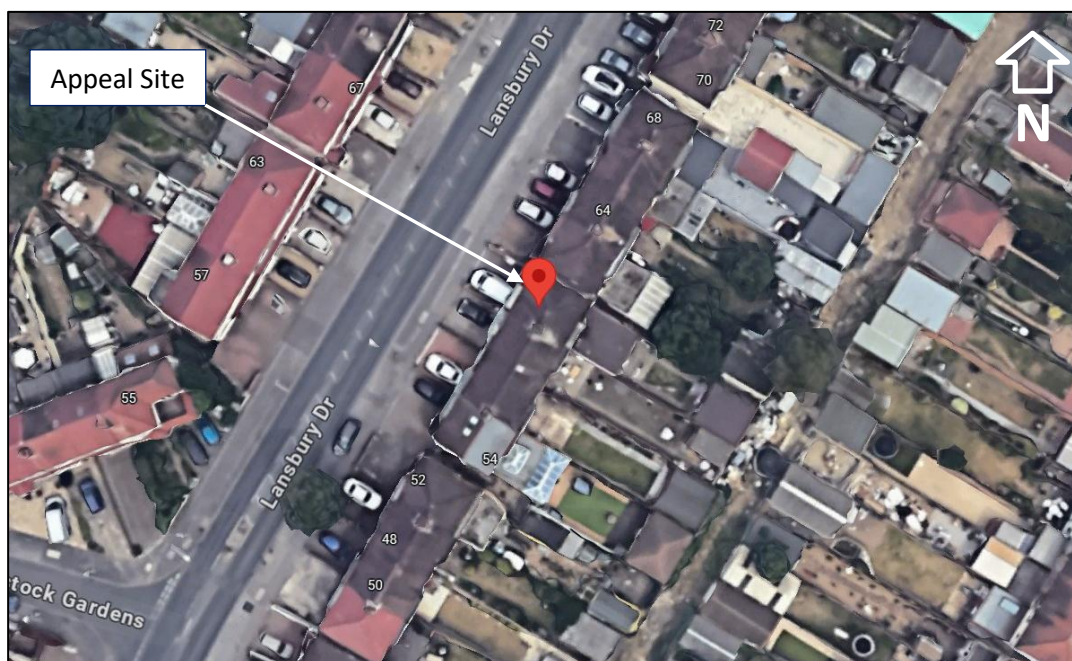
3.3 To the northeast side of the dwelling, there is a pedestrian pathway shared by No. 62, which provides access to a long rear garden.



Appeal Property

3.4 The appeal property is attached to No. 58 Lansbury Drive to the southwest, and to the south, it is separated from No. 62 by their shared side pathway.

3.5 The area is predominantly residential in nature and mainly consists of short terraces of dwellings which are similar in design and scale to the appeal property. The area has good access to public transport, shops, services, and open green spaces. Although the PTAL rating is 2, the property is within a few metres of a PTAL of 3.

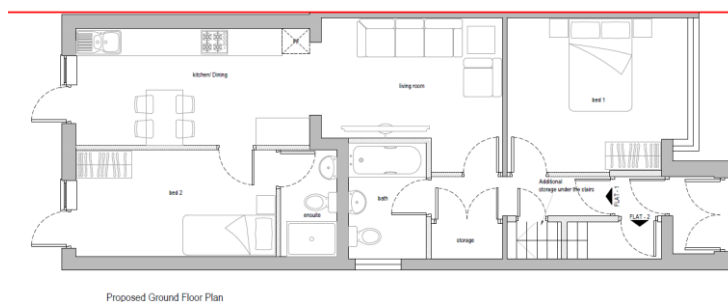


Appeal Site and Surrounding Area

3.6 The appeal property and its neighbours are not listed buildings, and are not set within a conservation area.

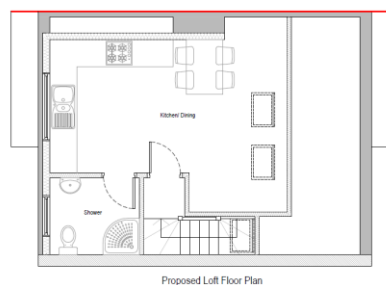
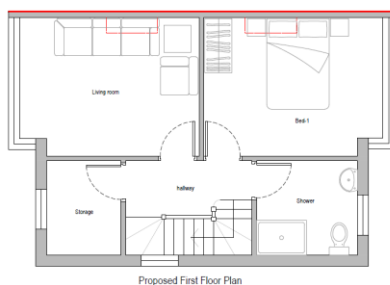
4.0 APPEAL PROPOSAL

- 4.1 The appeal proposal seeks planning permission for the conversion of the single dwelling house at No. 60 Lansbury Drive, into 1no. 2-bedroom and 1no. 1-bedroom flats, with amendments to rear fenestration, associated parking, amenity space, bin storage and bicycle storage.
- 4.2 The proposal does not require any extensions to the property or any changes to its appearance within the street scene, with a communal access through the existing front door. There will be a minor change to the fenestration at the rear of the ground floor flat with the installation of two single doors to provide easier access to the garden area and 2 small windows to provide more daylight.



