



[Architecture] [Interior Design]

PLANNING, DESIGN AND ACCESS STATEMENT

**CONVERSION OF EXISTING HOUSE TO 2 APARTMENTS
(1 x 2 BED FOR 3 PERSONS AND 1 x 2 BED FOR 4 PERSONS);
PROVISION OF 3NO OFF-STREET PARKING SPACES WITH
ASSOCIATED LANDSCAPE, CYCLE AND REFUSE AND
RECYCLING STORE**

**AT 11 AYLES ROAD
HAYES UB4 9HG**

**To:
London Borough of Hillingdon Planning Department**

Our Ref: EXT-HY-A-011C
Date: June 2021
Prepared by: MGDC LTD
Rev: 00

MGDC LTD

246 Watson Heights, Chelmsford CM1 1AP

Tel: 02037 157751
Email: office@mgdc.info

Mob: 07731 387952

1.0	INTRODUCTION	3
2.0	SITE CONTEXT	5
3.0	PLANNING POLICY STATEMENT.....	8
4.0	THE PROPOSAL.....	14
5.0	CONCLUSION	15

1.0 INTRODUCTION

- 1.1 MGDC Architecture Ltd has been instructed to prepare a Design and Access Statement to be submitted as part of a full planning permission application, following the pre-application enquiry ref. 50785/PRC/2020/171 for conversion of existing house to 2 apartments (1 x 2 bed for 3 persons and 1 x 2 bed for 4 persons)

The pre-application report issued on 12th May 2021 by Case Officer Nicola Taplin comments the revised set of project documentation submitted in response of an earlier report dated 23rd October 2020.

Following Planning Officer's feedback, the revised plans were prepared for the planning permission entry including the amendments:

- revised access to the external amenity space
- obtained permission for crossover extension
- correction of pedestrian visibility splay
- revised internal layout

The revised proposal seeks permission for conversion of existing house to 2 apartments (1 x 2 bed for 3 persons and 1 x 2 bed for 4 persons).

The floor area of the proposed two new dwellings will be in accordance with *Nationally Described Space Standards*. As set out in the table below:

Table 1 - Minimum gross internal floor areas and storage (m²)

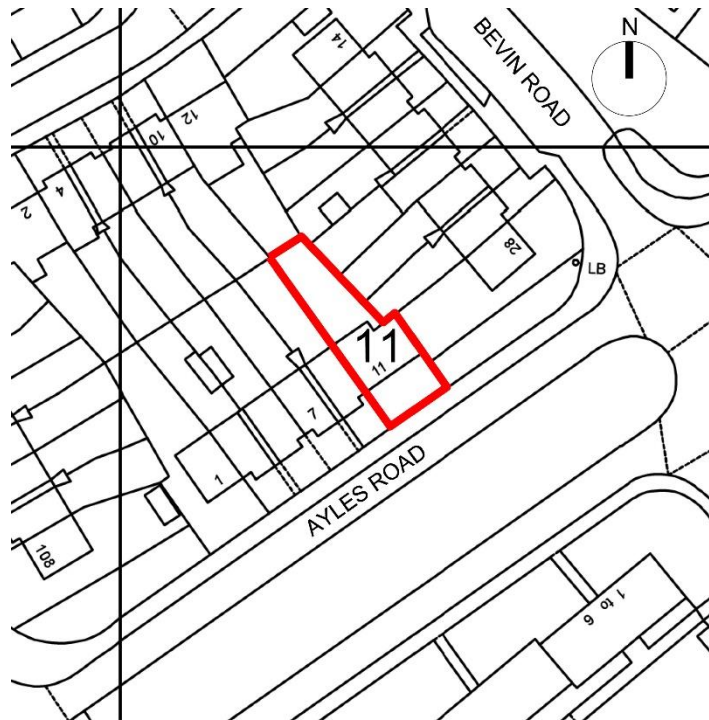
Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	

The predominant objective of this application is to demonstrate that the development is reasonable and appropriate in the context of the Hillingdon Local Plan: Part Two – Development Management Policies (2020), bringing forward a high quality provision of increased housing supply in a manner that offers a negligible impact upon the immediate setting of the site, the character and appearance of the area and its environmental relationship with neighbouring dwellings and surrounding.

