

## 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 | <input type="checkbox"/> |
| 2. | Application complies with all relevant planning policies and is acceptable on planning grounds                | <input type="checkbox"/> |
| 3. | There is no Committee resolution for the enforcement action                                                   | <input type="checkbox"/> |
| 4. | There is no effect on listed buildings or their settings                                                      | <input type="checkbox"/> |
| 5. | The site is not in the Green Belt (but see 11 below)                                                          | <input type="checkbox"/> |

## REFUSAL RECOMMENDED: GENERAL

|    |                                                                 |                          |
|----|-----------------------------------------------------------------|--------------------------|
| 6. | Application is contrary to relevant planning policies/standards | <input type="checkbox"/> |
| 7. | No petition of 20 or more signatures has been received          | <input type="checkbox"/> |
| 8. | Application has not been supported independently by a person/s  | <input type="checkbox"/> |
| 9. | The site is not in Green Belt (but see 11 below)                | <input type="checkbox"/> |

## RESIDENTIAL DEVELOPMENT

|     |                                                                                  |                          |
|-----|----------------------------------------------------------------------------------|--------------------------|
| 10. | Single dwelling or less than 10 dwelling units and/or a site of less than 0.5 ha | <input type="checkbox"/> |
| 11. | Householder application in the Green Belt                                        | <input type="checkbox"/> |

## 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 | <input type="checkbox"/> |
| 13. | Refusal of change of use from retail class A1 to any other use                                                                    | <input type="checkbox"/> |
| 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.   | <input type="checkbox"/> |

## CERTIFICATE OF LAWFULNESS

|     |                                                             |                          |
|-----|-------------------------------------------------------------|--------------------------|
| 15. | Certificate of Lawfulness (for proposed use or Development) | <input type="checkbox"/> |
| 16. | Certificate of Lawfulness (for existing use or Development) | <input type="checkbox"/> |
| 17. | Certificate of Appropriate Alternative Development          | <input type="checkbox"/> |

## CERTIFICATE OF LAWFULNESS

|     |                                                                                                                 |                          |
|-----|-----------------------------------------------------------------------------------------------------------------|--------------------------|
| 18. | ADVERTISMENT CONSENT (excluding Hoardings)                                                                      | <input type="checkbox"/> |
| 19. | PRIOR APPROVAL APPLICATION                                                                                      | <input type="checkbox"/> |
| 20. | OUT-OF-BOROUGH OBSERVATIONS                                                                                     | <input type="checkbox"/> |
| 21. | CIRCULAR 18/84 APPLICATION                                                                                      | <input type="checkbox"/> |
| 22. | CORPSEWOOD COVENANT APPLICATION                                                                                 | <input type="checkbox"/> |
| 23. | APPROVAL OF DETAILS                                                                                             | <input type="checkbox"/> |
| 24. | ANCILLARY PLANNING AGREEMENT (S.106 or S.278) where the Heads of Terms have already received Committee approval | <input type="checkbox"/> |
| 25. | WORKS TO TREES                                                                                                  | <input type="checkbox"/> |
| 26. | OTHER (please specify)                                                                                          | <input type="checkbox"/> |

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

**Item No.**                      **Report of the Head of Development Management and Building Control**

**Address:**                      21 GREEN LANE HILLINGDON

**Development:**                Change of use of a dwellinghouse (Use Class C3) to a House in Multiple Occupation (HMO) for 5 occupants (Use Class C4).

**LBH Ref Nos:**                **49724/APP/2025/3002**

**Drawing Nos:**                Location plan  
                                          6027- 1  
                                          6027- 2  
                                          6027- 3  
                                          6027- 4

**Date Plans received:**        22-01-26                      **Date(s) of Amendments(s):**

**Date Application valid**       22-01-26

## 1. SUMMARY

The proposals relate to the change of use of a dwellinghouse (Use Class C3) to a House in Multiple Occupation (HMO) for 5 occupants (Use Class C4).

