



## **PLANNING, DESIGN AND ACCESS STATEMENT**

### **PROPOSAL**

FULL PLANNING PERMISSION SOUGHT FOR REPLACEMENT OF EXISTING CAR PARK WITH NEW RESIDENTIAL BUILDING HOUSING A MIX OF 9 DWELLINGS WITH CAR PARK AND ASSOCIATED CYCLE AND BIN PROVISION.

### **LOCATION**

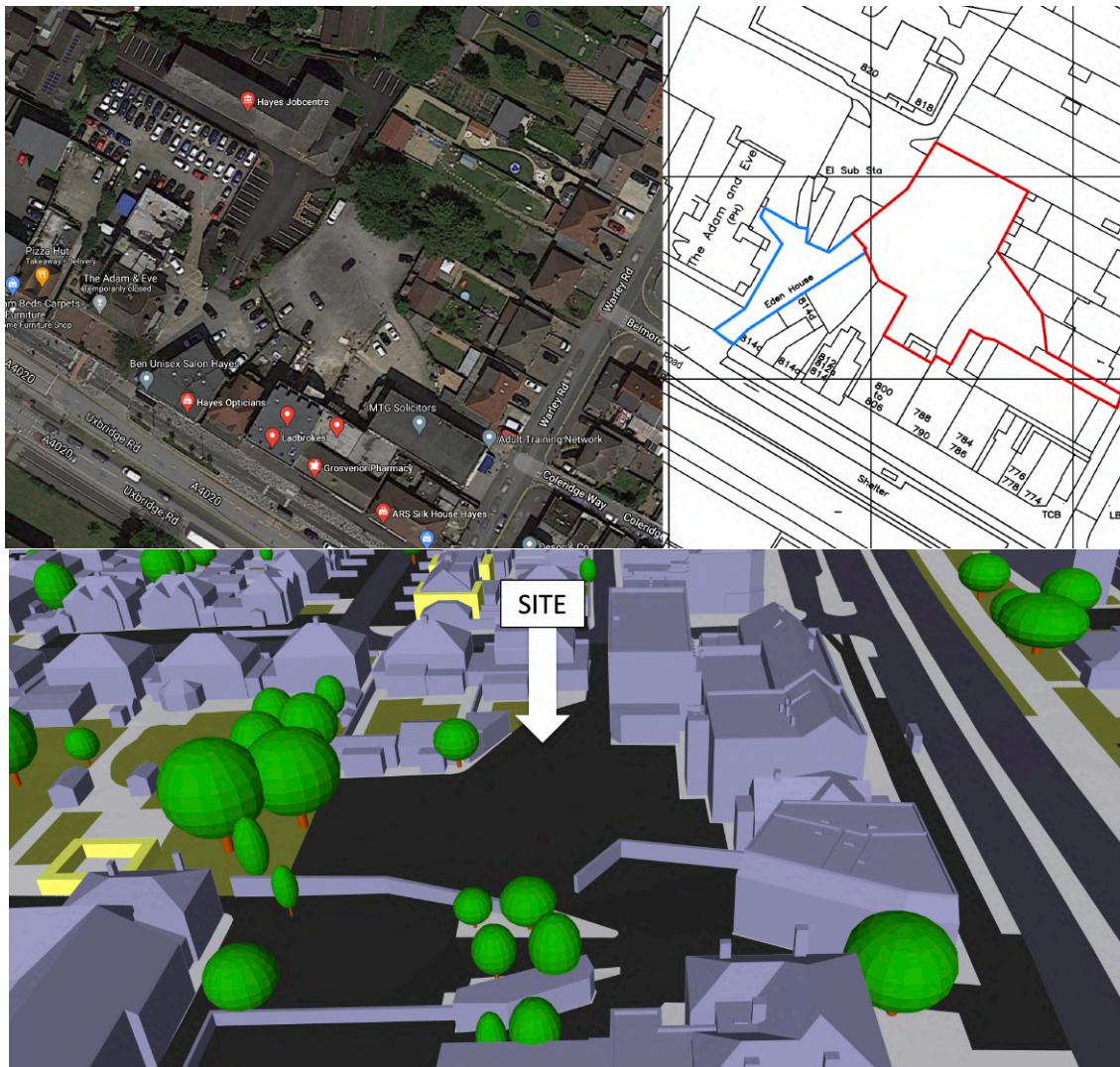
CAR PARK, LAND R/O 800 UXBRIDGE ROAD  
HAYES, MIDDLESEX

### **REPORT**

MAY 2022

### **PREPARED BY**

RAA PLANNING



Application site shown above

### **Site and Surroundings**

The site consists of a rear car park with 48 bays accessed off Warley Road with separate access from Uxbridge Road, adjacent to the Adam & Eve Public House.

The car park is largely level and provides unallocated but agreed parking for a number of commercial units fronting Uxbridge Road. The car park benefits from two access roads, one off Uxbridge Road, which is used by the site, adjoining garage and Job Centre and the second access is off Warley Road.

The adjoining land uses include Job Centre office, commercial garages, a nearby Public House, residential houses and mix use commercial and flats fronting Uxbridge Road. To the north of the site is a line of trees and to the west is an open car park serving the adjoining offices. The nearby buildings are largely of traditional brick finish with a mix of pitch and flat roof buildings.

The site is in immediate walking distance to shops, amenities and bus services found along Uxbridge Road. The site is not located within a Conservation Area and does not accommodate any listed or locally listed buildings. There are no trees within the site. The site does border a Conservation Area and the nearest locally listed building is the Adam & Eve Public House. The site is not located within a Flood Risk zone.

## **Policy considerations**

National Planning Policy Framework 2021 (NPPF)

The London Plan 2021

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)

## **Relevant History**

Outline planning permission under 75956/APP/2020/3400 for a mix of 19 flats with basement car parking was refused planning on 20<sup>TH</sup> September 2021 for the following reasons:

### **Reason 1:**

The proposed unit mix fails to provide sufficient family sized units, as required by the latest information on housing need in the Borough. The proposed development fails to contribute towards mixed and balanced communities and the range of housing types required within the Borough contrary to Policy DMH 2 of the Hillingdon Local Plan: Part 2 (2020), Policy H10 of the London Plan (2021).

### **Reason 2:**

The proposed 5 storey block by reason of its siting, scale and design is considered to be excessive in height and would be visible from multiple view points within the surrounding streets and would appear at odds properties which immediately abut the site appearing over-dominant when viewed from surrounding roads. As such the proposal would result in a detrimental impact upon the street scene and fails to accord with Policy BE1 of the Local Plan: Part One (November 2012), Policies DMHB 10, DMHB 11 and DMHB 12 of the Local Plan: Part Two Development Management Policies (2020), Policies D1-D3, D8, of the London Plan (2021) and Paragraphs 130, 134 and 135 of the NPPF (2021).

