Development Mangement

APP. REF. NO: 75416/APP/2022/1825

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 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 then 10 dewlling 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 Heads of Terms have already received Committee approval	☐
25. WORKS TO TREES	☐
26. OTHER (please specify)	☐

The delegation powers schedule has been checked. 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 informatives 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 DATES SHOULD BE USED IN THE PS2 RETURNS TO THE ODPM

Item No. **Report of the Interim Director of Planning, Regeneration & Public Realm**

Address CRESCENT PARADE UXBRIDGE ROAD HILLINGDON

Development: Erection of three staircases at the rear. Roof extensions and alterations to facilitate the provision of 8 dwellings. Reconfiguration of seven flats at first and second floor level. Provision of refuse, recycling and cycle storage at the rear.

LBH Ref Nos: **75416/APP/2022/1825**

Drawing Nos: 19037-P300
GREEN RHINO PLANNING - Parking Survey
Sustainability and Energy Statement
19037-S102
19037-S103
19037-S104
19037-P302
19037-P301
19037-P303
19037-S101
19037-P304
19037-P310
19037-S100
Design and Access and Planning Statement

Date Plans received : 08/06/2022 **Date(s) of Amendment(s):**

Date Application Valid: 08/06/2022

1. SUMMARY

This application seeks planning permission for roof extensions and alterations to facilitate the creation of 8 dwellings. The proposed works also include the erection of three staircases, the reconfiguration of seven flats at first and second floor level and the provision of refuse, recycling and cycle storage facilities.

Due to its design, size, and siting the proposed development would form a harmful addition to the building, the character and appearance of the street scene and the setting of the Hillingdon Village Conservation Area. Furthermore the proposal would have a detrimental impact on the the local highways network and it would cause harm to the amenities of existing and future residents. For these reasons the development is considered to be contrary to planning guidance in the Local Plan, London Plan and NPPF.

A detailed assessment of the applications acceptability has been carried out below.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

Due to its excessive number of dormers, ridge height increases, resulting scale, prominent location, and 3x 3 storey, flat roofed rear extensions to create stairewells, it is considered that the proposed development would result in a poorly designed, top heavy,

unduly prominent and uncharacteristic building which would fail to harmonise with the established scale, character and appearance of the area. Subsequently the proposal would cause harm to the appearance of the street scene, visual amenities of the wider area and the setting of the adjacent Hillingdon Village Conservation Area. The proposal is therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020), as well as Policies D1, D3 and HC1 of the London Plan (2021) and paragraphs 130 (a) and (c) of the NPPF (2021).

2 NON2 Non Standard reason for refusal

The proposal would fail to provide a sufficient level of off-street parking, and therefore the development is considered to result in substandard car parking provision, leading to on-street parking/queuing to the detriment of public and highway safety and contrary to policies DMT 2 and DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020), London Plan Policies T4 and T6 and paragraph 109 of the NPPF (2021).

3 NON2 Non Standard reason for refusal

New stairwell 3 would allow for residents of proposed Apartment G to have direct, short distance views into the living room of the first floor flat below, adversely impacting on the amenities of the properties existing occupiers and the amenities of future residents of the property by reason of privacy loss. The proposed development would therefore be contrary to Policy DMHB 11 of the Local Plan: Part Two - Development Management Policies (2020) and Paragraph 130 (f) of the National Planning Policy Framework (2021).

4 NON2 Non Standard reason for refusal

No pedestrian footpath/cycle route will be provided for future residents leading from the dwellings to Cresent Parade Road/Uxbridge Road. As such new residents would have to walk or ride through the busy service yard and car park, to the mentioned roads. This could put them in danger from vehicles entering and existing the site. It is therefore considered that proposed development would create a dangerous, unwelcoming and hazardous environment for future residents of the scheme. The proposal is therefore considered to be contrary to paragraph 130 (f) of the NPPF (2021), D3 and T4 of the London Plan, DMHB 11, DMHB 12 and DMT2 and of the of the Hillingdon Local Plan : Part Two - Development Management Policies (2020)

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon 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 national guidance.

