

MERCER PLANNING

PLANNING, DESIGN & ACCESS STATEMENT

Site: Land at rear of 21 and 21A Hatherleigh Road, Ruislip, HA4 6AZ.

Proposal: Erection of two storey one-bed detached dwelling with associated parking and amenity space provision following demolition of existing garages (class B8 use).

Planning Portal Ref: PP-08532025

February 2020

1. Introduction

This Planning, Design & Access Statement has been prepared by 'Mercer Planning' on behalf of (the Applicant) for submission with an application for full planning permission for the 'Erection of two storey one-bed detached dwelling with associated parking and amenity space provision following demolition of existing garages (class B8 use)' on Land at rear of 21 and 21A Hatherleigh Road, Ruislip.

2. The Application Site and its Surroundings

The application site is brownfield land and constitutes a separate planning unit, with an established class B8 storage use, situated to the rear of 21 & 21A Hatherleigh Road, Ruislip which are two storey terraced dwellings finished in red brick with a bay window on the ground and first floor, situated on the Southern side of Hatherleigh Road at the junction with Salcombe Way.

The site currently accommodates a single storey detached triple garage building with land to the side and rear and hardstanding to the front. The site (planning unit) is enclosed with timber fencing. The garages are accessed off Salcombe Way.

The surrounding area is residential in character and the streetscene is characterised by similar two storey terraced residential properties.

The application site lies within the 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012).

3. The Proposal & Background to the Case.

The application seeks full planning permission for the demolition of the garages and the erection of a two storey detached one bedroom dwelling with associated parking and amenity space, involving the installation of a vehicular crossover to Salcombe Way.

The level of the development proposed is summarised below:

Amount: The proposed dwelling has a gross internal floor area of 58sqm, with an amenity area of 62sqm.

Layout: The proposal provides a detached two storey dwelling with living, kitchen, dining room and WC at ground floor level with a bedroom and bathroom at first floor level.

Scale: The scale of development and the plot proportions respect that of the adjacent and surrounding residential properties.

Landscaping: Soft landscaping is proposed within the front and side garden area. The front forecourt of the property will contain a paved area comprised of porous paving bricks.

Appearance: The proposal has been designed to match the adjacent property No.1 Salcombe Way in terms of the building line, scale, proportions and appearance, overall form, roof design, finished materials and fenestration detailing. The proposed dwelling is very much in keeping with the dwellings along Salcombe Way and would integrate satisfactorily within the street scene.

Access & Parking: Level access will be afforded to the new dwelling. The dwelling would benefit from a drive and parking to the side. Secure bicycle storage would be provided within the garden.

The proposal follows the refusal of planning application ref. 41627/APP/2019/3296. The proposed dwelling has been re-designed and slightly reduced in size so that the front elevation follows the building line along Salcombe Way.

The Applicant contends that the proposal is an acceptable form of development and the previous reasons for refusal have been overcome in the current proposal.

4. Relevant Planning History

4.1 Land at rear of 21 & 21A Hatherleigh Road, Ruislip:

41627/APP/2019/3296: Erection of detached two storey, 1-bed dwelling with associated parking and amenity space provision, involving demolition of existing garages. Refused 20/12/19 for the following reason:

'The proposed development, by reason of its siting forward of the established building line of Salcombe Way, layout and site coverage would result in a visually intrusive form of development, which would fail to harmonise with the existing local and historic context of the surrounding area. As such the proposal would have a detrimental impact on the character, appearance and visual amenities of this existing open area of the street scene and the residential area as a whole. The proposal is thus detrimental to the visual amenity and character of the surrounding and contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 11 and DMHB 12 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policy 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.'

74994/APP/2019/2507: Use of garages for storage (Application for a Certificate of Lawful Development for an Existing Development). Certificate issued 03/10/19.

41627/APP/2017/3189: Two storey, 2-bed detached dwelling with associated parking and amenity space, involving installation of vehicular crossover to front. Refused 14/11/17.

21 Hatherleigh Road Ruislip:

41627/APP/2017/618: Two storey, 2-bed detached dwelling with associated parking and amenity space, involving installation of vehicular crossover to front. Refused 05/05/17.

4.2 Land to rear of 309 & 39A Hatherleigh Road, Ruislip:

70507/APP/2014/4435: Two storey, 1-bedroom, detached dwelling with associated parking and amenity space involving extension of vehicular crossover involving demolition of existing garage and outbuildings. Refused 17/02/15.

