

Planning & Heritage Statement

**Garages off Green Walk,
Ruislip Manor, Hillingdon HA4
8NL**

Prepared For
Ruislip Manor Cottage Society

9856
January 2023



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CHARTERED TOWN PLANNERS

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1 INTRODUCTION

1.1 This statement is prepared in support of a planning application, made by the Ruislip Manor Cottage Society (RMCS), to London Borough of Hillingdon Council for the following development:

“Demolition of the existing garages and erection of two semi-detached dwellinghouses, landscaping and parking”

1.2 The proposal is for an updated design in response to the refusal of planning applications 73047/APP/2019/398 and 73047/APP/2021/336 and subsequent pre-application advice provided by the Council.

THE SITE

1.3 The application site is located at the end of a narrow spur road (Green Walk) set within the Ruislip Manor Way Conservation Area (CA). It is characterised by attractive collections of dwellings, the design of which was strongly influenced by the Arts and Craft Movement and early Garden City planning. Its significance stems from its well-preserved buildings and spaces that reflect the historic development of the area, which formed part of the ‘Metro-Land’ expansion of London.

1.4 The semi-detached houses along Green Walk are themselves characterised by their consistency of design which is depicted by their steeply pitched roofs, small front gardens, and mature boundary hedges.

1.5 In contrast, the application site is set back from the road and consists of a small court of domestic garages, dating to the 1970s, that can be described as unremarkable and unattractive. The garages therefore detract from the character and appearance of the street and the CA. Due to their substandard width, they are also unsuitable for many modern cars.

1.6 The proposed development seeks to enable the utilisation of this land, which will help the RMCS provide much needed low rental family housing to those who cannot



otherwise afford to live in the area, relieving pressure on the Local Authority to house them instead.

ABOUT THE RMCS

- 1.7 RMCS is a philanthropic organisation, which was founded in 1911 to provide decent and attractive houses for the working classes in Ruislip and continues to accommodate those who cannot afford to buy or rent property on the open market. The development site is just part of a wider area on the Ruislip Manor Estate under their stewardship, which offers affordable accommodation.
- 1.8 It is well documented that there is a shortfall in both market and affordable dwellings across the South East and there continues to be a high demand for the properties managed by the RMCS on the estate. The consequence of changing demographics and people living longer adds further pressures, because the RMCS have fewer properties to go around and only a limited supply of family sized homes, despite the demand for this type of home.
- 1.9 As part of the continued management of the estate RMCS are looking to find suitable opportunities which will allow them to provide additional accommodation. Through analysing their options, it has been recognised that the redevelopment of the site presents an opportunity to enhance this part of the site, as well as provide new family accommodation.

USEFUL BACKGROUND

- 1.10 The proposed redevelopment follows the refusal of applications 73047/APP/2019/398 and 73047/APP/2021/336, which also sought to allow its redevelopment. These applications both adopted a similar approach to each other, with the proposed dwellings facing Green Walk at an angle, with the second scheme making changes in response to the initial refusal and subsequent dismissed appeal.



Image 1: Refused Layout

- 1.11 In determining these applications, the primary issues related to whether the development would preserve or enhance the character or appearance of the CA and, secondly, the effect of the development on the living conditions of neighbouring occupiers.
- 1.12 Given the refusals, a different approach was needed. Pre-application discussions were therefore held with the Council for an amended proposal. This, rather than facing Green Walk at an angle, had the proposed dwellings set back and in line with Nos. 5 and 6. This therefore changed the relationship with the neighbouring properties and allowed the layout to appear more subservient to the main throughfare of Green Walk.



Image 2: Layout presented at Pre-Application Stage

1.13 The house design was also altered so that the width and depth of the primary part of the building is identical to the existing neighbouring houses. At the rear, the proposal would have the same form as the following recently approved extensions:

- Nos 31/32 Green Walk (LPA Ref: 75999/APP/2021/1041)
- Nos 27/28 Green Walk (LPA Ref: 76867/APP/2021/4223)
- Nos 35/36 Green Walk (LPA Ref: 77642/APP/2022/3155)

1.14 The pre-application feedback from Officers confirmed the Council's understanding of RMCS's purpose and objectives for delivering affordable as a material planning consideration. It was also confirmed that the principle of development was still



acceptable, with three main points for discussion, relating to design, amenity and highways. These are discussed in the following statement.

1.15 The scheme now presented, amounts to a materially different proposal to the previous schemes to address the previous reasons for refusal.