### **Reason 3:**

The proposed development by reason of its bulk, scale, design would detract from the townscape and would appear over dominant when viewed from the street scene, within the context of the Locally Listed Adam and Eve Public House and when seen from the Hayes Village Conservation Area. As such the proposal would present less than substantial harm to the setting of the heritage assets and fails to provide significant benefits to outweigh the harm. The proposal is therefore contrary to Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), paragraph 201, 203, 207 of the NPPF (2021), Policy HE1 and BE1 of the Local Plan Part 1 (2012), Policy DMHB 1, DMHB 3, DMHB 4 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) HC1 London Plan (2021).

### **Reason 4:**

The proposed layout in terms of the lack of reasonable separation distance between the ground floor rear facing habitable rooms windows from the rear boundary treatment, the access to the rear amenity space through the bedrooms and the car parking spaces to the front of the ground floor units which would offer direct views into the ground floor living area, the lack of policy compliant ceiling heights, insufficient information relating to daylight and sunlight levels within the proposed units and the shortfall in policy compliant levels and poor quality of the proposed amenity space, would result in inadequate living conditions for the future occupiers of this development As

such the proposed development is contrary to policy DMHB 11 and DMHB 16 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policy D6 of the London Plan (2021).

**Reason 5:**

The application fails to demonstrate that green infrastructure is integrated into the proposed design. As such, the proposal fails to contribute to urban greening and reduce its effect on climate change, contrary to Policies DMEI 1, DMHB 11 and DMHB 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policy G5 of the London Plan (2021).

**Reason 6:**

The application fails to demonstrate that appropriate sustainable drainage systems have been incorporated into the design. The application submission is therefore contrary to Policy DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020), Policy EM6 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012), London Plan Policies SI 5 and SI 12 (2021) and the paragraph 166 and 168 of the National Planning Policy Framework (2021).

**Reason 7:**

The application fails to demonstrate how the development proposes to achieve net zero carbon on or off site and therefore fails to accord with policy SI 2 of the London Plan (2021), policy EM1 of the Hillingdon Local Plan Part 1 (2012) and policy DMEI 2 of the Local Plan Part 2 (2020).

**Reason 8:**

The applicant has failed to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development (air quality mitigation, construction training, child play space, public open space and the prevention of future occupiers from joining the local parking management scheme). The scheme therefore conflicts with Policy DMCI 7 of the Hillingdon Local Plan Part 2 Development Management Policies (2020), the London Borough of Hillingdon Supplementary Planning Document on Planning Obligations (2014), Policy DF1 of the London Plan 2021, paragraphs 55-58 of the NPPF (2021).

The subsequent Appeal APP/R5510/W/21/3285053 was dismissed for a number of reasons in February 2022, however both the Council and Appeal Inspector determined the site was suitable for higher density residential development.

Key material differences set out in this new application are as follows:

- The scale of the development has been reduced down from 19 flats to 9 flats, a significant reduction of massing, height and bulk.
- The development now includes 6 x family size dwellings
- A disabled parking bay for residents and nil parking for all 9 dwellings although the disabled bay can be allocated to one 3-bedroom dwelling.
- Larger balconies for all 9 flats with a larger communal garden and significant frontage landscaping.
- The design is of a traditional brick and tile reflective of the buildings to the front
- Set back from the side boundary with the Conservation Area is defined by a 1.5-storey building rather than a 5-storey building.
- No basement

- All internal flats will be 2.5m floor to ceiling in line with the London Plan design standards
- The building is set further forward from the rear trees from 3.8m on the outline scheme to the current proposal to 7m.
- The layout of the car park is more defined with no cars parked in front of new dwellings.

The proposal has materially reflected on the Council and Appeal Inspector concerns and now presents a new proposal, which seeks to positively address previous reasons for refusal.

### **Planning Proposal**

Application seeks replacement of existing car park with replacement car park and new residential building housing 9 flats.

Key elements of the proposal are as follows:

Proposed Residential Accommodation and Parking provision

#### Ground floor

FLAT 1: 3 bedroom (4 person) flats of **74m<sup>2</sup>**  
FLAT 2: 3 bedroom (4 person) flats of **74m<sup>2</sup>**

#### First floor

FLAT 3: 2 bedroom (4 person) flats of **74m<sup>2</sup>**  
FLAT 4: 3 bedroom (4 person) flats of **74m<sup>2</sup>**  
FLAT 5: 3 bedroom (4 person) flats of **74m<sup>2</sup>**

#### Second floor

FLAT 6: 3 bedroom (4 person) flats of **74m<sup>2</sup>**  
FLAT 7: 3 bedroom (4 person) flats of **74m<sup>2</sup>**

#### Third floor

FLAT 8: 2 bedroom (3 person) flats of **67m<sup>2</sup>**  
FLAT 9: 2 bedroom (3 person) flats of **67m<sup>2</sup>**

- Shared bins and secure cycle storage facility for 20cycles
- 9 x balconies of 9m<sup>2</sup>, one per dwelling
- Communal rear garden of 186m<sup>2</sup>
- Frontage landscape area 238m<sup>2</sup> inclusive of new low-level hedges and trees
- Ramp access and internal lift
- 1 disabled parking bay for residential visitors
- 23 parking bays for commercial users of the existing parking area.

The proposed development will make efficient use of an underused sustainable site, which is within immediate proximity to a wide range of services, public transport and

retail provision that would deliver accessible residential development within a new build suited to respect the site mix use setting and neighbouring amenities.

### **Principle of Development**

The site is located to the rear of 800 Uxbridge Road, which accommodates a mix of residential development, a Job Centre, commercial properties and adjoins the border of a Conservation Area.

The site is close to local amenities, town centre shops, schools and several public transport options. As such the immediate area can and does support higher density residential development.

The applicant is aware of planning permission being refused for development connected to the nearby Adam & Eve P.H. for a mix of 19 new dwellings and works to the P.H.

The proposed development has considered the potential of future redevelopment of the adjoining land in the design of the current scheme and also notes the principle of new higher density residential development has been found to be acceptable in this immediate area.

The applicant is also aware of recent approval for 74992/APP/2019/3668 that has granted planning permission for a replacement 4-storey building houses 9 dwellings at 808-810 and 812-814 Uxbridge Road.

The NPPF 2021 does not preclude previously developed land from being developed and neither does Local Policies subject to other policy considerations.

### **Paragraphs 68 of the NPPF 2021 states:**

Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should:

- (A) identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved;
- (B) use tools such as area-wide design assessments and Local Development Orders to help bring small and medium sized sites forward;
- (C) support the development of windfall sites through their policies and decisions-giving great weight to the benefits of using suitable sites with existing settlements for homes;

### **Paragraph 85 of the NPPF 2021 (f) states:**

Recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

**Paragraph 118 of the NPPF 2021 states:**

That planning policies and decisions should “promote and support the development of under- utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively”.

**Paragraph 122 of the NPPF 2021 c) states:**

The availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;

**Paragraph 123 of the NPPF 2021 states:**

That “Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site.”

The site is an accessible small site sought to be developed by a small developer and will result in a windfall contribution to new housing not previously identified in the allocated housing delivery

The London Plan 2021 seeks an increase of annual housing supply from Hillingdon Council especially through smaller sites.