APP/R5510/W/15/3016555 – Appeal allowed 21/08/15
Copy of the appeal decision is attached at Appendix 1.

5. Planning Policy Context

Section 38(6) of the Planning & Compulsory Purchase Act 2004 states that all planning decisions are required to be made in accordance with the development plan for the area unless material considerations indicate otherwise. The application must therefore be considered within the context of the Statutory Development Plan for Hillingdon, which comprises:

- The National Planning Policy Framework (NPPF) (2019);
- The London Plan (2016); and
- The Hillingdon Unitary Development Plan Saved Policies (September 2007).

The relevant planning policies applicable to this proposal are as follows:

National Planning Framework (March 2019)

Government Guidance is contained in the NPPF, issued in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Achieving sustainable development
- Delivering a sufficient supply of homes
- Promoting sustainable transport
- Achieving well designed places

Consolidated London Plan (MALP, March 2016)

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities

5.1 Climate Change Mitigation
5.2 Minimising carbon dioxide emissions
5.3 Sustainable design and construction
5.13 Sustainable drainage
5.14 Water quality and wastewater infrastructure
5.17 Water capacity
6.3 Assessing effects of development on transport capacity
6.9 Cycling
6.13 Parking
7.4 Local character
7.6 Architecture

London Plan Supplementary Planning Guidance (SPG):

London Housing SPG (March 2016)

National Technical Housing Standards, 2015.

Suburban Design Guide SPD Adopted April 2019

Hillingdon Unitary Development Plan Saved Policies (September 2007)

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

AM7: Consideration of traffic generated by proposed developments.

AM14: New development and car parking standards

BE13: Layout and Appearance of New development

BE19: New development within residential areas - complementing and improving amenity and character of the area

BE20: Design of Extensions – daylight/ sunlight

BE21: Siting, bulk and proximity of new buildings/extensions

BE22: Residential extensions/buildings of two or more storeys

BE23: External amenity space and new residential development

BE24: Design of new buildings – protection of privacy

BE38: Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

Emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)

DMH4: Residential Conversions and Redevelopment

DMH6: Garden and Backland Development

DMHB11: Design of New Development

DMHB12: Streets and Public Realm

DMHB14: Trees and Landscaping

DMHB16: Housing Standards

DMHB17: Residential Density

DMHB18: Private Outdoor Amenity Space

6. Planning Considerations

The main planning issues in relation to this case are:

- Principle of development;
- Design considerations and impact on the character and appearance of the area;
- Impact on residential amenity;
- Quality of accommodation; and
- Highway Safety and Parking Issues.

6.1 Principle of Development

The application site is a brownfield site within a sustainable location within the urban area. The recently issued certificate has established that the application site is an independent planning unit and has a lawful use for Class B8 storage and distribution purposes. The site currently has an unrestricted B8 use and whilst currently a low key small scale operation the use could intensify and would cause substantial harm to neighbouring residential amenity.

Previous applications on the site have considered the land as residential garden and the loss of the garden was considered unacceptable. However it is now clear that the proposal would not result in the loss of residential garden, it would in fact result in the loss of a Class B8 storage and distribution use, the removal of which would result in significant benefits to the area.

In considering this proposal, the local planning authority is also required to have regard to delivering a wide choice of homes and the presumption in favour of sustainable development. Both the London Plan and the NPPF place significant weight on housing delivery and focus on the roles that intensification and small sites in particular can play in helping to resolve the current housing crisis. The proposal provides a detached one bedroom two person dwelling that integrates within the surrounding context, preserves the local character, does not have an adverse impact on neighbouring amenity and provides a suitable standard of accommodation with adequate off street parking provision.

The Council state in the delegated report for application ref. 41627/APP/2019/3296:
'The NPPF has a requirement to encourage the effective use of land by re-using land. Following the approval of the Certificate of Lawfulness the established existing use of the land and garages is B8 storage. As such this is a developed area, which within planning considerations is considered to be a brownfield site. The site also lies within an established residential area where there would be no objection in principle, subject to all other material planning considerations being acceptable, in accordance with the Hillingdon Local Plan (November 2012).

In view of the above the Applicant contends the principle of development is acceptable.

6.2 Design Considerations and Impact on the Character of the Area

London Plan policies 7.4 and 7.6 require development to provide high quality design whilst also respecting and enhancing the local character and appearance in the borough.