Whilst the proposal would not result in an overconcentration of similar uses in the area, the proposal and the high number of potential occupants would result in noise and general disturbance to neighbouring properties alongside a harmful over-intensification of the use of the site (through additional comings and goings generated by the additional occupants), detrimental to both the occupiers and neighbouring properties and the residential amenity of the area. The proposal is, therefore, contrary to Policies DMH 5 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies D3 and D13 of the London Plan (2021) and Paragraph 135 (f) of the National Planning Policy Framework (2024).

## 2. RECOMMENDATION

**REFUSAL** for the following reasons:

### 1. NON2 Non Standard reason for refusal

The proposal and the high number of potential occupants would result in noise and general disturbance to neighbouring properties alongside a harmful over-intensification of the use of the site (through additional comings and goings generated by the additional occupants), detrimental to both the occupiers and neighbouring properties and the residential amenity of the area. The proposal is, therefore, contrary to Policies DMH 5 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies D3 and D13 of the London Plan (2021)

and Paragraph 135 (f) of the National Planning Policy Framework (2024).

## 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).

### 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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

|         |                                                                 |
|---------|-----------------------------------------------------------------|
| DMH 2   | Housing Mix                                                     |
| DMHB 11 | Design of New Development                                       |
| DMHB 12 | Streets and Public Realm                                        |
| DMHB 15 | Planning for Safer Places                                       |
| DMHB 16 | Housing Standards                                               |
| DMHB 18 | Private Outdoor Amenity Space                                   |
| DMT 1   | Managing Transport Impacts                                      |
| DMT 2   | Highways Impacts                                                |
| DMT 5   | Pedestrians and Cyclists                                        |
| DMT 6   | Vehicle Parking                                                 |
| LPP D1  | (2021) London's form, character and capacity for growth         |
| LPP D3  | (2021) Optimising site capacity through the design-led approach |
| LPP D4  | (2021) Delivering good design                                   |
| LPP D5  | (2021) Inclusive design                                         |
| LPP D6  | (2021) Housing quality and standards                            |

|            |                                                      |
|------------|------------------------------------------------------|
| LPP D7     | (2021) Accessible housing                            |
| LPP H1     | (2021) Increasing housing supply                     |
| LPP H2     | (2021) Small sites                                   |
| LPP SI13   | (2021) Sustainable drainage                          |
| LPP T5     | (2021) Cycling                                       |
| LPP T6     | (2021) Car parking                                   |
| LPP D14    | (2021) Noise                                         |
| LPP E10    | (2021) Visitor infrastructure                        |
| LPP T4     | (2021) Assessing and mitigating transport impacts    |
| LPP T6.1   | (2021) Residential parking                           |
| DMH 1      | Safeguarding Existing Housing                        |
| DMH 5      | Houses in Multiple Occupation                        |
| NPPF12 -24 | NPPF12 2024 - Achieving well-designed places         |
| NPPF5 -24  | NPPF5 2024 - Delivering a sufficient supply of homes |
| NPPF8 -24  | NPPF8 2024 - Promoting healthy and safe communities  |
| NPPF9 -24  | NPPF9 2024 - Promoting sustainable transport         |

### 3. CONSIDERATIONS

#### 3.1 Site and Locality

21 Green Lane is a bungalow which has been subject to various extensions most visibly to the roof of the building where two large box dormers have been added to either side of the property under permitted development rights. A lawful development certificate was granted for the works to the roof of the property alongside a single storey rear extension in 2019 (49724/APP/2019/154). There is parking to the front of the property for two vehicles.

The property has previously undergone conversion into a holiday let premises. Retrospective planning permission (49724/APP/2024/2345) was refused for this use in November 2024 and an appeal against refusal of planning permission was dismissed in April 2025. The property is understood to have reverted back to use as a dwelling, however it is noted that comments raised suggest that the property is currently being used as an HMO, a matter that has been referred to the Councils planning enforcement team.

#### 3.2 Proposed Scheme

Planning permission is sought to change the use of a dwellinghouse (Use Class C3) to a House in Multiple Occupation (HMO) for 5 occupants (Use Class C4).