-
- 1.2 The Design and Access Statement (DAS) has been prepared as part of the Full Planning Permission Application submission, taking into consideration the advice and requirements of the National Planning Policy Guidance (NPPG) as updated. Its contents should be read in conjunction with the submitted plans. It has been prepared on the basis of the nature and type of the proposal – residential development – and the proposed scheme has been assessed against the following key areas, as well as the site’s context:
- Accessibility
 - Character
 - Community Safety
 - Environmental Sustainability
 - Movement to, from and within the development
- 1.3 The proposal seeks permission to secure the conversion of the original dwelling house into two, two bedroom flats, which provide a two bedroom, four person apartment on the ground floor consisting of 83.00m² with associated rear garden space and a two bedroom, three person apartment on the first floor of 61.00m² with associated rear garden space accessible via side alley and internal stairs.
- 1.4 The building’s interrelationship with surrounding development, including its adjoining neighbour No. 9 is predominantly unaffected by the property split and with regard to the character and appearance of the dwelling upon the Ayles Road streetscene, the external appearance, character and massing remains within the same baseline considerations as the original dwelling house.
- 1.5 The proposal obtained the permission for extension of the existing concrete crossover comprising dropped kerb with 2 tapers from Hillingdon Highway Department to allow off-street parking for three cars. There is also planned a reconfiguration of vast rear garden space to provide required external amenity to both flats - as demonstrated in the accompanying Site Plan (scale 1:200).

2.0 SITE CONTEXT

2.1 THE SITE





Photograph 01 – Front of the house



Photograph 02 – rear view



Photograph 03 – Side alley access



Photograph 04 – Side alley (towards garden)



Photograph 05 – rear garden

- 2.1 The site consists of a two-storey end of terrace residential dwelling located on the northern side of Ayles Road. Building frontage faces directly on to the highway. The property has a relatively uniform relationship in terms of scale and massing in its association with surrounding residential dwellings of similar character and the size of the rear garden is such that the property's entire built development relationship is with the properties in its immediate context on Ayles Road and adjacent Bevin Road.
- 2.2 The property has been redeveloped in the past few years by addition of the two storey side and a single storey rear extension, approved under respective applications.

Additional rear infill extension was regularised and approved under retrospective planning application ref.50785/APP/2020/3921 (retrospective).

3.0 PLANNING POLICY ASSESSMENT

- 3.1 The statutory planning policies for London Borough of Hillingdon consist of:
- Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) – Development Management Policies
 - National Planning Policy Framework (NPPF, 2019)
 - Supplementary Planning Guidance

3.2.1 **Hillingdon Local Plan Part 1 (2012)**

Presumption in favour of sustainable development is included in Local Plan Part 1 Strategic Objective SO2, which sets out the basis for ensuring the creation of neighbourhoods which are of a high quality sustainable design and serve the long term needs of all residents.

3.2.2 **Hillingdon Local Plan Part 2 (2020) – Development Management Policies:**

Policy DMH 1 Safeguarding Existing Housing

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

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

Policy DMH 2: Housing Mix

The Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need.

Policy DMH 4: Residential Conversions and Redevelopment

Residential conversions and the redevelopment of dwellings into new blocks of flats will only be permitted where:

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

As stated in the Pre-application Report dated 12th May 2021 – *the principal of the development is considered acceptable and adheres to the policy.*

Policy DMHB 11: Design of New Development

The council also require all new development to *complement and where possible, improves the character and appearance of the area in which it is proposed. Buildings should be of a high quality design, materials and finish. The Council will encourage developments that include well proportioned and attractive external spaces which are put to a positive public or private use.*

- 3.3 The two design options previously submitted in the Follow-up Pre-Application enquiry, raised significant concerns in terms of adverse impact on the amenity, daylight and sunlight of adjacent properties and open space. The revised proposal addressed these points. As the result the new internal stairwell was introduced to provide the access to the external amenity servicing to the first-floor unit. This addition will not cause any material impact on the external appearance of the subject dwelling house, adjoining occupiers or a street scene.