Flat 1
Ground Floor
62.60 sq.m
accommodating
three people in
the 2-bed flat

- 4.3 The proposed ground floor flat (Flat 1) will have a hallway with a storage cupboard, an open plan kitchen/dining/living room, a double bedroom, a single bedroom and a family bathroom. The flat will have direct access to private garden space.



Flat 2
First Floor & Loft
63.60 sq.m
accommodating
two people in
the 1-bed flat

- 4.4 The upper floor flat (Flat 2) will have a living room, double bedroom, storage room and shower room on the first floor, with a kitchen/dining area in the loft space.
- 4.5 There will also be no changes to the existing vehicular access, with one off-street parking space retained within the front curtilage, together with a refuse and recycling storage bin enclosure.
- 4.6 The existing rear garden will be divided by high timber fencing to provide a private amenity space for each flat, together with 2 secure cycle storage spaces positioned within each garden area.

5.0 RELEVANT PLANNING HISTORY

- 5.1 **Planning Application Reference: 6477/APP/2022/2544** 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 (Application for a Certificate of Lawful Development for a Proposed Development) **Approved: 10/10/2022**
- 5.2 **Planning Appeal submitted under reference: 16477/APP/2013/3870** Erection of a single storey rear extension, which would extend beyond the rear wall of the original house by 6 metres, for which the maximum height would be 3 metres, and for which the height of the eaves would be 2.850 Metres. **Prior Approval Not Required 31/01/2014**

6.0 RELEVANT PLANNING POLICY

- 6.1 The reason for refusal states that the appeal proposal is considered contrary to Policies DMH 1 and DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2024).
- 6.2 The following paragraphs provide a brief summary of the relevant policies. The paragraphs are in a hierarchical order relative to the importance of national and local planning policy.

NATIONAL PLANNING POLICY FRAMEWORK DECEMBER 2024 (NPPF)

- 6.3 The NPPF (December 2024) sets out the Government's planning policies for England and how these are expected to be applied. This document replaces the revised NPPF published in December 2023. The following sections and paragraphs make reference to the parts of the NPPF which are directly relevant to this appeal.

Achieving sustainable development

- 6.4 The purpose of the planning system is to contribute to the achievement of sustainable development, including the provision of homes, commercial development and supporting infrastructure in a sustainable manner. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 6.5 Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives) – economic, social and environmental.

Strategic policies

- 6.6 Strategic policies should set out an overall strategy for the pattern, scale and design quality of places and make sufficient provision¹² for:
- a) *homes (including affordable housing), employment, retail, leisure and other commercial development;*
 - b) *infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
 - c) *community facilities (such as health, education and cultural infrastructure); and*
 - d) *conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.*

Decision-making

- 6.7 Paragraph 39 states that local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Delivering a sufficient supply of homes

- 6.8 The government's objective is to significantly boost the supply of homes, and paragraph 62 states, *"To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for"*.
- 6.9 Paragraph 63 explains that *"Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes"*.

Making effective use of land

- 6.10 Paragraph 119 states that *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land.”*

Achieving well-designed places

- 6.11 Section 12 of the NPPF describes how the creation of high quality buildings and places is fundamental to what the planning and development process should achieve, stating that *“Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”*.
- 6.12 Paragraph 135 states that planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁵¹; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*
- 6.13 Whilst Paragraph 139 highlights that development that is not well designed should be refused, it also states that, conversely, significant weight should be given to:
- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or*

- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.*

The London Plan (2021)

- 6.14 The London Plan 2021 is the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years and the Mayor's vision for Good Growth. The Plan is part of the statutory development plan for London, meaning that the policies in the Plan should inform decisions on planning applications across the capital.

GG2: Making the best use of land

- 6.15 To create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must:

A enable the development of brownfield land, particularly in Opportunity Areas, on surplus public sector land, and sites within and on the edge of town centres, as well as utilising small sites

B prioritise sites which are well-connected by existing or planned public transport

C proactively explore the potential to intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling

D applying a design-led approach to determine the optimum development capacity of sites

E understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character

F protect and enhance London's open spaces, including the Green Belt, Metropolitan Open Land, designated nature conservation sites and local spaces, and promote the creation of new green infrastructure and urban greening, including aiming to secure net biodiversity gains where possible

G plan for good local walking, cycling and public transport connections to support a strategic target of 80 per cent of all journeys using sustainable travel, enabling car-free lifestyles that allow an efficient use of land, as well as using new and enhanced public transport links to unlock growth

H maximise opportunities to use infrastructure assets for more than one purpose, to make the best use of land and support efficient maintenance.

Policy GG4: Delivering the homes Londoners need

- 6.16 To create a housing market that works better for all Londoners, those involved in planning and development must:

A ensure that more homes are delivered

B support the delivery of the strategic target of 50 per cent of all new homes being genuinely affordable

C create mixed and inclusive communities, with good quality homes that meet high standards of design and provide for identified needs, including for specialist housing

D identify and allocate a range of sites to deliver housing locally, supporting skilled precision-manufacturing that can increase the rate of building, and planning for all necessary supporting infrastructure from the outset

E establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value.