Policy BE1 of the Hillingdon Local Plan (November 2012) requires that all new development achieves a *'high quality of design in all new buildings, alterations and extensions'*. In addition, Policy BE13 of the Hillingdon Local Plan (November 2012) acknowledges that *'development will not be permitted if the layout and appearance fail to harmonise with the existing street scene'*. The emphasis placed on the impact of a development upon the character of the surrounding area is further set out under Policy BE19 of the Hillingdon Local Plan (November 2012), which recognises that *'The Local Planning Authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area'*.

Policy DMHB 11 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) advises that all development will be required to be designed to the highest standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping. It should also not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Paragraph 4.14 of the Residential Layouts HDAS SPD specifies that developments should incorporate usable, attractively laid out and private garden space conveniently located in relation to the property or properties it serves. It should be of an appropriate size, having regard to the size of the dwelling and character of the area. Paragraph 4.27 of the Residential Layouts HDAS SPD (July 2006) gives advice that building lines within a new development should relate to the street pattern of the surroundings whilst the height of the development is best determined by reference to the proportions, siting and lines of surrounding buildings.

This amended application proposes a similar development to that previously refused but the dwelling has been reduced in size so the front elevation aligns with No.1 Salcombe Road.

The proposed dwelling incorporates a hipped pitch roof with a two storey front bay feature with gable end above. This design and finish respects the character and appearance of the style of dwellings within the street scene. The Council determined in the previous application that:

'In detailing the proposed dwelling incorporates a two storey front bay feature with gable end above, which respects the character and appearance of the style of dwellings within the street scene.'

Neighbouring buildings and the local area are characterised by terraced properties with hipped roofs. The proposal would involve a detached property which is located adjacent to the rear boundary of the site and 1 m from the side boundary. It was accepted in the

previous application ref. 41627/APP/2017/3189 that this siting was acceptable given that this type and form of in-fill development was considered on appeal for a new dwelling at the rear of nos. 39 and 39a Hatherleigh Road (APP/R5510/W/15/3016551). That proposal was for a detached dwelling set back at the rear of the plot. In consideration of that proposal the Inspector advised that whilst the terraced form of housing remains a feature of the area, the appearance of the original dwellings and the streetscene have been altered considerably. The provision of a detached dwelling would sit comfortably at the end of the row of existing properties. Also although the site is visible from the surrounding area, he did not consider the subdivision of the gardens would result in development that would appear cramped when viewed from the road or represent undesirable garden grabbing.

The appeal scheme was set level with the existing building line of the adjacent properties on Kingswear Road. The refused application ref. 41627/APP/2019/3296 showed the new building set slightly forward of the building line along Salcombe Way and stepped back from 21a Hatherleigh Road. The applicant considered this siting would provide a suitable transition of built form from the Hatherleigh Road junction to the properties on Salcombe Way. However the Council considered this was not acceptable and stated in the delegated report:

'this would be at odds with the Inspectors observations where the new dwelling is viewed in the context of the existing terraces in Kingswear Road. Any proposed development on this application site should relate to the context of Salcombe Way. Therefore whilst in principle this form of development may be acceptable, the proposed dwelling set forward of the building line of the properties in Salcombe Way, would not sit comfortably and the end of the row and would fail to respect the character of the street scene.'

The proposed dwelling has therefore been reduced in size and the front building line of the dwelling now aligns with No.1 Salcombe Way, as such there can be no objection to the proposal and the refusal reason has been overcome.

The Applicant thus contends that the proposal is of a high standard of design that would not cause material harm to the visual amenities of the street scene or the character and appearance of the area. As such the proposal accords with the Councils adopted planning policies in this regard.

6.3 Quality of accommodation

The application proposes a one bedroom two person dwelling and would comply with internal dimensions required by the Nationally Described Space Standards and the London Plan Housing SPG (2016). The proposal provides a spacious internal layout and all rooms enjoy good levels of light, ventilation and outlook.

Policy BE23 of the Hillingdon Local Plan (November 2012) recognises that new residential buildings should 'provide external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings'. The SPD HDAS Residential Layouts, requires the provision of adequate usable private amenity space, which for a one

bed property would be a minimum of 40sqm. Policy DMHB 18 of the emerging local plan advises that all new residential development will be required to provide good quality and useable private outdoor amenity space. The proposal includes a side garden area of approximately 62sqm, which would comply with these requirements.

In view of the above the Applicant considers that the development would provide a high quality development with adequate amenities which would provide a high standard of accommodation for future occupiers. As such the proposal complies with the Councils adopted planning policies in this regard.