The Government and London Mayor have placed increasing emphasis on encouraging Council's to optimise new housing provision through higher density development in accessible locations through large and material to this proposal, small sites.

The London Plan 2021 sets out clearly in Policy H1 Increasing housing supply – the need to encourage development on windfall sites not previously identified in the Local Plan.

In addition, Policy H2 Small sites – seeks a greater role for small sites in the delivery of new housing provision with Council's encouraged to significantly increase the net contribution these sites make, through a diversification of sources, location, type and mix of housing supply.

It should also be noted the NPPF 2021 places greater emphasis on the delivery of new housing through smaller sites in accessible and sustainable locations.

The site, which sits within the context of existing mix use and higher density development is therefore capable of making more efficient use of existing urban land through the redevelopment of a small windfall site.

An opportunity exists to optimise new housing provision from this under used car parking area which itself is located close within easy reach of a wide range of local shops, retail park, services and other amenities.

It is noted density matrix is no longer applied in the 2021 London Plan. The London Plan 2021 makes clear that whilst a rigorous appreciation of housing density is crucial to realising the optimum potential of sites, it is not appropriate to apply the density ranges mechanistically.

The redevelopment of this site to include higher density development is considered to be in accordance with the Council's Development Plan, the London Plan 2021 and the NPPF 2021, which collectively seek the efficient use of urban land and support the location of new residential development within existing built up and accessible areas.

It is noted from the Council's previous application 75956/APP/2020/3400 delegated report, that the re-use of the car park for parking and new residential development accommodation was considered acceptable. This was further affirmed by the Appeal Inspector in the Appeal decision 3285053.

The applicant maintains and in line with the previous application and Appeal decision that the use of the car park site for residential development is acceptable subject to other material considerations.

### **Character & Design**

With respect to character assessment the immediate area is characterised by a mix of largely commercial buildings of traditional brick finish of varying heights, with a mix of flat and pitch roofs.

The car park is located to the rear of established mix use buildings and whilst not within a Conservation Area, part of the site adjoins Hayes Village Conservation Area.

The nearest buildings include a mix of retail units fronting onto Uxbridge Road with offices and residential at first-floor and above.

The frontage buildings have either undergone changes with extensions and conversions to residential use or are in the process of being demolished and replaced with a mix of commercial and residential development.

To the west, the site adjoins car parking areas that serve a variety of uses including a commercial garage, Job Centre and Adam & Eve P.H. These buildings varying in span, height and massing and share limited design cues.



The application site shown above and below is located behind existing buildings and is largely under used given its accessible location.

The Job Centre is a 2-storey building of wide expanse with extensive car parking in front. It has no significant architectural qualities and retains a gap from the application site with a mix of smaller buildings extending off the main building.

The commercial character of the rear is largely informed by a mix of brick finished buildings that have an ad hoc appearance with service areas. Towards the eastern and northern boundary, the site backs onto elongated residential gardens.

These gardens are deep and house trees and outbuildings of varying scale with the main semi-detached houses set significantly away from the car park.

No.1 and No.3, the closest pair of semi-detached houses are located adjacent to the existing access drive off Warley Road, with No.1 garden tapered off the car park boundary. No.1 Warley Road co-exists with the movement of existing vehicles associated with the rear 41 bay car park and associated servicing vehicles.



#### Consideration to future redevelopment for adjoining land.

Appeal Ref: APP/R5510/W/18/3211949, The Adam and Eve Public House, 830 Uxbridge Road, Hayes UB4 0RR. The applicant is aware of a recent application to re-develop land to the rear of and including the Adam & Eve P.H. The extracts below from that application's D&A identify the site and proposed 'L' shaped rear residential building. The application site is also marked to show its location.



The proposed building shown in red above below, will be sited east of this proposed development area. Whilst it is noted that the adjoining site's application was refused by the Council and the subsequent Appeal dismissed, the current development proposed at the rear of No.800 Uxbridge Road has sought to consider any future re-development of that site.



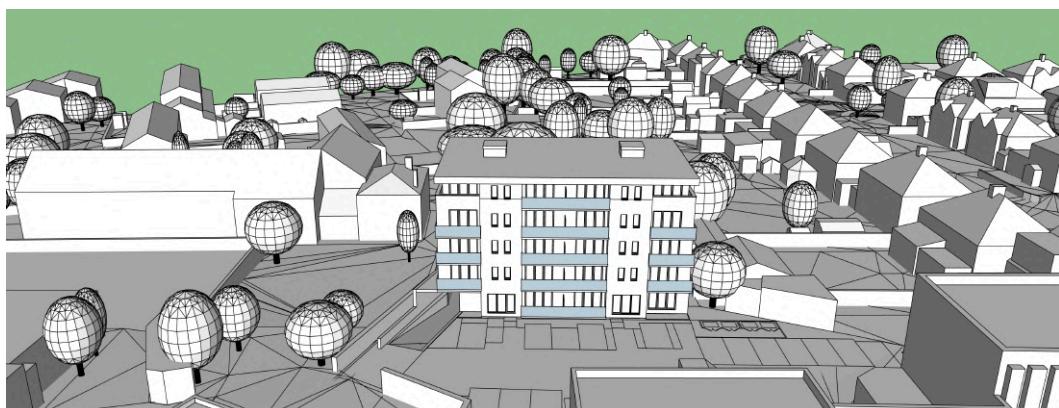
The proposal is set back from the Adam & Eve P.H. The internal layout is designed to ensure no primary windows face east or west and any windows that do will be secondary windows and bathroom windows, which will be fixed and obscure glazed.

The new building will not result in any undue overlooking to the east that would compromise the siting of future development. Any revised re-development proposals to the rear of Adam & Eve P.H. will be mindful of the adjoining sites Appeal decision but also reflective of the setting it finds itself within, that of a locally listed building as part of the site and a Job Centre to the rear.

Whilst these buildings may be of lower height, they inform a different context to the adjoining Appeal site.

### Proposal

The applicant has noted the comments from the previous outline application and subsequent Appeal decision in terms of the proposed developments siting, scale, height and overall design. The proposal under 75956/APP/2020/3400 is shown below.



The application site is part of a wider collection of taller buildings to the south and deep rear gardens to the north and east.

This context can accommodate the proposed tiered building height. The mansard roof form is reflective of No.800 own multi-storey building.

This proposed building is reflective of a simple traditional brick finish building whilst at the same time inclusive of higher density development.

The new building will be sited on existing parking land with no existing buildings being replaced.