Policy D1: London's form, character and capacity for growth

- 6.17 This policy states that Boroughs should undertake area assessments to define the characteristics, qualities and value of different places within the plan area to develop an understanding of different areas' capacity for growth. This includes, amongst other criteria, the assessment of housing types and tenure, urban form and structure (for example townscape, block pattern, urban grain, extent of frontages, building heights and density).

- 6.18 Part 3 states "*following the design-led approach (set out in Policy D3 Optimising site capacity through the design-led approach) to establish optimised site capacities for site allocations. Boroughs are encouraged to set out acceptable building heights, scale, massing and indicative layouts for allocated sites, and, where appropriate, the amount of floorspace that should be provided for different land uses*".

Policy D3: Optimising site capacity through the design-led approach

- 6.19 Part A states all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth.
- 6.20 Part D states amongst other criteria that development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and

proportions. Developments should also deliver appropriate outlook, privacy and amenity.

- 6.21 In regard to quality and character, development should respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character; and be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.

Policy D4: Delivering good design

- 6.22 In regard to design analysis and development certainty, Section A states that *“Masterplans and design codes should be used to help bring forward development and ensure it delivers high quality design and place-making based on the requirements set out in Part B of Policy D3 Optimising site capacity through the design-led approach”*. Section B goes on to state *“Where appropriate, visual, environmental and movement modelling/assessments should be undertaken to analyse potential design options for an area, site or development proposal. These models, particularly 3D virtual reality and other interactive digital models, should, where possible, be used to inform plan-making and decision-taking, and to engage Londoners in the planning process”*.

Policy D6: Housing quality and standards

- 6.23 Policy D6 states:

A housing development should be of high quality design and provide adequately-sized rooms (see Table 3.1) with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without differentiating between tenures.

B qualitative aspects of a development are key to ensuring successful sustainable housing. Table 3.2 sets out key qualitative aspects which should be addressed in the design of housing developments.

C housing development should maximise the provision of dual aspect dwellings and normally avoid the provision of single aspect dwellings. A single aspect dwelling should only be provided where it is considered a more appropriate design solution to meet the requirements of Part B in Policy D3 Optimising site capacity through the design-led approach than a dual aspect dwelling, and it can be demonstrated that it will have adequate passive ventilation, daylight and privacy, and avoid overheating.

D The design of development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space.

E Housing should be designed with adequate and easily accessible storage space that supports the separate collection of dry recyclables (for at least card, paper, mixed plastics, metals, glass) and food waste as well as residual waste.

F Housing developments are required to meet the minimum standards below which apply to all tenures and all residential accommodation that is self-contained.

6.24 In terms of private internal space, dwellings must provide at least the gross internal floor area and built-in storage area set out in Table 3.1, with this policy also setting out the required criteria for room sizes, built-in storage space and ceiling heights.

6.25 In regard to private outside space, where there are no higher local standards in the borough Development Plan Documents, a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sq.m. should be provided for each additional occupant, and it must achieve a minimum depth and width of 1.5m.

Table 3.1 - Minimum internal space standards for new dwellings*

Type of dwelling		Minimum gross internal floor areas* and storage (square metres)			
Number of bedrooms (b)	Number of bed spaces (persons(p))	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *	N/A	N/A	1
	2p	50	58	N/A	1.5
2b	3p	61	70	N/A	2
	4p	70	79	N/A	2
3b	4p	74	84	90	2.5
	5p	86	93	99	2.5
4b	6p	95	102	108	2.5
	5p	90	97	103	3
	6p	99	106	112	3
	7p	108	115	121	3
	8p	117	124	130	3
5b	6p	103	110	116	3.5
	7p	112	119	125	3.5
	8p	121	128	134	3.5
6b	7p	116	123	129	4
	8p	125	132	138	4

Policy D8: Public realm

6.26 Development Plans and development proposals should, amongst other criteria ensure the public realm is well-designed, safe, accessible, inclusive, attractive, well-connected, related to the local and historic context, and easy to understand, service and maintain. Landscape treatment, planting, street furniture and surface materials should be of good quality, fit-for-purpose, durable and sustainable.

Policy H1: Increasing housing supply

6.27 Table 4.1 sets the ten-year targets for net housing completions that each local planning authority should plan for. Boroughs must include these targets in their Development Plan Documents. In regard to the London Borough of Hillingdon, Table 4.1 sets a 10 year target of 10,830 net housing completions (2019/20 -2028/29).

Policy H2: Small sites

- 6.28 Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making, in order to significantly increase the contribution of small sites to meeting London's housing needs and diversify the sources, locations, type and mix of housing supply.