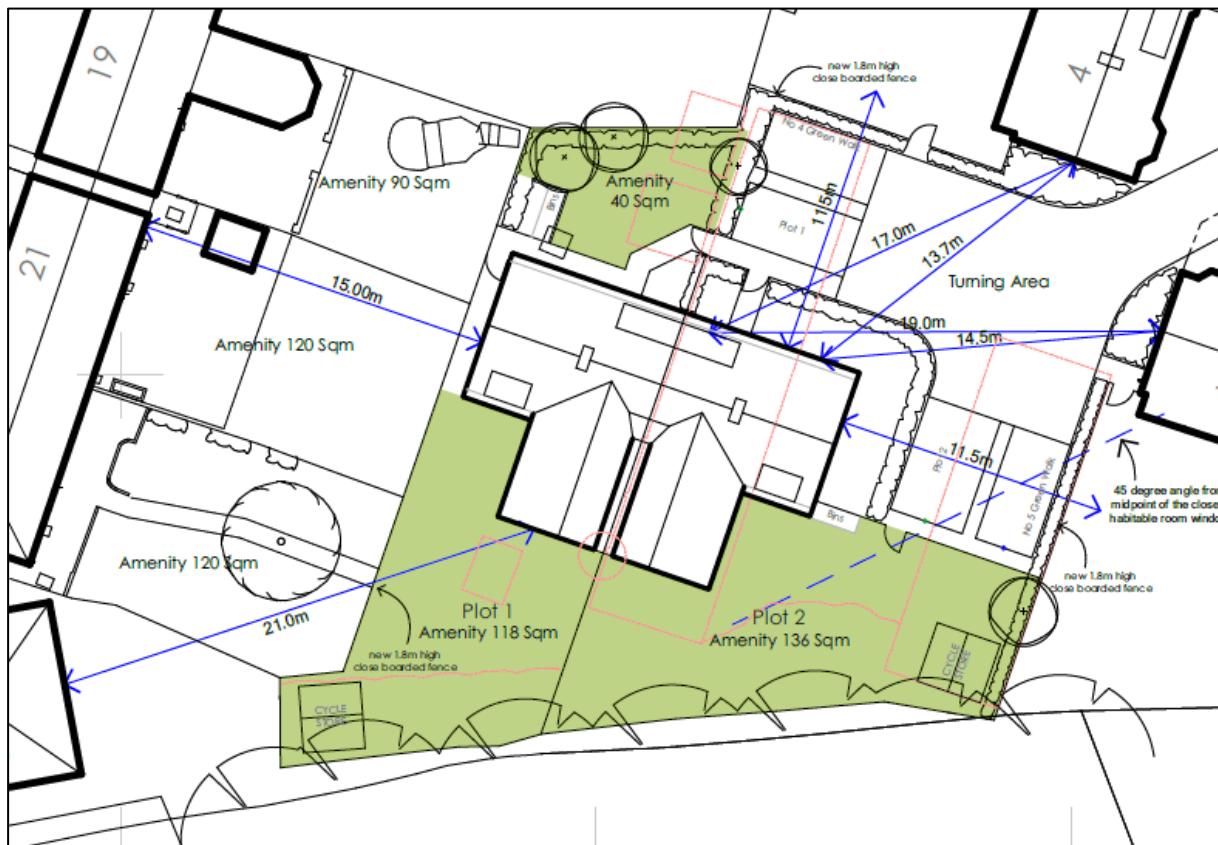


Image 3: Proposed Layout

1.16 For ease of reference, we provide a copy of the Council's pre-application response as **Appendix 1.**



2 PLANNING POLICY CONTEXT

2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case the Development Plan comprises of the:

- Hillingdon Local Plan: Part 1: Strategic Policies – Adopted November 2012
- Saved Unitary Development Plan Policies – Adopted 2007
- Hillingdon Local Plan: Part 2 – Site Allocations and Designations
- Hillingdon Local Plan: Part 2 Development Management Policies
- The London Plan.

2.2 The National Planning Policy Framework (NPPF), which sets out the Government's planning policy position is also referred to. Whilst it is not part of the statutory Development Plan, it is a material planning consideration in the determination of planning applications.

PRINCIPLE OF DEVELOPMENT – HOUSING NEED

2.3 Whilst pre-application discussions with the Council confirmed that the principle of development is acceptable, it is nevertheless a significant consideration that a key objective of the adopted Development Plan is to provide new homes, to meet the need set out in Policy H1, Local Plan Part 1.

2.4 *UDP Policy H5 also makes clear that:*

“...the council will encourage dwellings suitable for large families, where the needs of the area suggest it is appropriate.”

2.5 It is therefore evident that a large proportion of the housing need is for family sized homes, which is consistent with what the RMCS's have found in seeking *to manage their own housing stock*. This coupled with the need for affordable homes would be



delivered by the proposal. As such, not only is the principle of development acceptable the proposal will provide a public benefit in providing affordable accommodation in line with housing needs.

DESIGN & AMENITY

2.6 The quality of design is another consideration of the Council's Development Plan, including how the development relates to neighbouring properties and amenity. The proposed development has therefore been designed to be identical in form and appearance to the existing dwellings on Green Walk, extended to the rear with projecting gables that are identical to those already approved on three separate occasions by the Council, as detailed in paragraph 1.13.

2.7 The Council's pre-application response confirms that:

"The current pre- application proposals have been further amended to overcome the design concerns. The semi-detached houses are an improvement on the previous application with the main body of the houses now to the same footprint as the other houses in the cul-de-sac. The detailed design, roof form and eaves height of the main body of the houses also match and are considered appropriate. The landscaping and the introduction of privet hedge boundaries are also supported and respect the conservation area. The rear two-storey wings are also now considered acceptable and reflect extensions recently permitted at nos. 27-28 (76867/APP/2021/4223) and 31-32 (75999/APP/2021/1041) Green Walk.

The proposals are now considered to preserve the character and appearance of the Ruislip Manor Way Conservation Area."

2.8 It should also be noted that under the revised scheme, the proposed dwellings will also be set further back into the site, so that the building will be situated behind the rear building line of nos 3-4 and 5-6, which will make it appear more subservient and less visible from within the main street scene. This arrangement also allows for additional soft landscaping to be provided to the front of the properties, reducing the amount of hard standing and creating a street scene that is more closely matched to



the existing arrangement for the neighbouring properties on Green Walk (albeit not as visible). The existing houses tend to have small front gardens, divided up with low level hedgerows.

2.9 By changing the position of the proposed dwellings, amenity standards have also been improved. Officers advised that the Council's separation distance standards are 15m rear to side and 21m back to back. Where the relationships are not direct, some flexibility can be applied.

2.10 With the new arrangement on the site, the pre-application advice has confirmed that:

*"The proposed dwellings would be sited a minimum of approximately 19.45m to the east of no. 19 Windmill Way and a minimum of some 24.25m to the north-east of no. 25 / 27 Windmill Way. Adjacent properties in Windmill Way do not appear to adversely impacted by the proposal and similarly, **they would not impact on the amenity of the future occupiers of the proposed dwellings.**" [our emphasis]*

2.11 Then in relation to the relationship with nos. 4 and 5 Green Walk, the pre-application advice sets out that:

"Concerns regarding loss of privacy could be overcome with the use of obscure glazing on the front facing dormer windows and concerns regarding visual intrusion and loss of outlook could be alleviated by siting the proposed development further away from nos. 4 and 5 Green Walk, if possible achieving a 15m separation distance."