Policy DMHB 18: Private Outdoor Amenity Space

A) All new residential development and conversions will be required to provide good quality and useable private outdoor amenity space. Amenity space should be provided in accordance with the standards set out in Table 5.3.

Local Plan Part 2 - Development Management Policies

61

Table 5.3: Private Outdoor Amenity Space Standards

Dwelling type	No of bedrooms	Minimum amenity space provision (sqm)
Houses	1 bedroom	40
	2 and 3 bedrooms	60
	4 + bedrooms	100
Flats	Studio and 1 bedroom	20
	2 bedrooms	25
	3 + bedrooms	30

The proposal accords with policy DMHB 18 requirements of the minimum provision of 25m² private amenity space for 2-bedroom dwelling. The ground floor apartment will be provided with 34m² of external amenity and the first floor apartment with 30m² external amenity located at the rear of the site with a side alley access.

- 3.4 With reference to the above policies it is considered that the principle associated with the subject development, the site provides a residential dwelling within a settlement boundary and the reconfiguration of the dwelling into multiple houses is not contrary to any planning policy that applies within the Local Plan on the basis that the environmental impacts upon the surrounding area are not sufficiently detrimental. The council requires a contribution of two-bedroom houses to its housing mix as identified within its ongoing assessment of housing supply and it is considered that the proposal would contribute to such demand in a manner that provides material planning gain in relation to the proposed scheme. The character and appearance of the streetscene is unaffected by the proposal given that the general principles of the development associated with the conversion of the property into two apartments offers no significant aesthetic changes to the dwelling's impact upon the streetscene beyond the existing baseline and causes no detrimental harm to surrounding area.

3.5 Housing Provision

The London Plan (2011) sets a target for Hillingdon to provide 425 new dwellings per annum. In accordance with Government guidance, this target has been rolled forward to cover the Hillingdon Local Plan: Part 1- Strategic Policies period up to 2026. The London Plan (2011) contains a revised target for Hillingdon to provide 4,250 dwellings up to 2021, based on the Mayor's Strategic Housing Land Availability Assessment (SHLAA).

Hillingdon Local Plan Part 2 (2020) – Site Allocations and Designations:

3.2 The Spatial Development Strategy for London Consolidated With Alterations Since 2011 (hereafter referred to as the London Plan) was published in March 2015 and increases Hillingdon's target to 5,590 dwellings, for the ten year period between 2011 and 2021. Rolled forward to 2026, this target equates to a minimum of 8,385 dwellings over the plan period and an annual monitoring target of 559 dwellings.

Provision of above number of dwellings will assist the housing needs of Hillingdon and the Hillingdon housing market area to identify that the size, type and tenure of housing reflects the requirements in the London Borough of Hillingdon Housing Market Assessment (HMA).

Hillingdon's HMA concludes that 50% of all new housing should be affordable and 50% should be provided as market accommodation.

Hillingdon's HMA notes that the Council may wish to pursue a split of 40% smaller, one and two bed dwellings and 60% larger three and four bed dwellings.

6.23 High quality design for new homes will continue to be a priority for the Council and the type of dwellings provided should reflect housing needs identified in the borough, particularly the need to provide more family homes with adequate garden space. Further policy guidance on the type of dwellings required in Hillingdon will be contained in the Hillingdon Local Plan: Part 2- Development Management Policies LDD. The density of residential development should take account of the need to optimise the potential of sites compatible with local and historic context, while respecting the quality, character and amenity of surrounding uses. The density and design of residential development will be addressed through the provision of appropriate policies in the emerging Hillingdon Local Plan: Part 2- Development Management Policies LDD.