Policy H10: Housing size mix

- 6.29 Part A states that schemes should generally consist of a range of unit sizes. To determine the appropriate mix of unit sizes in relation to the number of bedrooms for a scheme, applicants and decision-makers should have regard to:

- 1) robust local evidence of need where available or, where this is not available, the range of housing need and demand identified by the 2017 London Strategic Housing Market Assessment*
- 2) the requirement to deliver mixed and inclusive neighbourhoods*
- 3) the need to deliver a range of unit types at different price points across London*
- 4) the mix of uses in the scheme*
- 5) the range of tenures in the scheme*
- 6) the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity*
- 7) the aim to optimise housing potential on sites*
- 8) the ability of new development to reduce pressure on conversion, sub-division and amalgamation of existing stock*
- 9) the need for additional family housing and the role of one and two bed units in freeing up existing family housing.*

- 6.30 Part B states that, for low-cost rent, boroughs should provide guidance on the size of units required (by number of bedrooms) to ensure affordable housing meets identified needs. This guidance should take account of:

- 1) evidence of local housing needs, including the local housing register and the numbers and types of overcrowded and under-occupying households*
- 2) other criteria set out in Part A, including the strategic and local requirement for affordable family accommodation*
- 3) the impact of welfare reform*
- 4) the cost of delivering larger units and the availability of grant.*

Policy T4: Assessing and mitigating transport impacts

- 6.31 Part 5 of this policy states development proposals should not increase road danger.

Policy T5: Cycling

- 6.32 Developments should secure the provision of appropriate levels of cycle parking which should be fit for purpose, secure and well-located. Developments should provide cycle parking at least in accordance with the minimum standards set out in Table 10.2.

C3-C4	dwelling (all)	1 space per studio or 1 person 1 bedroom dwelling 1.5 spaces per 2 person 1 bedroom dwelling 2 spaces per all other dwellings
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Policy T6: Car parking

- 6.33 Part D states that the maximum car parking standards set out in Policy T6.1 Residential parking should be applied to development proposals.

Policy T6.1: Residential Parking

- 6.34 New residential development should not exceed the maximum parking standards set out in Table 10.3, which states all properties in an area with a PTAL of 2-3 in Outer London, with 1 - 2 bedrooms should provide a maximum of up to 0.75 space per dwelling.

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

- 6.35 This Development Management Policies document forms part of Hillingdon's Local Plan Part 2. Its purpose is to provide detailed policies that will form the basis of the Council's decisions on individual planning applications. Policies DMH 1 and DMH 2 are referred to within the reason for refusal.

Policy DMH 1: Safeguarding Existing Housing

- 6.36 This policy states:

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 DMH 2: Housing Mix

- 6.37 This policy states that *"The Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need."*

Policy DMH 4: Residential Conversions and Redevelopment

6.38 This policy is not included in the reason for refusal; however, it is relevant to this appeal and states that 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

7.0 GROUNDS OF APPEAL

Introduction

7.1 The appellant's case will focus on the concerns raised in the decision notice, which states that:

1. *The conversion of the three-bedroom dwelling into a 1x1 bed unit and 1x2 bed unit would result in the loss of a residential unit that is suitable and appropriately sized for a family. 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 and DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2024).*

7.2 This statement will also discuss the individual circumstances of this case and the context of the appeal property within the residential setting, with the main criteria in the determination of the appeal application being:

- Impact on amenities of neighbouring properties
- Impact on street scene
- Transport and parking
- Amenity of future occupants (internal and external space)
- Principle of development

Impact on amenities of neighbouring properties

7.3 The NPPF (2024) states in paragraph 135 that planning policies and decisions should ensure that developments create a high standard of amenity for existing and future users. These aims are supported by the London Plan (2021) and Policy DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), which state that planning applications relating to alterations and extensions of dwellings will be required to ensure, amongst other matters, that: ii) a satisfactory relationship with adjacent dwellings is achieved; and v) there is no unacceptable loss of outlook to neighbouring occupiers; together with Policy DMHB 11, which advises that all development will be required to be designed to the highest standards and incorporate principles of good design, whilst not adversely impacting on the amenity, daylight and sunlight of adjacent properties and open space.

7.4 As the proposed conversion does not require any extensions to the property, and the only external changes are to the ground floor fenestration, with new windows and doors at the rear of the existing rear extension, the Planning Officer has confirmed that *"This is not considered to cause any additional overlooking, loss of light or overbearing impact to any neighbouring property."*

- 7.5 In response to the 2 neighbourhood consultation comments received by the Council, regarding the first and second floor habitable room windows overlooking neighbouring properties, the Planning Officer considered that the proposed upper floor flat would have a similar arrangement to the existing front and rear habitable bedroom windows within this property, with the existing 21m separation gap retained between neighbouring habitable room windows. It was therefore stated that *“It is not considered there would be any additional overlooking or loss of privacy created”* with the 21m gap considered an acceptable distance to prevent overlooking.
- 7.6 In relation to the concerns raised about potential noise, it was assessed 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.”* On balance, any noise and disturbance that might result from the proposed conversion into 2 flats was therefore considered unlikely to be significantly different to that from one large household that could occupy the property.
- 7.7 It was also stated that any noise transmission to the adjoining property would be unlikely to be significant and no more problematic than if the property were to be used as a large family dwelling, so there would be no requirement for sound insulation, with the Planning Officer concluding that *“the proposal would not cause unreasonable harm to the living conditions of neighbouring occupiers”* in compliance with Policy DMHD 1 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

Impact on street scene

- 7.8 Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (Nov 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm, contributing to community cohesion and a sense of place.