2.12 To that end, the front dormers (which serve bathrooms) can be conditioned to be obscured glazed. Although there is not quite a separation distance of 15m between the buildings when measured horizontally, it is only marginally short of this. The actual distance between the existing first floor bedroom windows to the neighbouring properties and the proposed ground floor windows to the new houses will exceed 15m, when measured in three dimensions and is at an oblique angle. This will ensure an acceptable relationship in terms of privacy. Outlook from the existing bedroom windows is also improved by virtue of the direct view being over landscaped gardens rather than garages.



- 2.13 Internally, the properties have been designed to meet the London Plan internal space standards for a three-bedroom dwelling, with each of the homes having a floor area of 102.28sqm, compared to a requirement of 102sqm set out in the standards. The gardens have also been designed to provide over 100sqm of external amenity space.
- 2.14 The changes made to the proposed development mark a significant departure from the refused design, whilst maintaining the core principle of achieving a scheme that still reflects the character of the street scene.

CONSERVATION AREA

- 2.15 Notwithstanding the above, the site is located within the CA where there is a statutory duty on the Council to preserve or enhance its character and appearance. To assess the impact of development, we have prepared the following Heritage Impact Assessment.
- 2.16 The Planning (Listed Buildings and Conservation Areas) Act (1990) sets out regarding applications for planning permission within conservation areas that:

“s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”
- 2.17 The Council’s Development Plan reflects the above requirement, with Policy DMHB 4 stating that:

“New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area.”
- 2.18 Regard is also given to the NPPF, which states at paragraph 189 that:



“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.”

2.19 The significance of the site in this instance is not related to the existing garages which are of no heritage value and they make no valuable contribution towards the character and appearance of the CA. In fact, we would go as far as to say they detract from the value of the CA. Consequently, their loss would be acceptable, and this has been confirmed by the Council.

2.20 It is also recognised that the proposed development must also preserve or enhance the important character and appearance of the CA, taken as a whole. One of the main contributing factors are the existing dwellings on Green Walk and although these are not particularly significant in terms of their construction, their architectural style is only seen in this sub area of the CA and aptly described by the Built Heritage Consultancy in their assessment of the refused submission:

“The houses are arranged as semi-detached houses of 1.5 storeys in height and built across 4 bays, two bays per house. The buildings are designed with pronounced steeply pitched gabled roofs, almost a Saxon typology, that very much dominate the buildings on every elevation. The size of the roofs leaves only a short expanse of rendered brick walls visible at ground floor level to both the front and rear elevations. The buildings comprise one 3-light casement and one 2-light casement to the ground floor; many original timber windows have regrettably been replaced by uPVC varieties. The roof is covered with brown clay pantiles, and the gabled end covered with matching brown clay tiles. The roof also includes two, joined mono-pitched dormers, covered again with brown pantiles.”



2.21 Although the proposed houses do not seek to replicate the form of the existing dwellings, the main architectural detailing and theming is in keeping with the existing properties along Green Walk. Notably, being set back, they will not be seen in the context of the main street and only through the gap between nos. 4 and 5.

2.22 Any impact will therefore be localised and whilst the proposal will lead to change, this is not the same as harm. Indeed, at worst the impact will be at the lower end of less than significant harm and is more likely to be neutral, therefore preserving the character of the CA.

2.23 However, even if assessed has leading to less than significant harm, the NPPF guides the decision maker to having regard to the public benefits of the proposal (para 196):

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

2.24 A significant benefit is that the proposal will provide much needed affordable accommodation to those who most need it (i.e., families). Although only two homes are proposed, which will make only a small contribution to the overall needs, it is nevertheless significant and can be afforded moderate weight.

2.25 Added to the benefit of replacing the garages, which detract from the CA, the proposal would have significant public benefit that will more than outweigh any potential harm to the CA.

2.26 More widely, the impact of the development on the character and appearance of the CA will be minimal and will not result in any particular harm. Consequently, it is considered that the proposal would be acceptable in heritage terms.

2.27 This conclusion is also shared by the Conservation Officer who has stated in the pre-application response that:



“The proposals are now considered to preserve the character and appearance of the Ruislip Manor Way Conservation Area.”

PARKING & ACCESS

2.28 The highway credentials of the proposal have been assessed through the accompanying transport statement and therefore we refer you to that document for the detailed assessment.

2.29 We do however draw attention to the fact that car parking is to be provided on site, with a total of 4 spaces provided. These would be allocated with 1 spaces for each of the proposed dwellings and a further 2 spaces for nos. 4 and 5 Green Walk. Access to the site would remain as existing, utilising the spur road. Garden sheds can be provided should secure cycle parking be required.

2.30 Notwithstanding the above, the proposal will result in the loss of the existing garages, but as detailed in the Transport Statement, it is anticipated that only 6 vehicles could be displaced onto the public highway network given the poor usage of the garages. Although this still represents a net loss in parking, the parking survey results from March 2018 showed that there is an average of 40 on-street parking spaces within 200m of the site of an evening which residents could utilise. The loss of garage parking will not therefore result in harm to the local public highway.

2.31 Indeed, the site is in a sustainable location with access to both public transport choices and local shops and facilities, without the need for the car. The public benefit of providing affordable family sized homes also weighs in favour of losing the underused and unattractive garaging. Any highway impact would not therefore be severe and accords with the Council’s policies.

2.32 There have been no previous objections on highway grounds, and the pre-application advice confirmed that the proposal is acceptable in highway terms.

AFFORDABLE HOUSING STATEMENT



2.33 Due to the size of the development, there is no policy requirement for affordable housing, because the proposal is for less than 10 units.

2.34 However, the philanthropic objectives of the RMCS are nevertheless consistent with the affordable housing policy. The proposal would essentially provide two affordable family sized units. Given the need for affordable housing within the borough, this also weighs in favour of the proposal.