DMHB 4 Conservation Areas

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 D7	(2021) Accessible housing
LPP GG2	(2021) Making the best use of land
LPP H1	(2021) Increasing housing supply
LPP H2	(2021) Small sites
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 17	Residential Density
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP D6	(2021) Housing quality and standards
DMT 5	Pedestrians and Cyclists
LPP HC1	(2021) Heritage conservation and growth
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes

3 I74 Community Infrastructure Levy (CIL) (Refusing Consent)

This is a reminder that Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), should an application for appeal be allowed, the proposed development would be deemed as 'chargeable development' and therefore liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This would be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012.
For more information on CIL matters please visit the planning portal page at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

3. CONSIDERATIONS

3.1 Site and Locality

The development site located on the northern side of Uxbridge Road on the junction with Long Lane. The building is a mainly two storey building with a curved footprint. Most of the building has a gable ended roof form which has a stepped arrangement. Where the

building faces the junction between Uxbridge Road and Long Lane the building has a mansard roof design incorporating several small dormers.

On the ground floor the building contains 17 commercial units and above the ground floor there are a number of flats. Within the application site boundary to the rear is a service yard and access to the existing upper floor flats is by way of several external staircases. There are number of pre-paid parking bays in front of the site for customers of the commercial units.

Beyond the site to the north-west is 1-9 Highgrade Court, a flatted development. North-east of the site is No. 15 Long Lane a two storey residential dwelling. To the west is a large area of green covered in mature trees which are subject to a Tree Preservation Order and this green form part of Highfield House and is located within the Hillingdon Village Conservation Area. The site itself is not located within the conservation area but is on its periphery. With the exception of the petrol station the area surrounding the site is predominantly residential.

The site has a PTAL rating of 2.

3.2 Proposed Scheme

Planning permission is sought for roof extensions and alterations to facilitate the creation of 8 dwellings. The proposed works also include the erection of three staircases to the rear of the building, the reconfiguration of seven flats at first and second floor level and the provision of refuse, recycling and cycle storage facilities.

3.3 Relevant Planning History

75416/APP/2020/3194 Crescent Parade Uxbridge Road Hillingdon

Creation of 2 x 2-bed and 3 x 1-bed self-contained flats within the roof level of the existing building involving alteration to the roof to include raising of ridge height, 16 dormers to front, 2 x 3 storey rear extensions to provide staircase access and associated external works

Decision: 09-12-2020 Refused

75416/APP/2020/598 Crescent Parade Uxbridge Road Hillingdon

Conversion of roofspace to provide 5 x 2 bed flats and 3 x 1 bed flats

Decision: 06-05-2020 WD

75416/APP/2021/565 Crescent Parade Uxbridge Road Hillingdon

Second floor mansard roof extension to form 3 x 1 bed and 2 x 2 bed flats including 3 new staircases to facilitate access (Prior Approval)

Decision: 07-04-2021 Refused

Comment on Planning History

The sites planning history is set out in section 3.3 of this report.

It should be noted that a similar development (75416/APP/2020/3194) was refused planning permission at the site in 2020 for the following reasons:

1) The proposed alterations to the roof involving increasing the ridge height and creation of 16 dormers, by reason of their size, scale, height, bulk, massing and design, would constitute an incongruous form of development, which would fail to harmonise with the architectural composition of the original building and would be detrimental to the

character, appearance and visual amenities of the street scene and the surrounding area including the adjacent Hillingdon Village Conservation Area. The proposal is therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and Policies 3.5 and 7.4 of the London Plan (2016).

2) The proposed 3 storey, flat roofed rear extensions, by reason of their size, scale, height, bulk, massing and design, would constitute an incongruous form of development, which would fail to harmonise with the architectural composition of the original building and would be detrimental to the character, appearance and visual amenities of the street scene and the surrounding area including the adjacent Hillingdon Village Conservation Area. The proposal is therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 4, DMHB 11, DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and Policies 3.5 and 7.4 of the London Plan (2016).

3) The proposed flats involving the creation of external staircases and footways would fail to provide an adequate level of amenity to existing and future occupants of the subject site by way of loss of light, outlook and privacy. The development would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy DMHB 11 of the Local Plan: Part Two - Development Management Policies and Policy 3.5 of the London Plan.

4) The proposal has not demonstrated that sufficient off street parking/manoeuvring arrangements would be provided, and therefore the development is considered to result in substandard car parking provision, leading to on-street parking/queuing to the detriment of public and highway safety and contrary to policies DMT 2 and DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and to Hillingdon's Adopted Parking Standards as set out in Appendix C of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

Prior approval was also refused for development involving the creation of additional residential units on the roof of the building in 2021 (75416/APP/2021/565).

When comparing this scheme with the previously refused scheme (which sought planning permission), this scheme is different in that more residential units are proposed and the proposed roof extensions span along the entirety of the buildings existing roof. More dormers and openings are proposed to facilitate the new units and internal alterations are proposed at first floor to existing flats.