Appeal Property within the Street Scene



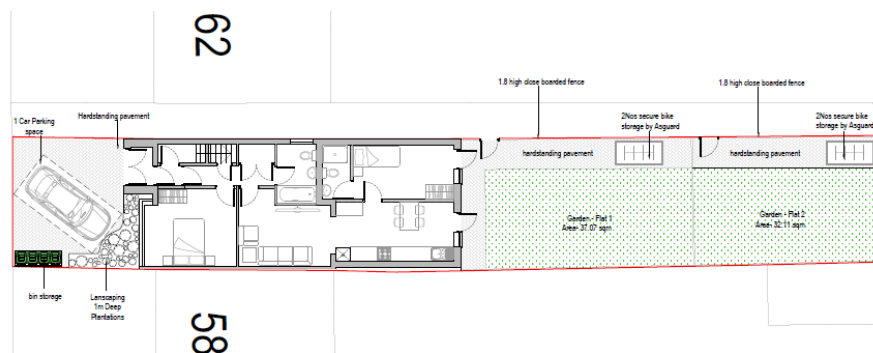
Existing/Proposed Front Elevation

- 7.9 Policies DMHB 11 and DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) also advise that all development will be required to be designed to the highest standards and incorporate principles of good design, taking 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, with no adverse impact on the street scene.
- 7.10 As the current proposal includes no extensions or external changes within the street scene, the Council has stated that it will not cause harm to the character and appearance of the existing property nor the surrounding area. As such, the development complies with Policies DMHD 1 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

Traffic Impact/Pedestrian Safety

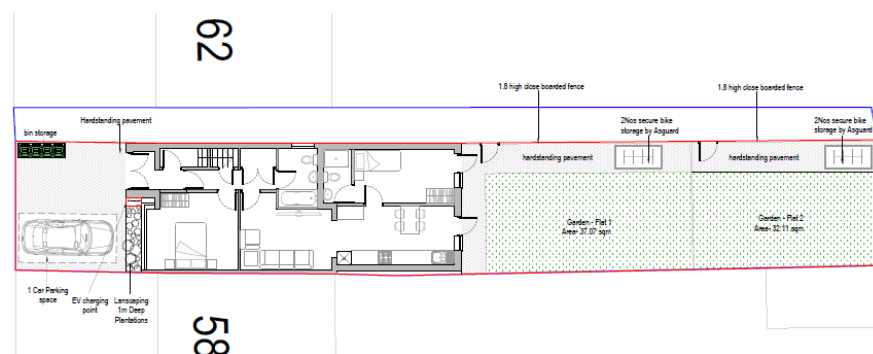
- 7.11 Paragraph 116 of the NPPF (2024) states that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”*
- 7.12 At a local level, Policy DMT 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires development proposals to meet the transport needs of the development and to address its transport impacts in a sustainable manner; and Policy DMT 2 sets out the criteria that development proposals must ensure, together with Policy DMT 6, which states that 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.
- 7.13 The proposal will convert the 3 bedroom house into a 2 bedroom flat on the ground floor, and a 1 bedroom flat on the first and second floor levels. The development will provide 1 on-site car parking space within the front curtilage, and a secure cycle storage enclosure for 2 cycles, within each rear garden area.
- 7.14 As the property is set in an outer London borough, with a PTAL of 2, the maximum parking standards outlined in the London Plan Table 10.3 state that dwellings with 1-2 beds should have a maximum of up to 0.75 car spaces.
- 7.15 The development was assessed by the Highways Officer, and it was confirmed within the Delegated Report that *“given that 1.5 spaces is not possible, the provision of 1 on-site car parking space is acceptable given bus stops are within easy walking distance and due to the design and width of Lansbury Drive parking is not possible.”*

- 7.16 The proposed site plan is illustrated below, and this retains 1 car parking space which is set at an angle, some soft landscaping and a bin storage area; however, the Highways Officer has stated that *“The car parking layout is not acceptable which is shown at an angle, parking bays must be perpendicular to the public highway, therefore to avoid obstructing pedestrian access at the entrance the parking should be at the southern end of the forecourt and bin storage located to the northern end, therefore landscaping in the forecourt which does not allow vehicle parking perpendicular to the public highway will need to be removed.”*



Proposed Site Plan

- 7.17 The HA goes on to confirm that there is sufficient scope for the applicant to satisfactorily address the above requirements and therefore could be conditioned, and that there is no objection, subject to the detailed conditions. The appellant has therefore provided a revised plan set, which contains a new site plan, with the parking place, landscaping, bin storage and 1no. active 7Kw EVCP for the 1 car parking space, to meet the Highways Officer's recommendations. This is illustrated below, and is also contained within **Appendix A - Revision A Plan Set**.