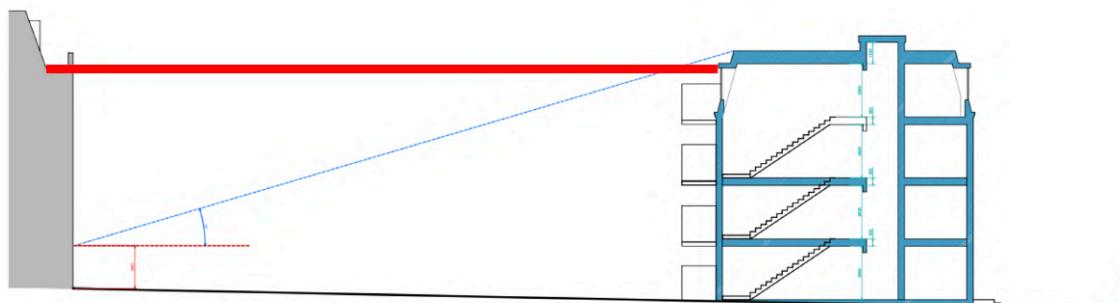
The scale of the site at over 1625m<sup>2</sup> permits the development to establish its own character in part but equally seek to reflect the wider mix use setting, which includes existing traditional brick finished mansard roof buildings.

Whilst the building will be sited on land to the rear of a main frontage, given the significant gaps between the proposed building footprint and nearby buildings, the scale of the development across 4-floors is considered acceptable in this back location. The top floor is also incorporated within the roof and the tile finish provides a break from 3 full brick finished floors to a tiled roof.

This is in contrast to the full height previously proposed 5-storey building, which incorporated no tier or materials changes across any levels.

NPPF 2021 seeks the efficient use of urban land and under recent changes to permitted development rights various use of buildings can be extended up to 2 more floors. Whether any building in the immediate setting qualifies or not the intent of the National Policies and the permitted development changes it to encourage taller buildings to deliver more efficient housing in accessible locations.

As shown below the height of the new building will be lower in height than the flat roof of No.800 Uxbridge Road. Whilst No.800 is a 4-storey building, the proposed development achieves 4-floors at a lower overall height due to partial land level changes from front to back and design choices.



Internally, the floor to ceiling heights will be 2.5m across ground, first and second floor. The roof level floor to ceiling heights will be 2.5m at above 75% of total floor area in line with the housing standards of the London Plan 2021.

The new building will be sited off side boundaries and will back onto a line of trees in neighbouring far rear gardens. The previous set back from the rear boundary was 3.8m, this has been increased to 7m, not only creating greater rear amenity space but more separation from the rear trees and greater outlook.

The new building includes a modest lift projection above main flat roof to accommodate the lift piston movement.

Each of the floors will include glazed balconies with side frosted screening. The balconies have sufficient space for planter boxes and provide immediate external space in addition to the communal garden area.

At ground level, the building will have enhancement opportunities for landscaping and small tree planting where at present there is none across a significant new lawn area.

The building itself is broken up with a tiered design with a ground floor communal entrance to 8 flats and a further entrance to the end first-floor flat.

The traditional finishing materials will enhance the evolving character of the immediate setting and establish a positive building form that neither harms or diminishes the nearby Conservation Area or Adam & Eve P.H. setting.

From Uxbridge Road, the new building will be largely screened with only glimpses through narrow gaps. It should be noted these gaps will further reduce with the redevelopment of approved scheme for 9 flats at 808-810 and 812-814 Uxbridge Road and with a more built-up setting if future development is approved as part of Adam & Eve P.H.

The character of Uxbridge Road is itself involving as new floors are added to existing front buildings under Permitted Development or through planning applications.

As the frontage heights increases it equally provides a balanced opportunity for rear development to be of a reflective scale but as in the proposed scheme still lower across all the footprint in a tiered design. The adjoining employment building has the opportunity to go higher as do residential houses that qualify.

The proposed height is not out of context of existing heights and whilst there is a significant gap between the frontage buildings and new building there is equally a large gap of no main buildings to the rear of the site other than outbuildings, which provides the opportunity to erect a building as proposed without appearing overly dominant.

NPPF 2021 and London Plan 2021 places significant emphasis for new housing to be delivered from a range of locations including within Conservation Areas and equally encourages taller buildings in accessible locations to take advantage of unrealised development land.

In this instance the development will deliver in terms of up to date national and London housing policy aspirations whilst enhancing the poor-quality back land site with a good quality housing development that respects the wider mixed setting of the area.

### **Materials & finishes**

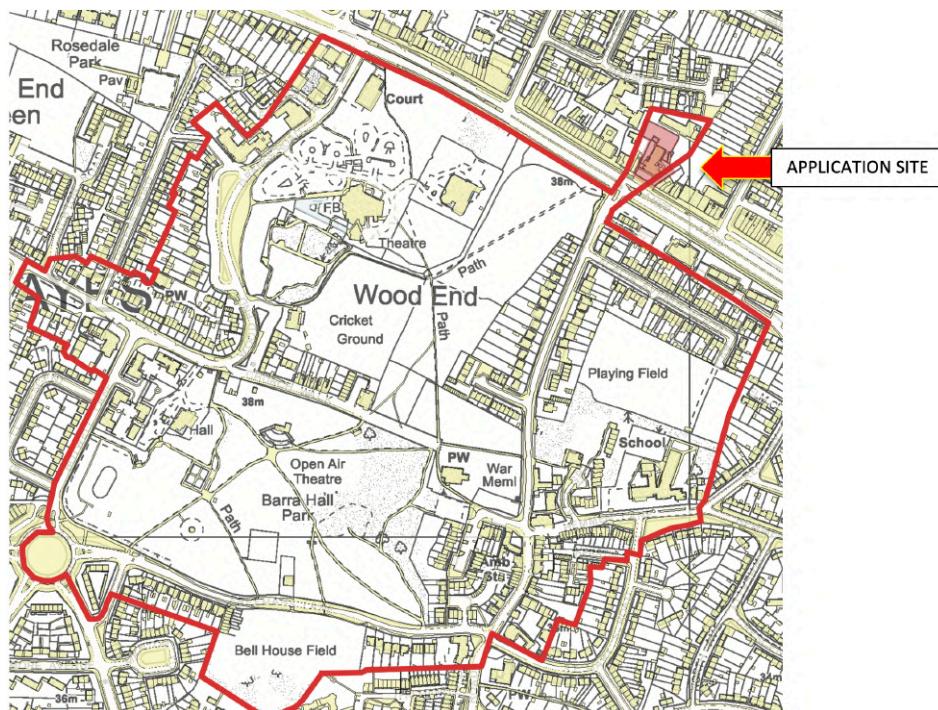
- Traditional brick finish with mansard tiles.
- The external amenity area will be a mix of lawn with planting to the front and rear lawn areas with new trees.
- Balconies will be glazed with obscure side screens.

All boundaries will be enclosed by 1.8m high wooden panels with soft landscaping treatment around the rear where boundary fencing is being replaced.

Final selection of all materials can be controlled and delivered by way of a pre-commencement planning condition.