### 3.3 Relevant Planning History

49724/APP/2024/2345      21 GREEN LANE HILLINGDON

Change of use from Class C3 (Dwellinghouse) to short term holiday let (Sui Generis)(Retrospective Application).

**Decision:** 26-11-2024      Refusal

**Appeal:** 04-04-25      Dismissed

49724/APP/2019/154      21 GREEN LANE HILLINGDON

Single storey rear extension, conversion of roof space to habitable use to include 2 side dormers, 2 side roof lights and conversion of rear of roof from hip to gable end with a new gable end window, involving alterations to front, rear and side elevations (Application for a Certificate of Lawful Development for a Proposed Development).

**Decision:** 12-03-2019      Approval

49724/APP/2018/2408      21 GREEN LANE HILLINGDON

Single storey rear extension, conversion of roof space to habitable use to include 2 side dormers, 2 side roof lights and conversion of rear of roof from hip to gable end with a new gable end window, involving alterations to front, rear and side elevations (Application for a Certificate of Lawful Development for a Proposed Development).

**Decision:** 04-09-2018      Refusal

49724/B/96/0154      21 GREEN LANE HILLINGDON

Erection of a single storey side and rear extension

**Decision:** 07-05-1996      Approval

#### Comment on Planning History

The relevant, recent planning history is referenced above section namely in relation to the recently refused application to convert the property into a holiday let, and subsequent dismissed appeal.

### 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

#### CONSULTEE COMMENTS

##### Highways

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 related concerns, in accordance with Local Plan: Part 2 Development Management Plan (2020) - Policies DMT 1, DMT 2 & DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).

Access Officer

No objections raised from an accessibility perspective.

## 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 Policies:

|          |                                                                 |
|----------|-----------------------------------------------------------------|
| DMH 2    | Housing Mix                                                     |
| DMHB 11  | Design of New Development                                       |
| DMHB 12  | Streets and Public Realm                                        |
| DMHB 15  | Planning for Safer Places                                       |
| DMHB 16  | Housing Standards                                               |
| DMHB 18  | Private Outdoor Amenity Space                                   |
| DMT 1    | Managing Transport Impacts                                      |
| DMT 2    | Highways Impacts                                                |
| DMT 5    | Pedestrians and Cyclists                                        |
| DMT 6    | Vehicle Parking                                                 |
| LPP D1   | (2021) London's form, character and capacity for growth         |
| LPP D3   | (2021) Optimising site capacity through the design-led approach |
| LPP D4   | (2021) Delivering good design                                   |
| LPP D5   | (2021) Inclusive design                                         |
| LPP D6   | (2021) Housing quality and standards                            |
| LPP D7   | (2021) Accessible housing                                       |
| LPP H1   | (2021) Increasing housing supply                                |
| LPP H2   | (2021) Small sites                                              |
| LPP SI13 | (2021) Sustainable drainage                                     |
| LPP T5   | (2021) Cycling                                                  |
| LPP T6   | (2021) Car parking                                              |

|            |                                                      |
|------------|------------------------------------------------------|
| LPP D14    | (2021) Noise                                         |
| LPP E10    | (2021) Visitor infrastructure                        |
| LPP T4     | (2021) Assessing and mitigating transport impacts    |
| LPP T6.1   | (2021) Residential parking                           |
| DMH 1      | Safeguarding Existing Housing                        |
| DMH 5      | Houses in Multiple Occupation                        |
| NPPF12 -24 | NPPF12 2024 - Achieving well-designed places         |
| NPPF5 -24  | NPPF5 2024 - Delivering a sufficient supply of homes |
| NPPF8 -24  | NPPF8 2024 - Promoting healthy and safe communities  |
| NPPF9 -24  | NPPF9 2024 - Promoting sustainable transport         |

In addition: Development Plan

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

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

Material Considerations

The National Planning Policy Framework (NPPF) (2024) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

## 7. MAIN PLANNING ISSUES

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

Policy DMHB 11 of the Local Plan states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Policy D14 of the London Plan states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life; mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on existing noise-generating uses; and improving and enhancing the acoustic environment and promoting appropriate soundscapes (including Quiet Areas and spaces of relative tranquillity).