ECOLOGY & TREES

2.35 Prior to the submission of the application the ecological potential of the site and likelihood of any trees being affected by the proposed development were assessed.

2.36 In respect of the ecological potential of the site, A Preliminary Ecological Appraisal was carried out by Lilac Land Consultants. This report was originally prepared in January 2021. However, as its conclusions were so decisive, this can still be considered up to date and does not need to be updated for the current application.

2.37 It was found that the site has low ecological value and therefore is not habitat that needs protecting. However, the development proposals do provide opportunities for the enhancement of the site's biodiversity value. The Ecology Assessment therefore recommends the inclusion of the following measures:

- The installation of bat boxes within the brick work would increase the roosting opportunities for bats.
- The planting of hedge rows and trees will improve nesting and feeding habitat for birds.

2.38 Turning to trees, one tree and two groups were surveyed during the Arboricultural Impact Assessment, carried out in 2018 but still relevant to the current situation on the site. This included apple, Leyland cypress, Lawson cypress and hawthorn.



2.39 Due to declining health, poor growth environments, lack of amenity value and unsympathetic past management it was recommended that T1, G1 and G2 are removed on Arboricultural grounds.

2.40 The assessment did otherwise note that G1 and G2 provide some screening value, this is considered limited due to their low quality. As such the report recommends that it would be of more value to the CA if these trees were replaced after the completion of the development.

2.41 It is important to note that it is not necessary to remove any trees to facilitate the development. Any removal would only be in order to ultimately enhance the site through new planting.

2.42 In conclusion, the report found no arboricultural reason why the development cannot go ahead, by taking appropriate protective and mitigation measures so that all retained trees can be adequately protected, preventing any negative impacts to those trees.



3 SUMMARY AND CONCLUSIONS

- 3.1 The proposed development seeks to provide two additional family sized dwellings on the Ruislip Manor Estate, which is owned and managed by the RMCS. The two dwellings would add to the RMCS's portfolio of affordable properties, helping them to provide additional homes on the popular estate.
- 3.2 The development site, which is presently occupied by garaging, is underutilised for its intended purpose, and adds little value or character of the street. Optimising the land for residential use is an opportunity to improve the appearance of the site and the CA while also providing much needed housing.
- 3.3 The new design has resulted in significant changes compared to the refused scheme, removing the unfavourable elements, and improving the relationship with the neighbouring properties.
- 3.4 Overall, the proposed design is considered to make at least a neutral addition to the character and appearance of the area. In combination with the provision of affordable accommodation, the planning balance firmly falls in favour of the development.
- 3.5 The proposals therefore comply with the aims of all relevant development plan policies and with central government advice in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 3.6 In our judgement no other material considerations weigh against it. Accordingly, we trust the Council will determine that the application for planning permission can be approved.



APPENDIX 1 – PRE-APPLICATION RESPONSE



Mrs Rebekah Jubb
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Tel: 01895 250230
Case Officer: James Wells
Email: JWells@hillingdon.gov.uk
Date: 1st December 2022
Our Ref: 73047/PRC/2022/129

Dear Mrs Rebekah Jubb

RE: Demolition of existing garages and construction of 2 x 2 bedroom semi-detached dwellings with associated parking and amenity spaces.
SITE: Garages Off Green Walk Ruislip

I refer to your request for pre-application planning advice dated 15.06.22 and our subsequent meeting on 14.09.22 relating to the above development. The advice provided is based on the following drawings and documents issued to the Local Planning Authority for consideration:

Plan Numbers:

Site Location Plan - KA2153-0100 - received 15 Jun 2022
Existing Block Plan - KA2153-0101 - received 15 Jun 2022
Existing Survey - KA2153-0102 - received 15 Jun 2022
Proposed Block Plan - KA2153-0103 - received 15 Jun 2022
Proposed Site Plan - KA2153-0104 - received 15 Jun 2022
Proposed Floor Plans - KA2153-0105 - received 15 Jun 2022
Proposed Elevations & Sections - KA2153-0106 - received 15 Jun 2022
Amenity Plan - KA2153-0107 - received 15 Jun 2022
Tree Protection - KA2153-0108 - received 15 Jun 2022
Covering letter dated 9/6/22 - received 15 Jun 2022

Outlined below is a preliminary assessment of the proposal, including an indication of the main issues that

should be addressed should you choose to submit a formal planning application. Please note that the views expressed in this letter represent officer opinion only and cannot be taken to prejudice the formal decision of the Council in respect of any subsequent planning application, on which consultation would be carried out which may raise additional issues. In addition, the depth of analysis provided corresponds with the scope of information made available to Council officers.

The Site and Surrounds

The application site is situated to the south of Green Walk and comprises a courtyard of 15 garages and parts of the rear gardens of nos. 17, 19, 21, 23, 25 and 27 Windmill Way. The area is owned by the Ruislip Manor Cottage Society and laid out with identical semi-detached cottage dwellings. They have steep roofs, tile hung gables, square bay windows, paired dormers and stand behind tall garden hedges. In this particular part of Green Walk, there are two pairs of cottages on either side of a narrow single lane road with a pair of cottages at the end fronting a small turning circle. The garage court sits in the south-west corner, with access between nos. 4 and 5 Green Walk.

The site forms part of the Ruislip Manor Way Conservation Area, is located within the Ruislip Town Centre Air Quality Focus Area and a Critical Drainage Area and has a Public Transport Accessibility Level (PTAL) of 3. The area is mainly residential in character and appearance comprising a mix of dwelling types and flats.

Planning History

Under application ref. 73047/APP/2019/398 the erection of two x 4 bed dwellings with associated parking and amenity space involving demolition of existing garages was refused in April 2019.

An appeal ref. APP/R5510/W/19/3238532 against the 2019 refusal was dismissed in February 2020.