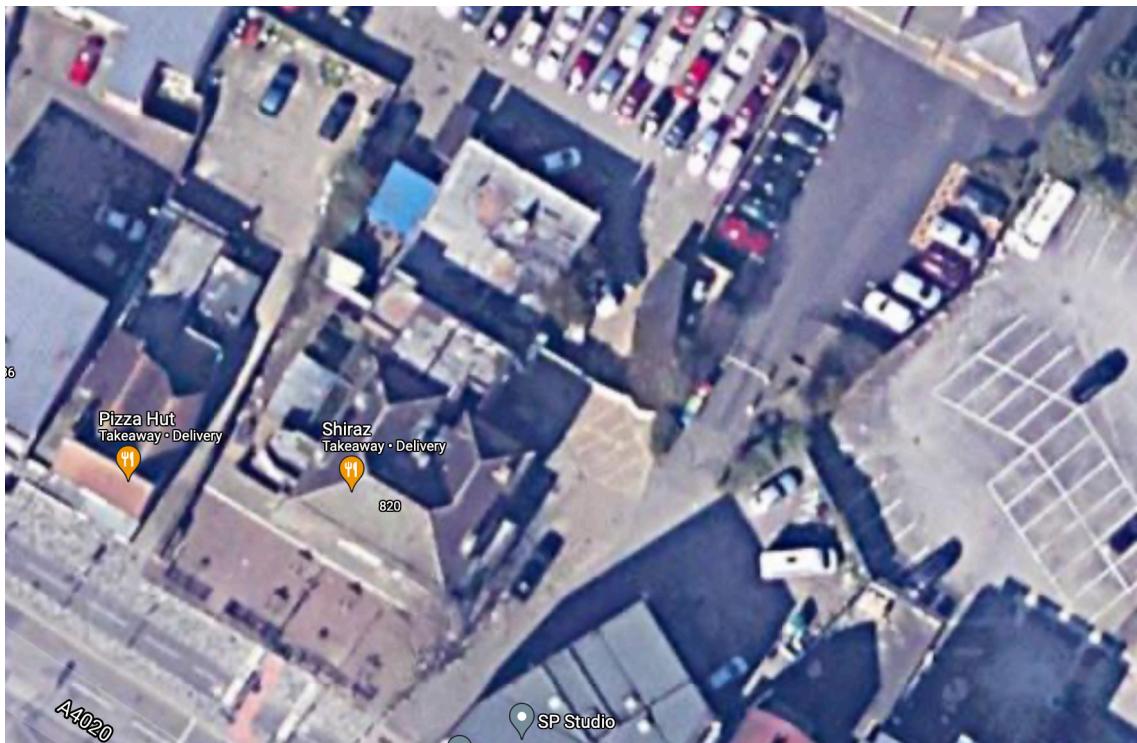
### **Heritage Context**

Hayes Village Conservation Area is located next to the Appeal site, although it should be noted that the main area is located south of Uxbridge Road. The small pocket that borders the western boundary of the site houses Adam & Eve P.H, which is sited south of the application site.



Above photograph is taken from the application site car park towards the adjoining conservation area and Listed Building. This area is largely composed of tarmac parking and rear service areas serving largely non-descript commercial buildings.

The land adjoining the Adam & Eve P.H is largely a driveway enclosed by commercial fencing with extensive parking and car repair building and yard to its rear. It is reasonable to assert the quality of character around the setting of the Adam & Eve P.H is of not architectural merit or significance and indeed already diminishes its setting when seen from the site.



From the main public front view whilst there is a passing visual gap between the Adam & Eve P.H and adjoining mansard roof commercial property, this is a modest long view and is itself largely disrupted by the siting of the larger more prominent commercial building with the Adam & Eve P.H set back.

It is fair to state the setting of the Adam & Eve P.H is already disjointed when seen in the context of the main public frontage view and far sited development behind the Adam & Eve P.H would not alter that view to a detriment extent or harm the public view of the Adam & Eve P.H and its main frontage setting in the Conservation Area.

The proposed development is sited north-east of the Conservation Area, where the site largely borders parking and access areas serving various users including the Job Centre. This area is extensively covered by tarmac.

On reflection of the both the Council and Appeal comments, the revised proposal is sited in manner to appear subservient to the setting of the adjoining Conservation Area with a building height reduced from the former 5-storeys to 1.5-storeys.

The reduction in mass to the adjoining boundary with the Conservation area will allow continued views of the trees at the rear of the application site from the frontage gaps along Uxbridge Road as well as new trees to be added to further soften the developments presence when seen from the Conservation Area.



Furthermore, the scale of the adjoining nearest building to the side is reflected in the 1.5-storey of the proposed development most visible in the setting of the nearby Conservation Area.



The traditional design of the building as shown above (example of materials finish) will result in a tiered and attractive building form that will maintain and enhance the backdrop setting of the nearby Conservation Area and the gap view between the locally listed Adam & Eve PH.

Whilst the existing tarmac area of the site retains an open view to the rear trees, this needs to be balanced against the delivery of new housing. In this instance, the design approach and scale of the building and its siting will provide a sense of tiered openness with views of trees behind and new trees visible through the gap.

The new building will be set back from the Conservation Area and given the immediate buildings and adjoining carpark, the proposed development will not harm the qualities that inform the wider Conservation Area.

The Adam & Eve P.H. which is sited south of the application site, retains a significant distance to retain its own setting within the Conservation Area and its mix use character.

The development will not harm the setting of this locally listed building. If there is any marginal less than substantial harm to the setting of the heritage assets this will not be visible from main public realms.

The benefits that outweigh any marginal harm will be the uplift of 9 windfall dwellings in an accessible and sustainable location, which would also replace the poor tarmac setting of the existing site in its context of these heritage assets with a residential development of enhanced quality.

### **Residential layout**

In terms of the mix of dwellings, the proposal seeks to provide 2 and 3-bedroom dwellings with a maximum occupancy of 3 and 4 persons for the 2 bedroom and 4 persons for the 3-bedroom dwellings.

Each of the dwellings will have a GIA of between 67m<sup>2</sup> and 74m<sup>2</sup>, which all meet London Plan housing standards for 2-bedroom flats 3 person (61m<sup>2</sup>), 2-bedroom flats 4 person (70m<sup>2</sup>) and 3-bedroom flats 4 person (74m<sup>2</sup>).

Each of the units will have front and rear aspect windows and laid out to stack bedrooms above bedrooms and living spaces above living spaces. All dwellings will have floor to ceiling heights in accordance with the London Plan 2021.

The development will naturally seek to meet the requirements of Building Regulations with respect to soundproofing.

The quality of internal living space will be sufficient to provide future occupants with a good internal living environment with access to onsite amenity through 9m<sup>2</sup> enclosed balconies and the ground floor 186m<sup>2</sup> communal garden.

Ground floor dwellings are set back from the driveway and parking areas with landscaping buffers. No cars will be parked in front of ground level flats.

Lastly, the Council is requested to note that with the advent of technology and modern furnishings flats can readily be filled with flat panel televisions, multi functional storage units, laptops and compact utility units which combined can significantly reduce floor space demand within units.

This allows more openness within residential units that can equally contribute to its own internal amenity space.

### **Amenity Provisions**

The Mayor of London's Housing Supplementary Planning Guidance (HSPG) sets out that 5m<sup>2</sup> of private amenity space should be provided for every 1 or 2-person dwelling, with a further 1m<sup>2</sup> for each extra occupant.