3.6 **Implementation of Policy H1: how we will achieve this:**

- **Promoting the design and density of new homes to reflect the specific and different land use characteristics in the north and south of the borough;**
- *Ensuring development makes the most efficient use of brownfield land;*
- **Promoting high quality mixed use developments;**
- *Ensuring that sufficient community infrastructure is provided to support new housing development in accordance with policy;*
- *Managing development to resist the loss of housing;*
- *Considering the potential for additional housing on sites in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD;*
- *Implementing the Council's Empty Property initiatives;*

-
- ***Encouraging the conversion of suitable properties;***
 - *The release of sites in non residential use, subject to other policies of the plan; and*
 - *Preparing site specific planning briefs for larger sites.*
- 3.7 It is the applicant's case that the proposal seeks permission for the development which will increase the amount of properties on the site for the benefit of localised housing supply in a manner that recognises a local need. London Borough of Hillingdon Housing Market Assessment (HMA) identified that there is requirement for two bedroom properties within the locality; whilst the by-product of the proposal is a loss of a single family home the outcome is the provision of two dwellings to account for this. On balance therefore whilst the loss of a family home is detrimental in planning terms, the benefits associated with providing two dwellings that also meet an identified need and in a manner that offers no detrimental impact upon the surrounding area is considered to accord with the requirement of Policy H1 in full.
- 3.8 The policy **Policy DMH 2: Housing Mix** 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.
- 3.9 ***Policy DMHB 11: Design of New Development*** concentrates on making sure that buildings and spaces will be of a high quality design with distinctive character for the benefits of its locality. The following elements are necessary:
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;
iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and un-designated, and their settings; and
v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.
- 3.10 In the light of Policy DMHB11 it is considered that the proposal brings forward a scheme that respects its impact upon the streetscene, its site and its building context and its forward scale by subdividing an existing dwelling and retaining the key characteristics of the subject dwelling so that its impact upon the character and appearance of the streetscene is negligible. With regard to continuity of built form, the same approach to design applies, the baseline position has not altered in this regard. With regard to Part B of the Policy DMHB11,

the proposal optimises a higher density by splitting the property into two in a manner that offers no significant detriment to any other party and brings forward two high quality two bedroom properties which meet local housing needs and with regard to Policy DMH2 bring forward accommodation that accounts for changes in requirements for the area (an identified requirement for two bedroom dwellings) and in a manner that provides sufficient space standards in accordance with Policy DMHB 16: Housing Standards, point 5.58 (table 5.1) as listed below:

Table 1 - Minimum gross internal floor areas and storage (m²)

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	

- 3.11 Overall therefore it is considered that the proposal accords in full with Policy DMHB11 where it can be applied.
- 3.12 Policy DMT 4: Public Transport seeks to make sure that all development is integrated, safe, accessible and takes advantage of a more sustainable transport system. It is considered that the proposal sits within a sustainable locality with regards to taking advantage of sustainable transport measures and to make use of pedestrian access to local facilities.
Nevertheless, the proposal seeks to incorporate three car parking spaces for the benefit of the two flats which also in turn reduces the safety risk to motor vehicles by removing cars from the highway itself. In this regard the proposal is in accordance with Part 8.11, 8.13 of Policy DMT 1: Managing Transport Impacts.
- 3.13 Policy DMT 6: Vehicle Parking – Considers parking and identifies that applications should seek to reduce on street parking or reduce the impact of parking upon the locality where this can be applied. A such by implementing off street parking as part of the scheme the proposal seeks to provide reasonable car parking provision for the benefit of the two dwellings but also reduces the risk associated with on street car parking for the benefit of the locality.
- 3.14 It is with respect therefore that the proposal is in accordance with Policy DMT 6 of the proposal.
- 3.15 Policy DMT 5: Pedestrians and Cyclists states All development proposals are required to provide good connectivity for pedestrians and cyclists. The proposal provides a cycle store for 2 cycles each flat in the front forecourt.