Under application ref. 73047/APP/2021/336 the erection of two x 3 bed dwellings with associated parking and amenity space involving demolition of existing garages was refused in May 2021 for the following reasons:

1. The proposed semi-detached pair of houses by virtue of their size, scale, bulk and detailed design would be detrimental to the character, appearance and visual amenities of the street scene and would fail to either preserve or enhance the character or appearance of the surrounding Ruislip, Manor Way Conservation Area. The proposal is therefore contrary to Policies BE1 and HE1 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), Policy HC1 of the London Plan (2021) and the National Planning Policy Framework (2019).
2. The proposed development, by virtue of its siting, size, scale and proximity, would be detrimental to the amenities of the adjoining occupiers at Numbers 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. As such the proposal would be contrary to Policy DMHB11 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020).

The Proposal

This pre-application seeks advice for the proposed erection of two x 2 bed semi-detached dwellings with associated parking and amenity space involving the demolition of the existing garages. The covering letter states that the proposed dwellings would be affordable housing.

Planning Policy

Development Plan

Planning law requires that applications for planning permission be determined in accordance with the

development plan, unless material considerations indicate otherwise.

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

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

Material Considerations

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

The proposed development has been assessed against development plan policies and relevant material considerations.

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.H1 (2012) Housing Growth
- PT1.HE1 (2012) Heritage

Other Policies:

- DMEI 10 Water Management, Efficiency and Quality
- DMEI 12 Development of Land Affected by Contamination
- DMEI 9 Management of Flood Risk
- DMH 6 Garden and Backland Development
- DMHB 1 Heritage Assets
- DMHB 11 Design of New Development
- DMHB 12 Streets and Public Realm
- DMHB 14 Trees and Landscaping
- DMHB 16 Housing Standards
- DMHB 18 Private Outdoor Amenity Space
- DMHB 4 Conservation Areas
- DMT 2 Highways Impacts
- DMT 6 Vehicle Parking
- LPP D3 (2021) Optimising site capacity through the design-led approach
- LPP D5 (2021) Inclusive design
- LPP D6 (2021) Housing quality and standards
- LPP D7 (2021) Accessible housing
- LPP GG2 (2021) Making the best use of land
- LPP GG4 (2021) Delivering the homes Londoners needs
- LPP HC1 (2021) Heritage conservation and growth

LPP T6.1	(2021) Residential parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes

Main Planning Issues

1. Principle of development

The site is located in the developed area of the Borough, where the erection of new dwellings is acceptable in principle subject to compliance with other relevant policies as set out in this report.

Policy DMH 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that there is a presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity. In exceptional cases a limited scale of backland development may be acceptable, subject to the following criteria:

- i) Neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;
- ii) Vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;
- iii) Development on backland sites must be more intimate in mass and scale and lower than frontage properties; and
- iv) Features such as trees, shrubs and wildlife habitat must be retained or re-provided.

In terms of this policy, the proposed semi-detached dwellings would be sited to the side and rear of nos. 4 and 5 Green Walk and would involve the demolition of the existing garages. As also advised in the amenity section below, the proposed dwellings would be sited a minimum of approximately 9m to the south of no. 4 Green Walk and a minimum of some 7m to the south-west of no. 5 Green Walk. Although these are similar separation distances to the separation distances between the nearby existing properties in Green Walk, the siting, size, scale and proximity of the proposed development would be detrimental to the amenities of the adjoining occupiers at Numbers 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. On-site car parking spaces are provided for the proposed dwellings so the car parking requirements of Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) are met. The pedestrian and vehicular access to the site appears unlikely to have an adverse impact on the amenity of neighbouring properties. The proposed development is not more intimate in mass and scale and lower than frontage properties but its design is generally considered to be in keeping with the design of existing properties in Green Walk.

The proposed development, by virtue of its siting, size, scale and proximity, would be detrimental to the amenities of the adjoining occupiers at Numbers 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. It would be contrary to the requirements of Policy DMH 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and could not be supported by the Council.

2. Design

Policy HC1 of the London Plan (2021) states, *inter alia*, that "development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating

heritage considerations early on in the design process."

Policy D3 of the London Plan (2021) states, *inter alia*, that "development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions."

Policy HE1 of the Hillingdon Local Plan (November 2012) states that the Council will:

1. Conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes:
 - Historic village cores, Metro-land suburbs, planned residential estates and 19th and 20th century industrial areas, including the Grand Union Canal and its features;
 - Designated heritage assets such as statutorily Listed Buildings, Conservation Areas and Scheduled Ancient Monuments;
 - Registered Parks and Gardens and historic landscapes, both natural and designed;
 - Locally recognised historic features, such as Areas of Special Local Character and Locally Listed Buildings; and
 - Archaeologically significant areas, including Archaeological Priority Zones and Areas.

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'.

Policy DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that:

New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area. It should sustain and enhance its significance and make a positive contribution to local character and distinctiveness. In order to achieve this, the Council will:

- A) Require proposals for new development, including any signage or advertisement, to be of a high quality contextual design. Proposals should exploit opportunities to restore any lost features and/or introduce new ones that would enhance the character and appearance of the Conservation Area.
- B) Resist the loss of buildings, historic street patterns, important views, landscape and open spaces or other features that make a positive contribution to the character or appearance of the Conservation Area; any such loss will need to be supported with a robust justification.
- C) Proposals will be required to support the implementation of improvement actions set out in relevant Conservation Area Appraisals and Management Plans.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that 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.

PROPOSAL

The height, scale, footprint and detailed design of the main body of the proposed houses now appears to be the same as the other houses in this part of Green Walk. The rear two storey outriggers would be similar in form to the two storey rear extensions to nos. 31 and 32 Green Walk that were approved under application ref. 75999/APP/2021/1041 in May 2021. The landscaping and the introduction of privet hedge boundaries also appears to respect the landscaping at the other houses. The materials of the proposed dwellings, in the event of an approval of a subsequent planning application, could be conditioned to ensure that they were appropriate to this part of Green Walk.