Where this is not achievable a degree of communal space and proximity to alternative public open space should be considered rather than stifle the delivery of new housing.

The application is for 9 dwellings. The total amenity requirement for this development to meet the requirements of The Mayor of London's HSPG will be 63m2.

Policy DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that residential buildings should provide external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings. Balconies should have a depth of not less than 1.5 metres and a width of not less than 2 metres.

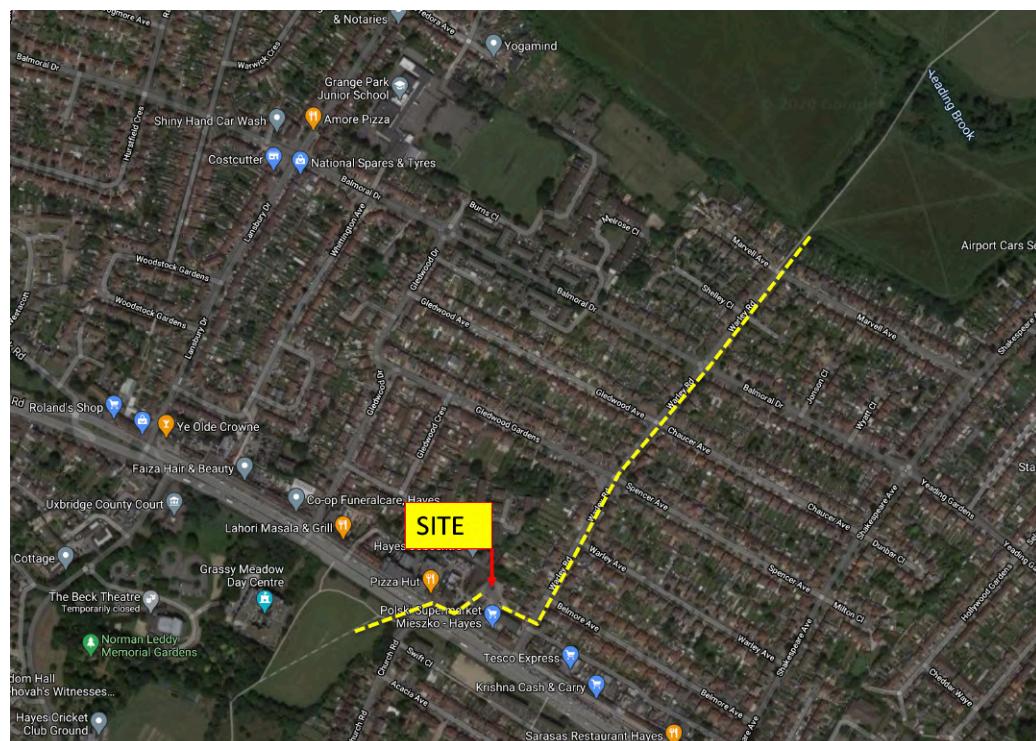
The proposal will provide for 186m2 of communal amenity space with each dwelling having an additional 9m2 of private amenity space.

This will provide each flat with a combined mix of 30m2 of amenity space. In addition, the landscaping areas will provide additional amenity in the form of lawn, planting, hedges and trees and space for benches.

The Council is requested to note application 74992/APP/2019/3668, which has been granted planning permission for a replacement 4-storey building houses 9 dwellings at 808-810 and 812-814 Uxbridge Road.

This site backs onto the application site. The Delegated Report states:

*'All of the proposed balconies comply with the standards within Policy DMHB 18 and provides between 5 and 6 square metres of external space for all flats. The 2-bed flat at ground floor would also benefit from a small private garden area of 9.42 square metres. A communal garden of 43.6 square metres would also be provided allowing all residents access to outdoor space. The site is also located a very short distance to an open park space.'*



It is noted the above approved scheme provides for private balconies but limited communal amenity space or other amenity spaces beyond the balconies. The report also highlights the proximity of the approved scheme of 9 dwellings to open park space.

Similarly, the application site, which adjoins the approved scheme is also within walking distance to various local public gardens and open spaces as illustrated by the map above showing the route path to parks in either direction of the site.

It is also noted the mix use buildings in front and along Uxbridge Road, which have residential units at first-floor and above, have no onsite amenity provisions.

The Council is requested to note that not all future occupants will seek onsite amenity and will prefer to use public parks as shown below and priorities other benefits such as quality of internal living space, onsite parking and cycle provision, and proximity to public transport and accessibility to shops, services, parks and leisure facilities through the use of cycles and walking, which the site will provide.

APP/R5510/W/18/3211949 – Adam & Eve Redevelopment scheme at Appeal determined that the proposed 19 dwellings, whilst having amenity provision would not fully comply with the Council's own standards, the provision provided was considered appropriate for the size of units proposed and site location.

It is put forward that the proposal will provide a good mix of onsite amenity suitable for the size of flats proposed with the added benefit future occupants will have of being close to a range of public open spaces and having above standard internal living space.

### **Parking Provision**

The car park site is located to the rear of existing mix use buildings with the benefit of two access driveways. One is located off Uxbridge Road and is currently used by the current car parking users of the site as well as vehicles and pedestrians visiting the rear commercial auto garage and Job Centre. As such this is an established shared access drive.

Red arrows identify existing access points in and out of the site and white arrows show access points and vehicle areas that use the shared access onto Uxbridge Road.



The second access, which the application seeks to utilise as the primary access drive is located off Warley Road.

This also provides the current car park users with vehicle and pedestrian access, but this is not connected to other sites.

The application seeks to use the Warley Road access for all vehicle access as well as pedestrian and cycle access.

The access off Uxbridge Road can be used for emergency vehicle access and pedestrian and cycle access only.

The site itself is located in a PTAL 3 area and is well served by shops, amenities, public space and public transport.

Whilst the London Plan 2021 supports less reliance on private cars for trips and supports development in accessible and sustainable locations, which is also underpinned by the adopted NPPF 2021, which continues to have a presumption in favour of sustainable development.

The site is considered to be located within a sustainable location.

The proposal seeks to replace 48 existing parking bays with 24 parking bays located at ground level.

Of these 23 parking bays will be allocated to existing commercial users tied by separate commercial agreements with the applicant.

The 1 remaining bay is to be a disabled bay for use of the residential development with all flats having no allocated parking and tied to a car-cap legal agreement subject to the Council agreement.

The Council is requested to note application 74992/APP/2019/3668, which has been granted planning permission for a replacement 4-storey building houses 9 dwellings at 808-810 and 812-814 Uxbridge Road.

This site backs onto the application site. The Delegated Report states:

*'Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states 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 rating of 3 which is considered reasonable. When considering the quantum of development against the Council's car parking standards within Appendix C of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) it is required that 6.5 spaces are provided. The proposed development is car free and so it fails to comply with these standards. However, it is noted that these are the maximum requirements and there are no minimum standards listed. In addition, the parking survey has been submitted as part of the application to support the reasoning behind a car free development. The survey, which used the Lambeth Methodology, shows a 67% parking stress which indicates there is parking available on street. In addition, the applicant has reported that Census data shows that in the surrounding area 46% of flats, maisonettes and apartments do not have a car. Based on the information submitted the Council's highway officer has raised no objections.'*

It is evident from recent evidence justified to support the above application, that the parking survey and census data undertaken by those applicants supports a car free development.