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

A site notice was placed at the site on 28/06/22 and 44 neighbouring properties were directly notified of the proposed development on 03/08/2022. During the 21 day consultation periods 3 letters of objection were received. Those objections have been summarised below.

1) The proposal would cause environmental pollution
2) The proposal would cause harm to the character and appearance of the area
3) The proposal would have an adverse impact on residential amenities
4) The proposal would block the main road at the back causing harm to the local highways network. Refuse collection would also harm the local highways network and flow of traffic to the rear of the site.
5) The proposal represents an overdevelopment of the site
6) The proposal would reduce pedestrian safety.
7) Construction works will cause nuisance and disturbance to local residents and businesses.
8) There is no footpath to the rear endangering future residents.
.
Consultee Comments

Highways Officer: There are no highways objections to this proposal.

Access Officer: No objection. Their full comments have been outlined in section 7.5 of this report.

Conservation and Urban Design Officer: No comment.

Conservation and Urban design: Objection. Their full comments have been outlined in section 7.2 of this report.

Officers response: Issues regarding the developments impact on the character and appearance of the area, parking provision, highway safety, access, neighbouring amenities and other material considerations have been addressed in the main body of the report below.

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

Part 2 Policies:

DMHB 4	Conservation Areas
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 D7	(2021) Accessible housing
LPP GG2	(2021) Making the best use of land
LPP H1	(2021) Increasing housing supply
LPP H2	(2021) Small sites
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 17	Residential Density
DMT 2	Highways Impacts

DMT 6	Vehicle Parking
LPP D6	(2021) Housing quality and standards
DMT 5	Pedestrians and Cyclists
LPP HC1	(2021) Heritage conservation and growth
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes

In addition: 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)
West London Waste Plan (2015)
The London Plan (2021)

The National Planning Policy Framework (NPPF) (2021) 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

Local Plan Policy DMHB 11 sets out design guidance for all new development in the borough. Part B of the policy states 'development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space'.

Guidance for Policy DMHB 11 states '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'.

Guidance for Policy DMHB 11 also 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. Single aspect dwellings should be avoided'.

The proposed roof extensions (facilitating the creation of 8 new dwellings) would be located high above the street scene and neighbouring properties within the roof of the building. Views from the windows of the new residential dwellings would be similar to those which already exist from the first floor flats within the building as such the proposal is not considered to result in any harmful overlooking or loss of privacy to neighbouring properties. Furthermore the rear windows face the buildings rear service and court yard area which is already severely overlooked and the new front windows would be approximately 32m from the properties on Uxbridge Road and 40m from those on Long Lane. The signficant separation distance would ensure the development causes no harmful overlooking or loss of privacy to those properties.

Additionally due to the siting of the proposed extensions and dormers (within the roof of the building), they would cause no loss of light or outlook to neighbouring dwellings, nor would they be overbearing or visually oppressive.

Staircases 1 and 2, as well as the proposed refuse and cycling facilities have been carefully sited away from the habitable room rear windows of existing flats, ensuring that they cause no loss of light or outlook to those properties.

The proposed internal alterations would take place inside the building, where they would cause no harm to neighbouring amenities.

Notwithstanding the above, the submitted plans suggest that new stairwell 3 would allow for residents of proposed Apartment G to have direct, short distance views into the living room of the first floor flat below . Adversely impacting on the amenities of the properties existing occupiers and the amenities of future residents of the property by reason of privacy loss.

Taking the above points into consideration, it is considered that the proposed development would be contrary to Policy DMHB 11 of the Local Plan: Part Two - Development Management Policies (2020) and Paragraph 130 (f) of the National Planning Policy Framework (2021).

7.2 Impact on Street Scene

In considering development affecting a Conservation Area, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) requires that local authorities shall pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area when considering applications relating to land or buildings within that Area. The duties imposed by section 72 of the Act are in addition to the duty imposed by section 3(6) of the Planning and Compulsory Purchase Act 2004, to determine the application in accordance with the development plan unless material considerations indicate otherwise.

Policy HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) seeks to conserve and enhance the distinct and varied environment of the Rockingham Bridge Uxbridge Conservation Area.

Policies DMHB 1, DMHB 4 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to protect Conservation Areas from inappropriate developments and to preserve or enhance those features which contribute to their special architectural and visual qualities.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic policies states that a high

quality design should be achieved in all new buildings, alterations and extensions, and states that schemes should not result in the inappropriate development of gardens and green spaces that erode the character and biodiversity of suburban areas.