CONSERVATION AND URBAN DESIGN OFFICER COMMENTS

Summary of Comments

The proposed development site sits within a sensitive location within the Ruislip Manor Way Conservation Area. This part of the conservation area is characterised by identical semi-detached cottage dwellings that were laid out by the Ruislip Manor Cottage Society.

The design of the proposed semi-detached pair of houses are an improvement on the previously refused application 73047/APP/2021/336. The main body of the houses are now to the same footprint as the other houses in the cul-de-sac. The roof form and eaves height of the main body of the houses also match and are considered appropriate. The landscaping and the introduction of privet hedge boundaries are also supported and respect the conservation area.

There have been a couple of recent planning approvals for rear extensions at nos. 27-28 and 31-32 Green Walk which the new houses have sought to replicate. This ensures consistency in design within Green Walk and will preserve the character and appearance of this part of Ruislip Manor Way Conservation Area.

Observations

The pre-application enquiry seeks advice on proposals to demolish the existing garages and to construct two x 2 bed semi-detached houses with associate parking and amenity space.

The site is situated within one of the most attractive corners of the Borough, laid out by the Ruislip Manor Cottage Society with semi-detached cottage dwellings with a strong consistency in design which make a positive contribution to the character and appearance of the conservation area.

The 1.5 storey houses date from the early 20th century and are strongly influenced by the Arts and Crafts Movement and early Garden City Planning. They have steep roofs, tile hung gables, canted or square bay windows, paired dormers and garden hedging. In this cul-de-sac road, there are two pairs of cottages on either side, fronting a very narrow single lane road, with a pair at the end fronting a small turning circle forming a symmetrical composition. There is a garage court beyond to one side in a south westerly location which forms the proposed development site.

The small court of domestic garages, that date to the 1970s, are of no architectural interest. There would be no objection to their demolition in principle provided that a sympathetic development is proposed that respects this part of the conservation area.

A pre-application proposal to redevelop the site for two four-bed semi-detached houses was previously submitted to the Council under application 73047/PRC/2017/133. It was considered that if the principle of development was established, taking into consideration the impact on parking, the proposed pair of houses should take the same form as the existing houses, in their footprint, design and roof form.

A subsequent planning application was submitted (ref: 73047/APP/2019/398) which comprised a

similar scheme to the one that was presented at pre-application stage and as such raised similar design concerns. This application was later refused on design and amenity grounds. The decision was appealed but the Inspectorate dismissed the appeal raising the same design concerns identified by the Council.

Another application was submitted under application 73047/APP/2021/336 and again this was refused on various design issues.

The current pre- application proposals have been further amended to overcome the design concerns. The semi-detached houses are an improvement on the previous application with the main body of the houses now to the same footprint as the other houses in the cul-de-sac. The detailed design, roof form and eaves height of the main body of the houses also match and are considered appropriate. The landscaping and the introduction of privet hedge boundaries are also supported and respect the conservation area. The rear two-storey wings are also now considered acceptable and reflect extensions recently permitted at nos. 27-28 (76867/APP/2021/4223) and 31-32 (75999/APP/2021/1041) Green Walk.

The proposals are now considered to preserve the character and appearance of the Ruislip Manor Way Conservation Area.

LANDSCAPING

Policy DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that:

- A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.
- B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.
- C) Where space for ground level planting is limited, such as high rise buildings, the inclusion of living walls and roofs will be expected where feasible.
- D) Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

The previously refused application ref. 73047/APP/2019/398 included a tree report that identified and assessed the condition and value of trees and hedgerows on and close to the site. There were no 'A' or 'B' grade trees whose condition and value would merit retention. An existing apple tree and two hedges were considered to pose no constraint on the proposed development, which was recommended for approval on landscaping grounds subject to their replacement with species that were more suitable and sensitive to this location.

In terms of landscaping there is no objection in principle, subject to an up to date tree survey, tree report, arboricultural impact assessment and protection measures (if the existing tree and hedges are to be retained). If vegetation is to be removed, justification will be required with a landscape scheme with suitable replacement planting.

3. Amenity

Policy DMHB 11 B) of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) requires that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The proposed dwellings would be sited a minimum of approximately 9m to the south of no. 4 Green

Walk and a minimum of some 7m to the south-west of no. 5 Green Walk. Although these are similar separation distances to the separation distances between the nearby existing properties in Green Walk, the siting, size, scale and proximity of the proposed development would be detrimental to the amenities of the adjoining occupiers at Numbers 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. The only proposed first floor windows, in the front dormer, are shown to be obscure glazed. These windows would serve bathrooms. Therefore, the obscure glazing is considered acceptable and could be conditioned, along with the installation of any further first floor windows in the proposed dwellings requiring the written approval of the local planning authority, to safeguard the amenity of adjacent properties.

The submission of a daylight/sunlight report (prepared by a suitably qualified professional) with any future application would help to demonstrate the impact on the daylight/sunlight of adjacent properties. However, even if light levels were demonstrated to be acceptable, concerns about visual intrusion, loss of outlook and loss of privacy are still likely to be raised.

The proposed dwellings would be sited a minimum of approximately 19.45m to the east of no. 19 Windmill Way and a minimum of some 24.25m to the north-east of no. 25 / 27 Windmill Way. Adjacent properties in Windmill Way do not appear to adversely impacted by the proposal and similarly, they would not impact on the amenity of the future occupiers of the proposed dwellings.

The proposed development, by virtue of its siting, size, scale and proximity, would be detrimental to the amenities of the adjoining occupiers at nos. 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. As such the proposal would be contrary to Policy DMHB11 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020) and could not be supported by the Council.

Concerns regarding loss of privacy could be overcome with the use of obscure glazing on the front facing dormer windows and concerns regarding visual intrusion and loss of outlook could be alleviated by siting the proposed development further away from nos. 4 and 5 Green Walk, if possible achieving a 15m separation distance.