- 3.16 National Planning Policy Framework (2019)
The Framework sets out the Government's Planning Policies for England and how they should be applied, providing a framework within which locally prepared plans for housing and other development can be produced, and is a material consideration in planning decisions. The purpose of the NPPF and the planning system is to contribute towards the achievement of "sustainable development" whilst meeting the needs of the present without comprising the ability of future generations to meet their own needs, through the performance in three overarching objectives of the planning system which are interdependent and need to be pursued in mutually supportive ways; an economic role, a social role and an environmental role.
- 3.17 In Paragraph 9 of the NPPF it states that:
"these objectives should be delivered through the preparation and implementation of plans and the application of the policies in this framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area"
- 3.18 With reference to the three interdependent overarching objectives it is considered that the proposal contributes to the localised economy through the provision of homes provided to meet the needs of the identified housing market for the area, in a manner that does not cause any significant harm to the environment (environmental). Where the issue of sustainability is pertinent in NPPF terms therefore it is considered that the proposal accords with it.
- 3.19 Chapter 11 of the NPPF considers making effective use of land and that planning policies and decisions should promote an effective use of land in meeting the need for home and other uses. Alongside safeguarding and improving the environment, whilst ensuring safe and healthy living conditions. Paragraph 117 continues to state ... *"strategic policy should set out a clear strategy for accommodating objectively assessed needs in a way that makes as much use as possible of previously developed or "brownfield" land"*.
- 3.20 In consideration of the criteria of the NPPF it is considered that the proposal seeks to obtain permission to provide two separate homes in a manner that meets an overarching and identified need associated with localised housing supply. The proposal does this in a manner that offers a negligible environmental impact upon the surrounding area and as such meets the requirements as set out in the NPPF in bringing forward identified and defined sustainable development.

4.0 THE PROPOSAL

- 4.1 This application relates to an area at 11 Ayles Road.
The site comprises a two-storey detached, end of terrace residential dwelling, located within the developed area of Hayes, Hillingdon.
- 4.2 The plot rear of at 11 Ayles Road is of significant rectangular size, slightly narrowing towards the back and forms 15.00m long garden to the rear of existing house.
The site itself is relatively flat. Its boundaries are all well-defined, with a line of close boarded wooden fencing running along its south, west east enclosure.
- 4.3 The site is accessed directly from Ayles Road.
- 4.4 Refuse collection point for the proposed two apartments will be located within front garden space of the existing house, with access directly from highway.
- 4.5 At least three off-street car parking spaces (2.4 x 4.8m each) are accessible from the highway at the front of the property.
The permission to extend the existing crossover to 4.20m width was obtained on 20th May 2021 from London Borough of Hillingdon Highways Delivery Team, ref.44.
Please refer to the attached document.
There is also planned installation of the electric vehicle charging point at the front forecourt.
- 4.6 The proposal seeks permission for conversion of existing house to 2 apartments (1 x 2 bed for 3 persons and 1 x 2 bed for 4 persons).
- 4.7 The ground floor apartment will be provided with 34m² of external amenity, accessed from the living area through the set of French doors. And the first floor apartment will benefit from 30m² of external amenity located at the rear of the site, accessed via the internal staircase and the side alley pathway.
- 4.8 The position of refuse store has been corrected, not to obstruct the pedestrian visibility splays. As shown on the attached Site Plan.

5.0 CONCLUSION

- 5.1 The proposal has been undertaken in a manner that strategically and directly contributes to an identified housing supply within the locality and in a manner that offers a negligible impact upon surrounding environmental receptors due to the limited scope of impacted receptors to the site.
- 5.2 The character and appearance of the host property has not significantly been affected due to a high quality implementation of development, that has protected the predominant scale, massing and form relationship of the dwelling with its immediate streetscene and as such the character and appearance of said streetscene is unaffected by the proposal.
- 5.3 With regard therefore to the Local Plan that applies in relation to the site it has previously been identified by the pre-application submission made by the applicant, by the loss of a three-bedroom family home.
However, it is the applicant's case that whilst the loss of a single family home is a by-product of the development, the outcome is the provision of two dwellings that meet an identified requirement need within the locality in a manner that offers a negligible impact upon the environment. It is the applicant's case that the weight of harm applied to the character and appearance of the area by the officer's consideration in the pre-application submission is oversubscribed given the actual implications associated with permitting the development in character and appearance terms. Overall, therefore on balance it is considered that any harm that can be applied to the proposal by way of loss of a family home is sufficiently and significantly outweighed by the outcome of the proposal which is the contribution of two dwellings that meet another identified need for housing supply in the area. In Local Plan terms therefore, and with regard to the overarching requirements of the National Planning Policy Framework, it is considered that the proposal is in accordance with the Local Plan.
- 5.4 It is respectfully requested therefore that the application is supported, and planning permission is granted.