Local Plan Policy DMHB 11 states:

'A) All development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding: · scale of development, considering the height, mass and bulk of adjacent structures; · building plot sizes and widths, plot coverage and established street patterns; · building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure; architectural composition and quality of detailing; local topography, views both from and to the site; and impact on neighbouring open spaces and their environment. ii) ensuring the use of high quality building materials and finishes; iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities'.

Table 3.2 of the London plan sets out design guidance for new housing development in the City. It states 'The layout of the scheme (including spaces between and around buildings) should form a coherent, legible and navigable pattern of streets and blocks'.

Paragraph 124 of the NPPF (2021) states:

"Planning policies and decisions should support development that makes efficient use of land, taking into account:
a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
b) local market conditions and viability;
c) the availability and capacity of infrastructure and services - both existing and proposed - as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
e) the importance of securing well-designed, attractive and healthy places."

Paragraph 130 of the NPPF(2021) states:

'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 users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'.

The existing building is of a traditional high quality design which makes a positive contribution to the area. It has been carefully designed to reflect the position of the site on a prominent corner plot. Its key features include it's curved footprint and lightly staggered roof form with the presence of a mansard roof form on the middle of the building which directly faces towards and addresses the junction between Uxbridge Road and Long Lane. The mansard roof contrasts with the roof form of the building which directly fronts Uxbridge Road and Long Lane and incorporates a number of modestly sized dormers which make this element of the building a prominent feature which should be retained.

At present the overall scale of the building is considered to reflect the predominately residential character of the area comprising two storey residential dwellings. At present the subject building is mainly two storeys in height with only the corner element containing accommodation at roof level. In it's current form the mansard roof is fairly low level with small dormers which reflects the modest scale and size of the existing building, particularly a building of this nature with commercial uses within it.

Although the site is not located within a conservation area it is adjacent to Hillingdon Village Conservation Area and due to the scale of the development, its design and roof top siting it would have an impact on the setting of the Conservation Area.

This proposal seeks to increase the ridge height of entirety of the building. The proposed ridge height increases vary from approximately 40cm to 1.6m according to the proposed plans. In increasing the ridge height, the bulk and massing in comparison to the lower storeys of the building, would result in the building appearing unbalanced and top heavy due to its oversized roof. The proposed works would therefore cause harm to the appearance of the building and the streetscene by creating a large visually unbalanced building. Furthermore, It is considered that the external staircases and alterations proposed to the rear of the building would not reflect the existing nature and characteristics of the property, although there full design has not been submitted as part of this application, due to the box like design of two of the staircase wells, their scale, projection and flat roofed finished it is considered that they would cause harm to the character and appearance of the existing building, site and wider area.

35 dormers are proposed along the buildings east and south west elevation. It is considered that together the number and size of the proposed dormers would be unacceptable. The proposed dormers would clutter the appearance of the building and the roofscape of the area when viewed from the street. The resulting building would also appear at odds with the more simple building and roof designs that characterise the area. The proposed roof works are therefore considered to be significantly harmful to the appearance of the area.

Furthermore the adverse impacts of proposed works would be worsened by the resulting scale of the building (which would be much larger than those surrounding it) and its prominent corner plot location.

Overall it is considered that the proposed development would harm the character and appearance of the existing building, the street scene and the wider area including the setting of the Hillingdon Village Conservation Area.

For the reasons mentioned above the proposed development is considered to be contrary

to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020), as well as Policies D1, D3 and HC1 of the London Plan (2021) and paragraphs 130 (a) and (c) of the NPPF (2021).

It should be noted that the proposed Internal alterations and reconfigurations to the existing first floor dwellings are unlikely to require planning permission as they are internal works which have no material impact on the exterior of the building.

7.3 Traffic Impact/Pedestrian Safety

Paragraph 109 of the NPPF 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."

Policy DMT 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals will be required to meet the transport needs of the development and address its transport impacts in a sustainable manner.

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

Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) 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.

London Plan Policy T4 states 'Development proposals should not increase road danger.'