The surrounding area is almost entirely residential in character and consists almost entirely of single family sized dwellings of a modest scale. Use of the property as an HMO would be fundamentally different to use as a Class C3 dwelling, given that use of the property by up to five unconnected adults would result in differing activity and patterns of movement compared with use as a Class C3 dwelling. This would include working patterns and a higher number of visitors. This would likely include movements on foot and by car throughout the day and night and it is considered that the over-intensification of the site would be to the detriment of the neighbouring properties along this quiet residential street, through the resulting additional levels of noise and disturbance.

Each person is likely to have their own routine with additional visitors and deliveries. Given the very nature of the road which is characterised by family sized household units, the alteration to form an HMO would fundamentally change the level of activity on site to the detriment on adjoining and wider residents overall amenity through comings/going leading to noise and disturbance. A comparable development to convert an existing Class C3 dwelling to an HMO at 47 Hanover Circle in Hayes was recently considered at appeal (APP/R5510/W/25/3372543) in which the inspector commented that:

"The proposal could be occupied by up to five households. Each is likely to have individual and different schedules for arrivals, visitors, and deliveries. This would have a very different, far more intensive character than a family home, significantly increasing potential for disturbance of neighbouring occupiers and heavily at odds with the established character of this residential area. The corner location and proximity of other HMOs mean that additional infrastructure and activity would be prominent and cumulative effects on neighbours would harm the character and appearance of the area, contrary to Part A of Policy DMH 5 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) (HLP2). As subdivision is not proposed and I have no concentration threshold evidence, I find no conflict with HLP2 Policy DMH 1 or Policy DMH 5 Part B.

As I have found, the proposal would likely be occupied by up to five households with different schedules, increasing activity and disturbance compared to a single-family home. Both semi-detached houses to the right as seen from the street are in use as small HMOs and nearby residents report problems with parking, noise and disturbance related to more intensive residential uses within the area.

These effects would also impact the future residents of the HMO and, whilst the management plan would assist in reducing or dealing with some these impacts, I am not convinced that it would result in adequate living conditions for neighbours or occupiers. Consequently, the proposal would be contrary to HLP2 Policies DMH 5 and DMHB 11, LP Policies D3 and D13"

in relation to the application site at 21 Green Lane, it is considered that the number of residents proposed within the building would be substantially more than if a large family were to occupy the dwelling and therefore the impact on neighbouring occupiers, in terms of vehicle movements, movements of residents at all times of the day and night and consequently noise and disturbance would be greater than could reasonably be expected if the property were occupied by a family and thus the proposal is considered to have an unacceptable and undue impact on existing residential amenity in terms of noise and disturbance and the proposal would therefore be contrary contrary to Policies DMH 5 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies D3 and D13 of the London Plan (2021) and Paragraph 135 (f) of the National Planning Policy Framework (2024).

## **7.2 Impact on Street Scene**

No external changes are proposed to the building.

## **7.3 Traffic Impact/Pedestrian Safety**

Presently off-street parking is provided to the front of the dwelling for a total of 2 vehicles, accounting for manoeuvrability into and out of the spaces, notwithstanding the applicants assertion that the driveway has the potential to accommodate 3 vehicles.

The site has a PTAL of 2 and is distant in relation to the nearest rail and underground stations at Uxbridge and Hayes and Harlington or West Drayton. Whilst there are bus stops located within 500 metres of the site on Uxbridge Road and West Drayton Road, the site is not readily accessible by public transport.

The submitted site plan indicates that there would be parking provided to the front of the property for three vehicles, which would be achieved by widening the existing crossover. Under planning application 49724/APP/2024/2345 permission was refused on the highway safety grounds owing to the nature of the holiday-let use, likely traffic generation and resultant overspill parking. Officers considered that the arrangement of three parking spaces previously shown would not allow sufficient room for vehicles to manoeuvre into the three spaces therefore it was considered that a maximum of two off-street parking spaces could be provided.