There has been significant new development in the immediate setting and as such the findings of the parking survey and census survey from the adjoining development should carry over into the consideration of this site for 9 dwellings.

The Council's own Appeal statement for Appeal 3285053 suggest the appellant at the time for application 75956/APP/2020/3400 should have considered a NIL parking provision scheme so as to remove the need for the basement and deliver a scheme that could make contributions potentially to affordable housing.

The Council's Appeal comments would be reflective of the Highways comments set out earlier for application 74992/APP/2019/3668, which also permitted NIL parking onsite for 9 dwellings in the same setting.

The previous application for 19 dwellings did provide a supportive Transport Note for access and turning spaces.

The current plans show turning circles within the site plan area and should the Council need further information this can be delivered on request.

The 74992/APP/2019/3668 application for 9 flats on adjoining land parking survey showed a 67% parking stress with overspill parking still available on nearby streets.

Even taken into account modest new development the level of parking stress is not expected to have materially increased to the detriment of existing parking users. As such a new survey has not been undertaken.

The Council will be mindful of its own policy that seeks a material increase in 3-bedroom dwellings across the Borough to meet an identified and growing shortfall in family dwellings.

This scheme provides 6 x family dwellings in a sustainable location in immediate walking distance to a wide range of shops, services and amenities, schools, parks and bus services along Uxbridge Road.

Family occupants in this instance can access a range of amenities by walking, cycle and bus services and as such are well located in a setting without the need for private vehicles to access such services.

This location is ideal to support no parking provision and encourage new families and non-families to live in a sustainable location in line with national and local sustainability objectives.

The development will continue to safeguard local highway and pedestrian safety through the use of the site and access drives for higher density development and existing non-residential parking.

### **Cycle Provision**

The proposal will provide secure cycle storage provision as shown on the ground floor plan for 20 cycles.

The provision will meet the future demands of the occupant's onsite with additional visitor capacity. The local amenities including parks, schools, shops and services are all accessible by cycling.

### **Secure Access**

Access into the flats will be two separate entrances to the tiered building. An internal lift will provide wheel chair access to upper floors in the main section of the building.

### **Refuse Bins**

The proposal provides refuse bins to meet the occupancy needs as per the proposed plans.

These will be sited for ease of collection within a partial enclosed area of the building next to the cycle access store and side path to the communal amenity area. Bins can be readily collected from this location.

### **Fire Access**

Policy D12A of the London Plan 2021 requires all development proposals to achieve the highest standard of fire safety and requires submissions to demonstrate that they:

- 1) *identify suitably positioned unobstructed outside space: a) for fire appliances to be positioned on b) appropriate for use as an evacuation assembly point.*

With respect to above the property is to the rear of existing development with 2 vehicular access points and borders a Job Centre with its own parking area adjoining the site. A fire appliance has options to park outside the main property from Warley Road or from Uxbridge Road. A third option is from the Job Centre car park.

Residents can evacuate onto the car park and use safe access routes to the side road or main Uxbridge Road.

- 2) *are designed to incorporate appropriate features which reduce the risk to life and the risk of serious injury in the event of a fire; including appropriate fire alarm systems and passive and active fire safety measures*

The development will include fire alarms in all rooms and communal hallways in line and sprinkler systems in line with Building Regulation requirements.

- 3) *are constructed in an appropriate way to minimise the risk of fire spread*

The brick building will be built without the need for cladding and all efforts have been taken to stack kitchens above kitchens and include sufficient fire safety flooring between floors.

- 4) *provide suitable and convenient means of escape, and associated evacuation strategy for all building users*

The development is small scale and does not have scope for an external fire stair. However, the communal main entrance for 8 flats and the separate entrance for the 9<sup>th</sup> flat above the bin and cycle store have immediate access onto the car park open area and means of escape from there with 2 access points out. In line with standards a communal fire escape strategy will be provided to all new occupants and be part of the communal living arrangements.

In addition, 2 of the ground floor flats include separate patio doors from the living rooms to provide additional escape onto the balconies and front lawn.

*5) develop a robust strategy for evacuation which can be periodically updated and published, and which all building users can have confidence in*

Upon completion of the development this will be provided but at this planning stage is not considered a requirement for this small site.

*6) provide suitable access and equipment for firefighting which is appropriate for the size and use of the development.*

Upon completion of the development this will be provided but at this planning stage is not considered a requirement for this small site. Naturally all floors and kitchens will include fire extinguishers in line with Building Regulations.

Given the development's scale and its location next to a main road, it is considered that matters of fire matters could reasonably be considered under building regulations and in line with the above considerations.

The site can accommodate a new fire hydrant provision and where needed fire sprinklers will be added to meet the relevant Building Regulation standards.

### **Lifetime homes**

In terms of lifetime homes the development provides ramp access to both entrances as well as an internal lift to 6 flats above ground level. A disabled bay is included for the residential development.

On all other matters the development will need to be compliant with Building Regulations.

### **Flood Risk Assessment**

The site is located within Flood Zone 1, based on the EA's latest Flood Risk Map.

The site is not within an area vulnerable to flooding or long-term flooding.

Suds can be delivered by way of planning condition, a view shared by the Appeal Inspector in determination of Appeal 3285053.

### **Sustainable Energy**

The proposed development embraces principles of sustainable design and construction.

Such measures have been detailed below.

#### *Energy efficiency*

- High levels of insulation to the floors, walls and roof space
- Double-glazing to all windows and external doors
- Carefully designed economic and efficient central heating system with high efficiency boilers and heating controls.
- Low energy lighting will be used on this development.

#### *Water Conservation*

- Low water use appliances both sanitary and kitchen to be utilised.
- Water but to be provided.

#### *Development*

- Occupants will be encouraged to use the local authority recycling facilities.
- Convenient access to local public transport, shops and local schools.
- Dedicated onsite cycle storage unit will be provided

#### Tree and Landscape

The frontage area will be retained landscaping buffers to include flower bed and small tree planting. The total area of new landscaping lawn is 238m<sup>2</sup> at the front and 186m<sup>2</sup> lawn to the rear.

There are no trees onsite and any adjoining trees will not be impacted by the proposed development with a retain 7m distance from the proposed rear elevation to the site's rear boundary.

#### Affordable Housing

The site is less than 10 dwellings and as such does not qualify for affordable housing.