Policy DMHB 16: Housing Standards states:

All housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this all residential development or conversions should meet or exceed the most up to date internal space standards, as set out in Table 5.1 of the Local Plan - Part 2 (2020).

The proposed 2/3 bedroom, 4/5 person, 2 storey dwellings appear to provide 105.3sqm of internal space, exceeding the minimum standard of 102sqm of internal space for a 3 bedroom, 6 person, 2 storey dwelling.

Policy DMHB 18: Private Outdoor Amenity Space states:

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 of the Local Plan - Part 2 (2020).

The proposed dwellings appear to achieve garden areas of 125sqm (Plot 1) and 100sqm (Plot 2), exceeding the minimum standard of 60sqm for a 3 bedroom dwelling.

Adequate garden areas in excess of 100sqm appear to be retained for the 'donor' properties in Windmill Way.

4. Highways

HIGHWAY OFFICER COMMENTS

Site Characteristics

The site is located in a residential catchment in Ruislip and consists of a bank of 15 garages located at the end of a cul-de-sac off the main 'Green Walk' thoroughfare. The formal access to the garages is located between No.'s 4-5 Green Walk and would be utilised by the proposal which consists of 2x2 bedroom semi-detached units with 1 allocated on-plot parking space per dwelling.

The surrounding road network is encompassed by a controlled parking zone (CPZ) operating from Monday to Friday - 11am to 12noon & 2pm to 3pm with an inclusive residents parking scheme. In addition, double yellow line restrictions apply throughout the cul-de-sac and are extensive within the remainder of Green Walk. Also, there are off-street parking facilities available for some of the surrounding residential properties in the area which assists in reducing general on-street parking demand.

The public transport accessibility level (PTAL) for the location is rated as 3 which is considered as moderate and therefore heightens dependency on the ownership and usage of private motor transport.

An earlier and comparable planning application (73047/APP/2021/336) was refused in 2021 but not on transport/highway related grounds.

Parking Provision

Hillingdon Local Plan: Part 2 Policy - DMT 6 requires that new development will only be permitted where it accords with the council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network.

London Plan (2021): Policy T6.1 (Residential Parking) requires that new residential development should not exceed the maximum parking standards as set out in table 10.3.

The site is currently a back-land garage site consisting of 15 existing garages of which 11 are in tenancy with 6 being used for the intended purpose of housing a motor vehicle. The garages are to be demolished to facilitate the build.

The maximum parking requirement for each of the new 3-bedroom residential units would be in the order of 2 on-plot spaces to comply with the adopted Hillingdon parking standard. As depicted, this standard appears not to be met with one space proposed for each dwelling. However, in contrast for a PTAL rating of 3, the London Plan (2021) parking standard demands up to 1.5 spaces per unit which is more akin to the proposed quantum. Therefore, on balance, the level of provision is considered borderline acceptable.

It is understood that there would be a net loss of 6 garage-based parking spaces following demolition of the garages which have the potential to be displaced onto the local highway network. However, as part of the proposal, it is indicated that 2 parking spaces (1 space each for No's 4 & 5 Green Walk) are to be re-provided adjacent to the formal access to the garages/site envelope which is welcomed. As both addresses do not currently possess on-plot parking, it is assumed that residents of the said properties are likely to be two of the 'car user' garage tenants out of a total of 6. On this assumption this would reduce the potential level of displacement to 4 vehicles.

For a previously refused 2019 application dismissed upon appeal (73047/APP/2019/398), for 2x4 bedroom dwellings, the applicant undertook parking stress surveys which indicated that an element of spare on-street capacity is available over a wider area on the local highway network. However, the least available 'spare' capacity is within Green Walk itself which would be the most convenient area to accommodate any marginal parking displacement generated by the proposal.

Notwithstanding this point, it is considered that any potential displacement would be relatively insignificant hence on-balance, the loss of the garage facility and level of new on-plot parking provision is accepted.

Electric Vehicle Charging Points (EVCP's)

In line with the London Plan (2021), within any final parking quantum there is a requirement for a minimum 20% 'active' EVCP provision with all remaining spaces being designated as 'passive' provisions which in this case equates to 1 'active' space for each of the new units and 2 'passive' spaces for No's 4 & 5 Green Walk.

Cycle Provision

In terms of cycle parking, there would be a requirement to provide 2 secure and accessible space for each unit to accord with the council's adopted cycle parking standard. This level of enclosed provision located to the rear of the new units has been indicated by the applicant and is therefore considered acceptable.

Vehicular Access

Access to the existing garages is directly via a short and narrow 'single file' access way spurred off the 'shared surface' cul-de-sac which exhibits double yellow line restrictions throughout its length which thereby maintains vehicular and pedestrian access at all times. This arrangement would remain unaltered for the proposal and due to the physical constraints of the site envelope, access would be limited to passenger vehicles only but allowing such vehicles to enter and leave the site in a forward gear which is the recommended practice on highway safety grounds. Any larger delivery, emergency or refuse vehicle would be required to stop and discharge their duty from within the cul-de-sac and turning head itself as they do now when servicing existing properties. If so required, emergency vehicles i.e. a fire tender could still gain physical access into the site in an emergency scenario.

Although this overall arrangement is not considered as ideal, it is accepted in principle given the relatively small quantum of development and the low level of traffic activity the proposal would generate.

Vehicular Trip Generation

Local Plan: Part 2 Policies DMT 1 and DMT 2 require the council to consider 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.

In comparison to the current garage use, the level of traffic generated by the proposal is anticipated to exhibit a marginal reduction. A two-way movement not exceeding 1-2 vehicles per hour during the most sensitive and therefore crucial am and pm peak traffic periods would be expected which is considered de-minimis in generation terms and therefore can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

Operational Refuse Requirements

Refuse collection will be conducted in conjunction with existing 'pick ups' from the properties within cul-de-sac without the need to enter the site envelope.