Revised Site Plan – see Appendix A

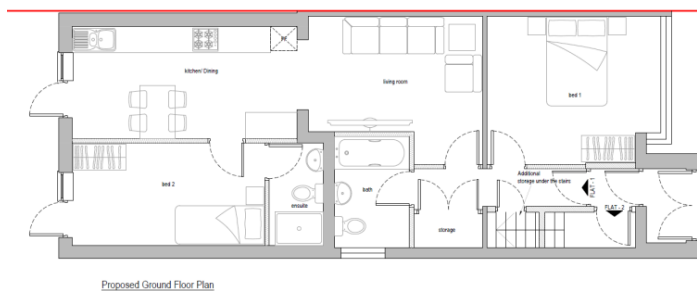
- 7.18 The cycle parking storage for each dwelling is shown at the rear of the site and has direct access from the public highway, which has been considered acceptable.
- 7.19 Overall, it is requested that the Rev A plan set can be considered as part of this appeal, with the proposed parking and cycle provision deemed acceptable.

Amenity of future occupants

- 7.20 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, with the space standards set out in Table 5.1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) being the same as those found in Table 3.1 of the London Plan (2021).

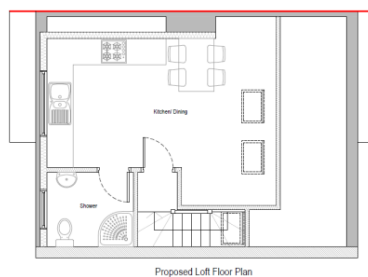
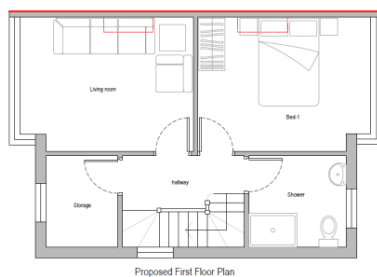
Internal amenity space

- 7.21 The proposed conversion of the property will provide two self-contained flats, consisting of Flat 1 which is a 1 storey, 2 bedroom, 3 person unit with a gross internal floor area of 62.6sq.m on the ground floor; and Flat 2, that will be a 2 storey, 1 bedroom, 2 person unit on the first and second floor levels, with a gross internal floor area of 63.6sq.m.



Flat 1
Ground Floor
62.60 sq.m
accommodating
three people in
the 2-bed flat

- 7.22 The proposed ground floor flat will have a hallway with a storage cupboard, an open plan kitchen/dining/living room, a double bedroom, a single bedroom and a family bathroom. The flat will have direct access to private garden space.



Flat 2
First Floor & Loft
63.60 sq.m
accommodating
two people in
the 1-bed flat

- 7.23 The upper floor flat will have a living room, double bedroom, storage room and shower room on the first floor, with a kitchen/dining area in the extended loft space.
- 7.24 The Planning Officer has confirmed that *“Both flats would have adequate internal floor areas complying with Table 3.1 of Policy D6 of the London Plan (2021). All habitable rooms would have an adequate source of light and outlook and as such is considered acceptable”* and to comply with Policy D6 of the London Plan (2021) and Policy DMHB 16 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

External amenity space

- 7.25 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.
- 7.26 This should meet the standards set out in Table 5.3 of Policy DMHB 18 which requires 1 bedroom flats to have a minimum of 20sq.m of private well located external amenity space; and 2 bedroom flats should have an outdoor space of 25sq.m.
- 7.27 In this case, the existing long rear garden will be subdivided to provide each flat with their own private garden area, to be accessed via a shared access path between the host site and No. 62 Lansbury Drive, or directly from the rear of the property, in regard to Flat 1.
- 7.28 The Council has confirmed that *“Both gardens would exceed the minimum space requirement and are considered useable and adequately private. As such, the development complies with Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).”*

Principle of Development

- 7.29 As detailed in the paragraphs above, the appellant’s architect has designed a high quality development that will successfully convert the existing dwellinghouse into 2 self-contained flats. The new units will be spacious, with good levels of outlook and daylight, together with well-sized private garden areas, parking, cycle storage and waste facilities, to provide an overall excellent standard of residential amenity for future occupants.
- 7.30 Although the Council has objected to the loss of a single family dwelling, the principle of the development is strongly supported by the sentiments of the NPPF (2024), with Section 2 commenting on the importance of the social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations.
- 7.31 Section 5 relates to the delivery of a sufficient supply of homes, with paragraph 63 stating that within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies; including but not limited to, those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.

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- 7.32 The London Plan (2021) also strongly supports the need for new housing, with Objective GG4 stating that to create a housing market that works better for all Londoners, those involved in planning and development must create mixed and inclusive communities, with good quality homes that meet high standards of design and provide for identified needs, including for specialist housing.
- 7.33 Policy H1 of the London Plan outlines the boroughs' 10 year target for net housing completions, with a target set for the delivery of 10,830 net housing completions (2019/20-2028/29) in the London Borough of Hillingdon, as outlined in Table 4.2; which highlights the pressing need for more homes and that a genuine choice of new homes should be supported, which are of the highest quality and of varying sizes and tenures, in accordance with Local Development Frameworks.
- 7.34 Policy H2 also encourages boroughs to support well-designed new homes on small sites (below 0.25 hectares in size), and to recognise that local character evolves over time and will need to change in appropriate locations to accommodate additional housing on small sites.
- 7.35 Moreover, Policy H10 of the London Plan 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.
- 7.36 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. This includes local evidence of need, with paragraph 4.6 highlighting that there is a substantial borough-wide requirement for larger affordable and private market units, particularly three-bedroom properties.
- 7.37 At a local level, Policy DMH 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), seeks to safeguard existing housing and therefore resists the net loss of existing self-contained housing, including affordable housing, unless the housing is replaced with at least equivalent residential floorspace. In this case, the proposal will not result in the loss of any residential floor space, and thereby complies with Part A of this policy, with the existing single-family dwelling to be replaced by the two proposed flats.
- 7.38 Part B of Policy DMH 1 also outlines that the Council will grant planning permission for the subdivision of dwellings only if car parking standards can be met within the curtilage of the site without being detrimental to the street scene; 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;