A parking survey has been submitted in support of the proposed development. The survey does not specify how many residential units are proposed and therefore its assessment of the impact is inaccurate. The study uses the Highways and parking requirements set out in The London Plan (2016) which has been superseded by the London Plan (2021). The survey suggests that the development would result in 3 cars over spilling onto the local highways network. The up to date London Plan (2021) advises that for 8 new residential units in this area (of the sizes proposed), 6 parking spaces should be provided. The submitted plans do not show the provision of 3 additional off road parking spaces to facilitate the proposed development and the design and access statement clearly states that no parking is to be provided. it is therefore considered that 6 cars would spill onto the local highways network and not 3. Taking into consideration that the submitted parking survey makes no reference to the amount of residential units proposed, has been written to accord with the London Plan (2016) and incorrectly calculates the amount of cars that may overspill onto the local highways network it is considered that all of its results hold no weight in favour of the proposal.

The London Plan adopted March 2021 sets the new maximum car parking standards on the London Boroughs and which came into immediate effect by further reductions in car parking provisions (with exceptions to very low PTAL areas/opportunity areas).

Consequently, the maximum car parking standards in the London Borough of Hillingdon' s Policy DMT 6 of 2 spaces per dwelling are now superseded by the maximum parking standards in the London Plan. The London Plan Policy T6.1 advises that for residential development in Outer London, with a PTAL of 2, comprising 1-2 bedrooms, a maximum of 0.75 parking spaces should be provided per dwelling.

6 parking spaces are therefore required for the proposed development which comprises 5 x 2 bedroom dwellings and 3x 1 bed dwellings. As stated in previous applications at the site, the car free approach is not considered to be acceptable in this area due to its low PTAL Rating. As such without the presence of adequate off-street parking for the proposed flats or a legal agreement restricting future occupants of the flats from obtaining parking permits the development would give rise to conditions that would be prejudicial to pedestrian and highway safety, contrary to the above Local Plan and London Plan Polices.

Communal Bin stores would be provided to the rear of the building in its service yard area amongst other refuse collection areas. Details and dimensions of the bins could be secured via condition to ensure they cause no harm to the appearance of the site/area and are fit for purpose.

London Plan Policy T5 suggests that 13 cycle parking spaces are required for the proposed development. Due to its size, it is considered that adequate cycle parking could be provided in the cycle store shown on the proposed plans which is located to the rear of the site. Details and dimensions of the store could be secured via condition to ensure they cause no harm to the appearance of the site/area and are fit for purpose.

There is no direct pedestrian access to the rear of the site leading to each of the dwellings, meaning that future occupiers of the 8 dwellings would have to walk through the rear service and parking area, creating a more hazardous environment for all.

For the reasons mentioned above the proposal is considered to be harmful to pedestrian and road user safety as well as the free flow of traffic on the local highways network, contrary to the Polices T4 and T6 of the London Plan (2021), paragraph 109 of the NPPF and polices DMT 2 and DMT 6 of the Local Plan (2020).

7.4 Carparking & Layout

See section 7.3 of this report.

7.5 Urban Design, Access and Security Considerations

ACCESSIBILITY

The Boroughs Access Officer has been consulted on the proposed development and has provided the following comments:

'This proposal has been reviewed against the requirements of the 2021 London Plan policy D7 which should not be applied to the proposed extensions and alterations. Conclusion: no objections raised from an accessibility perspective.

Taking into consideration the above comments and the proposed plans, it is considered that the proposal would be acceptable in terms of accessibility.

EXTERNAL AMENITY SPACE

The Council's Local Plan (2020) Policy DMHB 18 states that new residential developments should provide an adequate level of private amenity space for occupiers that is of good quality and usable. The policy advises that 1 bed flats should provide 20sqm of amenity space and 2 bed flats should provide at least 25sqm of private amenity space.

No external amenity space is provided for users of the proposed flats. The proposal is therefore contrary to Local Plan Policy DMHB 18. Notwithstanding this point, a similar scheme was submitted for roof top development at the site and it was considered that given that the development relates to flats above commercial premises where there are no real opportunities to provide garden space a refusal on such grounds can not be substantiated in this case. It is therefore considered that a lack of garden space would not constitute a reason for refusing the application in this particular case.

INTERNAL AMENITY SPACE

London Plan Policy D6 (F) states: Housing developments are required to meet the minimum floor space standards below which apply to all tenures and all residential accommodation that is self-contained. 2bed, 3 person flats set over a single floor are required to provide 61sqm, 1 bed 1 person flats are required to provide 39sqm and 1 bed 2 person flats are required to provide 50sqm of internal floor space for future residents. The following floor space would be provided for future residents, complying with Policy D6. Furthermore the submitted plans suggest that adequate floor to ceiling height would be provided within each of the flats.