Detail of refuse storage has been provided with stores located adjacent to each build. In order to conform to the council's 'waste collection' maximum distance parameter of 10m i.e. distance from a refuse vehicle to the point of collection, arrangements should ensure that waste generated by each of

the dwellings is positioned at a collection point as far north within the envelope as possible on collection days. i.e. nearest to the adopted public highway in Green Walk. In reality, this would usually be undertaken informally as it is in the interest of the new occupiers to have their waste collected. There are no further observations.

Construction Logistics Plan (CLP)

A full and detailed CLP will be a requirement given the significant constraints and sensitivities of the local residential road network in order to avoid/minimise potential detriment to the public realm. It will need to be secured under a suitable planning condition.

Synopsis

In terms of transport/highways impacts, the acceptability (or otherwise) of a future planning application will be dependent on the evidence and detail provided within the submitted documentation together with an appropriate response to the comments and recommendations made within this appraisal.

5. Other

Flood Risk

The site is located in a Critical Drainage Area, where there is a risk of flooding from surface water due to rainwater falling onto impermeable surfaces. Any future application should include the provision of sustainable drainage systems (SuDS) to manage surface water on site.

Energy

Policies EM 5 and DMEI 2 of the Local Plan seek a contribution from all development to a reduction in carbon emissions and encourage the use of renewable energy. The potential for renewable energy technologies such as PV's and heat pumps as part of any future development should be explored.

Access

Any future planning application would need to provide plans detailing compliance with the prescribed standards set out in Approved Document M to the Building Regulations 2010 (2015 edition), clearly detailing the required dimensions and clear access zones within entrance lobbies, passageways living areas, bathrooms and bedrooms.

Crime Prevention

The design and layout should also have regard to secure by design principals. You may wish to contact the Metropolitan Police's Secure by Design Officer, PC Robert Palin who can be contacted on 020 8733 5245 or by e-mail on Robert.Palin@met.pnn.police.uk.

6. Planning Obligation and CIL (Mayor and LBH)

S106 PLANNING OBLIGATIONS

The covering letter states that the proposed dwellings would be affordable housing. It is considered that a planning obligation will be required to ensure the delivery of affordable housing.

COMMUNITY INFRASTRUCTURE LEVY (CIL)

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014. The Hillingdon CIL charge for residential developments of 100sqm or more is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per square metre of additional floorspace.

7. Application Submission

In addition to the documents referred to in the above report, the Council has an adopted Local Planning Validation Checklist (June 2020) that sets out in full the drawings and documents required to support applications for planning permission.

Any future application should include the submission of a daylight/sunlight report; an up to date tree survey, tree report, arboricultural impact assessment and protection measures; a sustainable drainage system (SuDS) and a draft planning obligation or draft heads of terms to ensure the delivery of affordable housing.

Prior to any future application it is considered that further parking stress surveys should be undertaken to confirm the current on-street capacity that is available on the local highway network. The parking stress survey results should be submitted with any future application.

Should you require further information, please refer to the Council's website:
<https://www.hillingdon.gov.uk/apply-planning-permission>.

8. Conclusion

The height, scale, footprint and detailed design of the main body of the proposed houses now appears to be the same as the other houses in this part of Green Walk. The rear two storey outriggers would be similar in form to the two storey rear extensions to nos. 31 and 32 Green Walk that were approved under application ref. 75999/APP/2021/1041 in May 2021. The landscaping and the introduction of privet hedge boundaries also appears to respect the landscaping at the other houses. The materials of the proposed dwellings would be conditioned to ensure that they were appropriate to this part of Green Walk.

The proposed development, by virtue of its siting, size, scale and proximity, would be detrimental to the amenities of the adjoining occupiers at nos. 4 and 5 Green Walk by reason of visual intrusion, loss of outlook and loss of privacy. As such the proposal would be contrary to Policies DMH 6 and DMHB11 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020) and could not be supported by the Council.

Concerns regarding loss of privacy could be overcome with the use of obscure glazing on the front facing dormer windows and by siting the proposed development further away from nos. 4 and 5 Green Walk, if possible achieving a 15m separation distance, would help to address the Council's amenity concerns.

In terms of landscaping there is no objection in principle, subject to a tree survey, tree report, arboricultural impact assessment and protection measures (if the existing tree and hedges are to be retained). If vegetation is to be removed, justification will be required with a landscape scheme with suitable replacement planting.

The only proposed first floor windows, in the front dormer, are shown to be obscure glazed. These windows serve bathrooms. Therefore, the obscure glazing is considered acceptable and could be conditioned, along with the installation of any further first floor windows in the proposed dwellings, to safeguard the amenity of adjacent properties.

Any future application should include the provision of sustainable drainage systems (SuDS) to manage surface water on site.

Please be advised that the Council require confirmation that you wish to enter into a PPA as soon as possible, in order to ensure the necessary resource are in place to meet the terms of the PPA.

Thank you for entering into the Councils pre-application advice service and I trust you have found this service of assistance.

James Wells
Planning Team Leader
Major Applications Team
London Borough of Hillingdon

Planning Guarantee

For complex applications which are likely to exceed the statutory timeframes, the applicant is encouraged to enter into a Planning Performance Agreement (PPA) to allow for the negotiation of complex cases. Central Government encourages the use of PPAs for larger and more complex planning proposals to bring together the developer, the Local Planning Authority and key stakeholders to work in partnership throughout the planning process.

Providing a PPA helps ensure that major proposals progress through the application process in a timely fashion and result in high quality development but the service is both time consuming and costly. The charge for all Planning Performance Agreements will ensure that adequate resources and expertise can be provided to advise on major development proposals, the charges are determined in a site by site basis.

Hillingdon are committed to ensure the best possible service provision to all of our applicants. In order to ensure this, we will not be able to facilitate negotiation which would result in an application being determined outside of statutory timeframes, unless the applicant has entered into a Planning Performance Agreement.