adequate amenity space is provided for the benefit of residents; and adequate living space standards are met. The proposed development meets all these criteria, as confirmed in the previous paragraphs.

- 7.39 Furthermore, Policy DMH 4 of the Local Plan (2020) states that 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.*

- 7.40 The Planning Officer has gone on to outline that *“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'.”* The existing property has a gross internal floor area of 126.2sqm, and as no extensions are proposed, the floor area exceeds the policy requirements.

- 7.41 The Planning Officer has confirmed that *“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”.*

- 7.42 The only concern raised in regard to the proposed development is the loss of a family-sized dwelling for which there is an identified need in the Borough. As such, the principle of converting the property into two separate flats (1 x 1 bed and 1 x 2 bed) has not been supported by the Council, as it is considered that *“it would result in the loss of a three-bedroom single dwelling that is suitable for a family, without any re-provision of family-sized housing.”*

- 7.43 However, it is important to note that the small-scale development will enable more effective use of the site by re-providing a small 3 person family-sized dwelling, with direct access to a good sized garden, and a high quality 1 bedroom smaller unit of accommodation, and in accordance with paragraph 4.11 of the supporting text for Policy DMH 4, this can be achieved without harming the character of the area.

- 7.44 It is also argued that, together with providing a 2 bedroom, 3 person dwelling, which is a more affordable starter home, the conversion to flats will not result in any loss of residential floor space, and will result in a net gain of one residential unit. The conversion also does not permanently preclude the possibility of reverting to a single dwelling in the future.
- 7.45 The Hillingdon Strategic Housing Market Assessment Report of Findings dated May 2025, has provided data on the latest housing needs in Hillingdon, and Figure 8 below shows the household numbers and net change for Hillingdon from 2025 to 2040 separated out by the age of the household representative person (HRP).

Figure 8: Total projected households for 2025/26 and 2039/40 and change by household type and age of household representative (Note: Figures rounded to nearest 100; All calculations based on unrounded data. Figures may not sum due to rounding)

Year	Household Type	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	TOTAL
Change	Single person	+500	+450	-190	+10	+640	+1,590	+2,060	+1,100	+6,200
Change	Couple without children	+230	+510	-170	+10	+1,140	+1,910	+1,760	+500	+5,900
Change	Families with child(ren)	+310	+860	-900	+20	+330	+60	+20	+0	+700
Change	Other households	+570	+470	-240	+10	+620	+620	+460	+210	+2,700
Change	TOTAL	+1,600	+2,300	-1,500	+0	+2,700	+4,200	+4,300	+1,800	+15,500

- 7.46 Paragraph 2.18 states that, in summary over the 15-year period:

- » *Single person households are projected to increase by 6,200, including an increase of 760 with a household representative aged under 45;*
- » *Families with dependent children have a modest growth of 700, with a drop for those aged 35-44 years projected, as discussed earlier;*
- » *Couples without dependent children are projected to rise by 5,900 households;*
- » *The increase in “Other” households represents 2,700 households*

- 7.47 Paragraph 2.20 adds that “Therefore, overall, the majority of new housing is required for single people and couples without children, with many aged over 55 years, but some also under 35 years.”

- 7.48 Table 41 indicates that the majority of people in Hillingdon struggle to afford the market value or rent for housing, and that larger properties are not in demand as they are unaffordable.

Figure 41 Overall Dwelling need for Affordable Housing (including households aspiring to home ownership) and Market Housing by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	Unable to afford social rents	Unable to afford intermediate	Require intermediate housing	Total Affordable Housing	Total Market Housing	Total
1 bedroom	1,453	376	700	2,529	217	2,746
2 bedrooms	1,531	522	1,367	3,420	562	3,982
3 bedrooms	2,169	760	499	3,428	3,590	7,018
4+ bedrooms	1,586	630	398	2,614	-323	2,291
C2 Dwellings	-	-	-	-	208	208
TOTAL	6,740	2,289	2,964	11,991	4,046	16,245
1 bedroom	8.9%	2.3%	4.3%	15.6%	1.3%	16.9%
2 bedrooms	9.4%	3.2%	8.4%	21.1%	3.5%	24.5%
3 bedrooms	13.4%	4.7%	3.1%	21.1%	22.1%	43.2%
4+ bedrooms	9.8%	3.9%	2.4%	16.1%	-2.0%	14.1%
C2 Dwellings					1.3%	1.3%