6.4 Impact on Residential Amenity

London Plan policy 7.6 seeks to protect amenities of neighbouring occupiers.

Policies BE20, BE21 and BE22 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) advises that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them, and the amenities of existing houses are safeguarded.

Policies BE23 and BE24 of the Hillingdon Local Plan (Part Two) stress the importance of new buildings and extensions providing adequate amounts of external amenity space, that not only protects the amenity of the occupants of the proposed development, but also of those of the surrounding buildings, as well as protecting both parties privacy.

The Council's adopted HDAS SPD: Residential Layouts (July 2006) specifies in paragraph 4.9 that where a two or more storey building abuts a property or its garden, a minimum acceptable distance of 15m should be maintained, so as to overcome possible over-domination, overbearing and overshadowing. Paragraph 4.11 of the HDAS SPD specifies that the Council's 45 degree principle will be applied and is designed to ensure that adequate daylight and sunlight is enjoyed in new and existing dwellings. The principle involves drawing a line from the mid-point of an existing/new window that is potentially affected by a new dwelling at an angle of 45 degrees towards the new building. Paragraph 4.12 of the HDAS SPD specifies that new residential development should be designed so as to ensure adequate privacy for its occupants and that of the adjoining residential property. It gives advice that the distance should not be less than 21m between facing habitable room windows.

The proposed dwelling would maintain sufficient flank to rear separation distances with Nos.21 and 21A Hatherleigh Road to ensure that there would not be an unacceptable loss of light or outlook to the occupants of these properties. Furthermore the first floor windows would be restricted to the front elevation which would ensure that there is no loss of privacy in accordance with Policy BE24 of the Local Plan.

The proposed development would not therefore result in an unneighbourly form of development and would thus comply with Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two -Saved UDP Policies (November 2012).

There was no objection to the proposal in terms of its relationship with the neighbouring dwellings in the previous application ref. 41627/APP/2019/3296.

6.5 Highway Safety and Parking Issues

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Local Plan (Part Two) specifies that new development will only be permitted where it is in accordance with the Council's adopted car parking standards.

The site has a PTAL value of 2 (poor). The site is currently an independent planning unit used for Class B8 storage and distribution purposes and is not used as a parking area for Nos.21 and 21a Hatherleigh Road. The proposal incorporates one parking space to the side of the dwelling accessed off Salcombe Way which would meet the Council's parking standards.

Whilst previous applications were refused on the grounds that the proposals failed to make alternative arrangements for the parking lost to both 21 and 21A Hatherleigh Road the reality is that parking on the application site for these two residential properties has not taken place for the last 20 years or so.

In view of the above the Applicant contends that the proposal provides adequate parking for the new dwelling and would not impact on existing parking and highway conditions locally. As such the proposal complies with policy AM7 and AM14 of the Local Plan and the Council's Parking Standards.

The Council state in the delegated report for application ref. 41627/APP/2019/3296:

'The Highway Officer has advised that the Council's maximum standard requires between 1- 1.5 spaces to be provided on-site for the unit. One space is proposed to the side of the new build hence the standard is broadly met. There is now no net loss of on-plot parking facilities for No's 21/21a owing to the issue of the CLD in 2019 which allowed the garages to be used for B8 use storage purposes and encompasses the full site envelope subject of this current application.'

As a consequence the prior highways refusal reason for application no. 41627/APP/2017/3189 based on the loss of on-plot parking for the existing addresses cannot be applied. The current proposal is therefore acceptable on highway grounds. In terms of cycle parking there should be a provision of at least 1 secure and accessible space for the new unit in order to conform to Hillingdon's cycle parking standard. 2 spaces suitably located have been depicted hence this provision is considered acceptable.'

7. Conclusion

For the reasons detailed above, the Applicant contends that the principle of development is acceptable. The proposed development is acceptable in design terms and respects the overall characteristics of the area, provides a good residential environment for the future occupiers and would not have a detrimental impact on the amenities of surrounding occupiers or on local highway and parking conditions. The proposal represents an acceptable form of development that complies with the Development Plan for Hillingdon and the previous reason for refusal in application ref. 41627/APP/2019/3296 has been overcome.

Accordingly the Applicant requests that planning permission is granted subject to any conditions deemed reasonable and necessary.

APPENDIX 1

Copy of appeal decision - APP/R5510/W/15/3016555 – Appeal allowed 21/08/15

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