APT A (2bed, 3person)
GIA 85.8sq.m,
Bedroom 1 GIA 14.6sq.m
Bedroom 2 GIA 11.3sq.m

APT B (2bed, 3person)
GIA 78.2sq.m
Bedroom 1 GIA 10.8sq.m
Bedroom 2 GIA 9.9sq.m

APT C (1 bed, 1 person)
GIA 45.1sq.m
Bedroom 1 GIA 11.4sq.m

APT D (1 bed, 2 person)
GIA 62.7sq.m
Bedroom 1 GIA 12.8sq.m

APT E (1 bed, 1 person)
GIA 45.0sq.m
Bedroom 1 GIA 11.4sq.m

APT F GIA 78.5sq.m (2 bed, 3 person)
Bedroom 1 GIA 12.2sq.m
Bedroom 2 GIA 9.1sq.m

APT G
GIA 77.7sq.m (2 bed, 3 person)
Bedroom 1 GIA 9.1sq.m
Bedroom 2 GIA 11.8sq.m

APT H (2 bed 3 person)
GIA 93.3sq.m
Bedroom 1 GIA 15.2sq.m
Bedroom 2 GIA 15.8sq.m

Internal alterations and reconfigurations to the existing first floor units are unlikely to require planning permission as they are internal works which have no material impact on the exterior of the building, providing there is no change of use or increase in unit numbers. The units still appear to provide adequate amenities for their existing future residents in terms of access to light, outlook and adequate internal spacing.

Notwithstanding the above, paragraph 130 (f) of the NPPF (2021) states that development should seek to '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 users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

The proposed development would result in the creation of 5x2 bedroom flats and 3x1 bedroom flats meaning that up to 19 people could occupy the site (as set out above). 19 people would have no dedicated, safe, means of entering or leaving the site, as no pedestrian footpath or cycle route will be provided to link the rear accesses or bike stores to the main road. As such new residents would have to walk or ride through the service yard and car park , to get to the main road. Due to the mixed use of the site both large delivery vehicles and cars enter and exit the rear of the site. This could put new residents in danger from vehicles entering and existing the site. It is therefore considered that the proposed development would create a dangerous and hazardous environment for future residents of the scheme.

7.6 Other Issues

PRINCIPLE OF DEVELOPMENT:

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Policy GG2 of the London Plan and the National Planning Policy Framework (2021) state a requirement to encourage the effective use of land and encourages the use of previously developed, vacant and underutilised sites to maximise development potential, in particular for new housing. Chapter 5 of the NPPF supports the delivery of homes, confirming that local authorities should, through their Local Plans, demonstrate how housing targets and objectives will be met. Particular emphasis is given to housing delivery over the next five years, but authorities are also required to consider growth beyond this.

Policy GG4 of the London Plan seeks to ensure that London's housing needs are met. Policy H1 of the London Plan (2021) promotes the optimisation of housing output within different types of location. Consideration will also be given to the accessibility of the site to services and amenities.

At local level policy H1 of the Local Plan: Part 1 - Strategic Policies (November 2012) gives general support to housing provision to meet and exceed the Council's minimum strategic dwelling requirement, where this can be achieved, in accordance with other Local Plan policies.

The proposal involves the construction of a 8 additional dwellings at roof level, as per the previous application, it is considered that the principle of adding additional residential dwellings to the site is acceptable, subject to compliance with other material planning considerations.

HOUSING MIX:

Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) 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. Paragraph 4.6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that the Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three bedroom properties. Applicants proposing residential schemes will be required to demonstrate that this need has been taken into account.

Policy H10 of the London Plan (2021) states that schemes should generally consist of a range of unit sizes.

The proposal seeks to provide 5 x 2 bedroom flats, 3 x 1 bedroom flats. No family sized units would be provided (3 bedroom plus dwellings). Notwithstanding this point, the previous application comprised no 3 bed dwellings (75416/APP/2020/3194) and was not refused on housing mix grounds. it is therefore considered that it would be unreasonable to refuse this application on these grounds, especially as Policy DMH 2 was in place at the time of that decision.

The proposed housing mix is therefore considered to be acceptable in this circumstance.

CONCLUSION AND PLANNING BALANCE

The provision of 8 additional residential units is not considered to outweigh the developments harm to the character and appearance of the area, conservation area, local highways network and amenities of future residents. The proposal is therefore recommended for refusal.

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 sq metre. The proposed development is CIL liable.

8. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)
The London Plan (2021)
National Planning Policy Framework (2021)

Contact Officer: Haydon Richardson **Telephone No:** 01895 250230