- 7.49 The up-to-date Hillingdon SHMA Report (2025) highlights that new build properties are often out of reach for buyers or renters, and also raises the issue that more than one family are often living together to afford the rent of a larger house, leading to overcrowding. Alternatively, people are being forced to move out of the borough altogether, to find cheaper accommodation; therefore, the proposed conversion to smaller affordable units adds positively to the mix of housing within the borough and helps in this regard. It is therefore argued that the proposal to create 2 smaller units of accommodation, in an area dominated by 3 bedroom houses, could provide a more affordable option for a small family, a couple or a single person, wanting to rent in an area where they would otherwise be priced out of the market.
- 7.50 Furthermore, it is argued that the Council's decision making is inconsistent, as the Planning Officer has acknowledged that a similar development was considered acceptable at No. 76 Lansbury Drive, in Hayes, where the 'Erection of a single storey rear extension and conversion of single dwelling into 1 x 1-bed and 1 x 2-bed self-contained flats with associated parking and amenity space, involving demolition of existing outbuilding' was granted on 20th February 2020, under planning application reference 28415/APP/2019/715 (see **Appendix B**).
- 7.51 The Planning Officer has commented in relation to the proposed conversion at No. 60 Lansbury Drive and approval at No. 76 that *"The proposed development would lead to the loss of a further family sized dwelling reducing the housing market further. The development is clearly contrary to the above policies and as such would cause further harm. Officers are mindful that one decision and example of poor development should not be used as justification for another. In essence the decision to allow 1 development should not be carried forward to justify accepting a policy departure here. It is clear that the development plan seeks to safeguard family sized housing at all levels in order to meet an underlying need as set out within the Council SHMA."*
- 7.52 In response, the conversion at No. 76 Lansbury Drive was considered to comply with the provisions of the Hillingdon Local Plan Part 1 (2012), Part 2 (2020) and the London Plan (2016), with no concerns having been raised in regard to the principle of the development, as all the other main considerations relating to the impact on the amenities of the occupiers of neighbouring residential properties, the impact on street scene, traffic impact/pedestrian safety, carparking and layout, together with internal and outdoor amenity provision, all considered acceptable.
- 7.53 It is pointed out that all these considerations are also considered acceptable in regard to the current appeal proposal at No. 60, and it is thus argued that the principle of the development, which will deliver an additional residential unit of accommodation, ought to be considered acceptable and in line with the more recent government policies which seek to increase the provision of additional homes by finding opportunities through the better use of land and the intensification of small sites.

8.0 CONCLUSION

- 8.1 Whilst it is understandable that the Council would want to prevent unsympathetic development, it is asserted that the Planning Officer has failed to adequately assess or appreciate the appeal proposal and the high quality accommodation that would be created by the conversion of this extended house into two spacious, smaller units of accommodation.
- 8.2 Moreover, Flat 1 comprises a 2-bedroom, 3-person unit with direct access to a substantial 62sq.m private rear garden; therefore, in functional planning terms, this unit is entirely suitable for a small family, thus representing a 'net gain' in housing without any 'net loss' of a family unit.
- 8.3 As detailed in this statement, it is also clear that the approval of a similar development at No. 76 Lansbury Drive under reference 28415/APP/2019/715, which was assessed against the same development plan policies, ought to be given some weight. For the Council to now retrospectively label their recent decision as 'poor development' represents a contradiction in decision-making, with consistency being fundamental to the planning system.
- 8.4 This statement has demonstrated that the conversion of the three-bedroom dwelling into a 1x2 bed unit and 1x1 bed unit would result in no loss of residential floorspace, and the 2 flats provided would create high quality, more affordable units of accommodation, with the Hillingdon Strategic Housing Market Assessment Report of Findings (2025) having identified that small families are currently sharing larger homes that are unaffordable for one family to rent, or are moving out of the area altogether, due to the lack of affordable accommodation.
- 8.5 Whilst the Council highlights a need for 3-bedroom homes, this must also be viewed alongside affordability considerations, and by converting one larger single dwelling into two more affordable units (one of which remains family-appropriate), the proposal directly contributes to addressing the pressing need for affordable homes in Hayes. Retaining the site as a single larger dwelling does not effectively respond to the borough's housing priorities, particularly where affordability barriers are already significant, with the proposal providing a better mix of units and more choice for local residents, so that they can remain in the area.
- 8.6 The proposal will cause no harm to the character of the appeal dwelling, the street scene and the wider area, with the Council having also confirmed that *"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"*.

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- 8.7 The revised plan set contained in Appendix A also demonstrates that the requirements of the Highways Officer can easily be accomplished, and it is requested that this updated plan set be assessed as part of this appeal, as the changes are minor and doing so will therefore not prejudice the Council's decision-making process or the neighbour consultation responses.
- 8.8 In summary, it is argued that the proposal would not undermine the supply of family housing within the Borough and that there is no justification for the refusal, given the similar development approved at No. 76 Lansbury Drive.
- 8.9 The National Planning Policy Framework (2024) states that decision-takers at every level should seek to approve applications for sustainable development where possible. For the above reasons, it is politely requested that this appeal be allowed with the inclusion of any conditions considered necessary in this case.

EJB PLANNING – December 2025