It is noted that the parking layout is revised under the current application to include the widening of the vehicular crossover and removal of a section of the front boundary wall. It is considered that the proposals demonstrate that access can be provided to the three parking spaces but there are questions regarding whether there is adequate manoeuvring space for the vehicles to enter each of the spaces and exist in the presence of vehicles' all parked at one time. Based on the Councils parking standards at least 2 parking spaces should be provided, it is considered that two of the spaces could be accessed without potential obstruction or damage to other parked vehicles and swept path drawings could be conditioned therefore a reason for refusal relating to acceptable car parking design and quantum would not be robustly justified.

Permission is sought for the property to be used by up to five occupants. The surrounding streets are not subject to specific parking restrictions and therefore an accumulation of vehicles on street is possible. The inspector in the previous appeal considered the impact of potential overspill parking within the surrounding streets, this was deemed to present unacceptable risk to highway safety and amenity. The nature of use and reduced number of occupiers would lessen the likelihood of overspill parking, whilst it has been adequately demonstrated that an additional parking space could be accommodated on the site.

Provision of cycle parking is shown on the proposed plans, whilst provision of EV charging infrastructure for a minimum of 20% (1) cycle parking space could be secured by condition were the application recommended for approval.

On this basis, officers consider that the development would provide appropriate parking and would not therefore be contrary to Policies DMT 1; DMT 2; DMT 5 and DMT 6 of the Local Plan Part 2 Development Management Policies; Policies T4 and T6 of the London Plan 2021; and the NPPF 2024, in particular Paragraphs 115 and 116.

## **7.4 Carparking & Layout**

These matters are addressed above.

## **7.5 Urban Design, Access and Security Considerations**

Not applicable as no changes are proposed to the dwelling.

## 7.6 Other Issues

### PRINCIPLE OF HMO USE

The Council issued a borough wide Article 4 direction in December 2025 restricting permitted development development rights to change the use of Class C3 dwellings to properties falling under a Class C4 HMO use, however the site already falls within an area covered by a pre-existing Article 4 direction similarly restricting permitted development development rights to change the use of Class C3 dwellings to properties falling under a Class C4 HMO use.

Policy DMH5 of the Local Plan states that:

In wards covered by an Article 4 Direction for HMOs Planning applications for the change of use from dwelling house (Use Class C3) to HMO (Use Class C4 and Sui Generis) will only be permitted:

- i) where it is in a neighbourhood area where less than 20% of properties are or would be exempt from paying council tax (or in the case of Conservation Areas 10%) because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs;
- ii) in Conservation Areas where less than 10% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs and the change of use does not form a consecutive HMO use in a street frontage;
- iii) where less than 15% of properties within 100 metres of a street length either side of an application property are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs; and
- iv) where the accommodation complies with all other planning standards relating to car parking, waste storage, retention of amenity space and garages and will not have a detrimental impact upon the residential amenity of adjoining properties.

The external amenity space and internal communal areas are considered appropriate to serve the needs of future occupiers.

A review of the Councils planning records indicates that there are no existing properties on Green Lane, Haig Road, New Road which are currently in use as an HMO. 47 West Drayton Road is recorded as benefitting from an HMO license, however there is no record of other properties within immediate proximity being in use as an HMO. It has been alleged that other properties on Green Lane have been used, or are in use as an HMO, including the application property. This has been referred to the planning enforcement team for investigation, however as use of the properties for this purpose is likely to be unlawful this has not been factored in where assessing concentration of HMO's within the area.

The evidence which demonstrates overconcentration can be misleading given that prior to the adoption of the borough wide Article 4 Direction C3 properties could be converted to C4 without the requirement for planning permission and may not require a license dependent on the number occupants residing within the property. Officers can only refer to the evidence that is available to the LPA which is the planning and HMO registers however this should be treated as a minimum number of HMO's given that there are likely to be others which there is not a public record of.

It is considered that the proposals would not result in an overconcentration of HMO's within the immediately surrounding context. For the reasons noted above however, it is considered that the

development would conflict with Part iv) of Policy DMH5 of the Local Plan as the development would undermine the amenity of surrounding residential occupiers.

**Contact Officer:** Mike Kemp

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