#### Neighbouring amenity

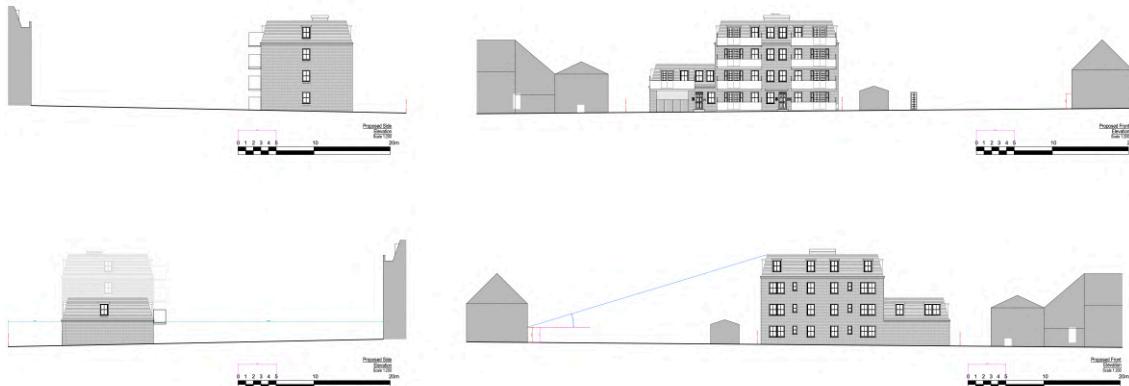
The application site is considered a second-tier location, sitting behind the primary mix use frontage buildings lining Uxbridge Road.

The siting is within the context of a large mix use car park, which border commercial buildings fronting Uxbridge Road including upper floor residential flats. To the rear and sides there are a mix of more traditional houses and other employment offices.



The use of the car park site for residential development in itself will not harm the amenities of any adjoining property or land use.

The new building has been set back into the site so that maximum separation distances can be achieved from rear elevations of buildings fronting Uxbridge Road.



The plan extract above seeks to demonstrate that the main building height will be lower in height than the 4-storey flat roof building in front and respect 45 and 30-degree vertical lines from adjoining properties outlooks.

The building will maintain a sufficient gap from both side offices and residential gardens with a well landscaped and tree line area to the rear.

The proposed windows would only overlook existing areas that can be seen from the car park area and in this mixed use setting the general privacy afforded to houses in more sub-urban areas would not be comparable.

All side windows are marked to be obscure glazed and serve as secondary windows only.

Mixed use settings generally co-exist with tighter levels of development with residential and commercial sites close to one another including outlooks over service areas and ancillary commercial fixtures such as air condition units and vents.

In this instance the layout of the new development has sought to be sighted away from these elements to afford the future occupants of the new dwellings with a more peaceful setting and greater privacy.

Likewise, users of adjoining land and commercial users of the car park will not have their operations and other benefits they enjoy be limited by the new development.

In terms of deliveries and servicing trips, in general it is accepted that residential developments generate in the region of 8-9 delivery and servicing trips per 100 dwellings per day.

For the proposed development of 9 dwellings, a TRICS database trip generation exercise would project less than 0.10 delivery/service vehicles per day (service / goods trip/ other goods vehicles).

The level of trips would be acceptable in this location and would not harm any adjoining residential and non-residential development.

Overall, the siting, scale, residential use and presentation of the new development will have no material impact on the amenities of adjoining residential and non-residential buildings and their occupants.

In addition, the future occupants of each new build flat will be provided with a good quality internal living space, with appropriate outlook, privacy and daylight.

### **Planning Balance**

The benefits that add significant weight in favour of the proposal are:

Firstly, the development is well designed and optimizes an under used plot within walking and cycle distance to local shops, services, amenities and bus services. Thereby reducing the reliance on private vehicle trips.

Secondly the development is a small site and the developer subject to planning will seek to build out and deliver the new dwellings in a speedier time frame than larger strategic sites and delivery dwellings suitable for this accessible location.

Thirdly, the development will deliver good quality dwellings with spacious internal living space, onsite private amenity and access to nearby public open space.

The design of the new building will positively contribute to the mix residential and non-residential setting and remain at a significant setback so as not to harm the setting of the local listed building or the adjoining conservation area.

Fourth, the site is within a sustainable location and can support car-free development. Future occupants are also more likely to use public transport, cycle or walk for the majority of their trips.

Fifth, the development has been designed so as to continue to safeguard the daylight, amenities and privacy of adjoining properties.

Taken as a whole there are significant deliverable benefits of this scheme.

### **Conclusion**

The application seeks to replace and redevelop an existing car park to provide a mixed-use scheme of car parking and new residential development.

The proposal will enhance the sites character and provide more modern parking facilities and a new residential building that will make more efficient use of urban land for new housing and make a positive contribution to the urban fabric with a new modern residential building.

The provision of 9 new dwellings in this accessible location will provide an appropriate mix of dwellings suited to the site location and the natural constraints of the site.

The building design will have the appearance of a traditional tiered scale brick building with mansard tile roof. The building finish will be reflective of existing newly built and approved traditional brick finished buildings in the immediate setting.

The building's height will be lower than existing roof buildings fronting Uxbridge Road and due to its set back it will not dominate the setting or appear overbearing. The

tiered nature of the building form will also reflect the immediate height of lower buildings next door at the Job Centre.

The siting of the new building will retain sufficient distance to respect the setting of the nearby Adam & Eve P.H. The development will not harm the pocket of Conservation Area that borders the site, which itself includes a mix of commercial offices and workshops and rear service areas.

All dwellings will meet and exceed the London Plan GIA standards for 2 and 3-bedroom dwellings. All will be dual aspect and receive good daylight and benefit from balconies with ground floor units having additional rear gardens.

The Council appreciates the London Plan 2021 emphasis on the need to deliver new housing through small sites through more efficient use of land supply from a wider range of locations that can include optimising centrally located sites. The application site is considered to be within a built-up central area.

The proposal for 9 dwellings is considered to meet the requirements of policies H1 and H2 of the Draft London Plan and supports the Council's own economic growth through housing strategy.

The proposed provision of 1 disabled parking is considered acceptable in this location, which is well supported by public transport and due to its location, it will support active use of walking, cycling and other non-private vehicle base trips. The development provides secure cycle storage provisions to support alternative travel options.

In terms of density the provision of 9 dwellings in this location would be within the range guided by the London Plan 2016 density matrix guidance. The PTAL 3 supports higher density development. It should be noted the London Plan 2021 no longer applies a density matrix assessment.

The development will safeguard the amenities of neighbouring properties in terms of their daylight, privacy and general amenities.

Of particular relevance to this application is an economic role, among others, to ensure land is available in the right places to support growth; a social role to support strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations and by creating a high-quality built environment; as well as an environmental role which includes the protecting and enhancing the built environment.

The location of the development would be accessible for local amenities and public transport, and would provide additional accommodation in the area to support local shops and services.

The proposal would have an economic benefit during the construction phase and a social benefit through the provision of 9 windfall residential units making a modest contribution to local housing supply; this is a clear benefit as it reduces pressure on housing land take elsewhere.

The development will be in accordance with the Development Plan policies of the Council, the National Planning Policy Framework 2021 and The London Plan 2021

The Council is requested to grant planning permission subject to conditions and a car-cap legal agreement.