

Report of the Head of Planning, Transportation and Regeneration

Address 16 MURRAY ROAD NORTHWOOD

Development: Two storey rear extension and enlargement of habitable roofspace to include 2 rear dormers, 3 side rooflights, central roof lantern and alterations to elevations

LBH Ref Nos: 4626/APP/2020/3048

Drawing Nos: P102
P201
P301
P101
P103 A
P202 A

Date Plans Received: 25/09/2020

Date(s) of Amendment(s): 24/09/2020

Date Application Valid: 01/10/2020

1. CONSIDERATIONS

1.1 Site and Locality

The site is occupied by a detached two and a half storey building which is currently in residential use, with planning history showing that part of the ground floor had been used as a veterinary clinic in the past and, more recently, as a space for providing catering tutorials.

The original building was L-shaped with a hipped end lateral roof and a gable ended roof running perpendicular to this. The elevation walls are predominantly finished in red brick. There are prominent ground and first floor level bay windows on the building frontage, which is set well back from the street with a hard surfaced parking area provided to the front. A sizeable two-storey flat roof extension, which includes bay windows, has been added to the rear as well as a modestly sized single-storey lean-to style extension. It appears that these extensions were made prior to 1948, when the Town & Country Planning Act first came into effect. The rear amenity space includes a hard surfaced terrace area adjacent to the building, with the majority of the space being a lawn. Site boundaries are marked by mature landscaping.

The site is located on a residential road that is characterised by large, detached two and three - storey buildings that are set well back from the road, on deep plots. The level of set back is uniform and creates a strong building line. The presence of mature landscaping both within plots and in the form of street trees softens the visual impact of built forms and generates a verdant character and appearance to the street. Gaps to the side of buildings are minimal and as a result, views to the rear of buildings are limited. Extensions to the rear of buildings, both single and two-storey, are a relatively common feature whilst side and front elevations are largely unmodified.

The majority of buildings on the road are single dwellings or contain flats although there is a Doctor's Surgery and a Synagogue nearby. At the end of the road, to the north of the site, is

Northwood Town Centre and Primary Shopping Area. Northwood Underground Station is sited within the Town Centre, approximately 200 metres walking distance from the site.

The application site lies within the Northwood Town Centre Conservation Area as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). The site is also covered by TPO483.

1.2 Proposed Scheme

The application seeks planning consent for the replacement of the existing rear addition with a two storey rear extension and the enlargement of the habitable roofspace to include 2 rear dormer windows, 3 side rooflights, a central roof lantern and additional side windows.

1.3 Relevant Planning History

4626/APP/2018/1772 16 Murray Road Northwood

Part two storey, part single storey rear extension, extension to roofspace and change of use from Use Class C3 (Dwellings) to Use Class D1 (Non Residential Institutions - Nursery)

Decision Date: 26-10-2018 Withdrawn **Appeal:**

4626/APP/2019/629 16 Murray Road Northwood

Two storey rear extension with habitable roofspace to allow for conversion of ground and first floor from part Use Class C3 (Dwellings) and part Class D1 to Class D1 (Non-Residential Institutions - Nursery) and addition of rear dormer to allow for conversion of second floor into 2 x 1-bed self-contained flats.

Decision Date: 28-05-2020 Refused **Appeal:**

4626/PRC/2018/51 16 Murray Road Northwood

Part single, part two-storey rear extension and Change of Use from part use class C3, part D1 to a nursery (Use Class D1)

Decision Date: 13-06-2018 OBJ **Appeal:**

4626/PRC/2020/84 16 Murray Road Northwood

Proposed extensions and conversion of existing dwelling into 5 self-contained flats

Decision Date: 30-06-2020 OBJ **Appeal:**

Comment on Planning History

A previous submission for the extension and change of use of the property was refused on 7 grounds. These included the size, scale and design of the extension; the impact on the neighbouring occupiers; the loss of residential floorspace; unsatisfactory indoor living area; lack of amenity space; inadequate parking provision and failure to demonstrate the proposal would not result in unacceptable noise and disturbance to surrounding residents.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date:- 16th December 2020

2.2 Site Notice Expiry Date:- Not applicable

3. **Comments on Public Consultations**

15 neighbours and the Northwood Residents Association were consulted for a period of 21 days expiring on the 26 October 2020. There were 7 responses raising the following issues:

- There is no planning statement yet the application has been made valid
- The plans do not note that the windows to the side are to be obscure glazed and non-opening
- Loss of light
- Overshadowing of the garden and patio area of the neighbouring property
- Loss or damage to trees
- Loss of privacy
- Visual amenity and loss of view
- Potential use for multiple occupancy
- Noise and building disruption
- Unusually large number of bedrooms for a single residence
- Loss of the rear bay features will detract from the attractive outlook
- This appears even larger than the previously refused scheme
- Completely out of scale with the original dwelling and do not respect its original design
- Removal of the mature hedging is not desirable
- Out of keeping with the Conservation Area
- Detrimental to the amenity of the neighbouring occupiers
- Overdominance
- Loss of outlook
- No applicant named
- Proposal would compromise a 45 degree line of sight from the neighbouring lounge window
- The overall outlines of the neighbouring property do not accurately reflect the various levels
- Overdevelopment
- Incongruous addition
- The revised block plan does not show the massing of the neighbouring buildings thus offering a less than accurate picture of the variety and intricate scale of this properties
- Does not comply with a 45 degree line of sight as the roof compromises the line
- Ground floor still too intrusive on no. 18
- There should be no access over the flat roof if approved

A Ward Councillor has also commented. They state that the proposal is for a very large double storey extension to this already large house that is currently in total keeping with the neighbouring properties in terms of size and scale. Such a large house given its location would only be appropriate for use as a HMO. Given that it is next to a 55+ retirement home, this would seem to be a totally inappropriate and detrimental development within a conservation area.

A petition against the proposal with 24 signatures was also submitted.

Officer response: Within planning there is no right to a view. Also we can only assess the proposal as submitted. Any future use as a House in Multiple Occupation for more than 6 individuals would require planning consent in its own right. Noise and disruption due to construction works is considered transitory in nature and insufficient reason to refuse an application in its own right. There is no legal requirement for the applicant to be named if they have given authority to the agent to act on their behalf.

Trees/Landscaping Officer - The site lies within the Northwood Conservation Area, a

designation which protects trees. Furthermore the site lies within the area covered by TPO 483 with T3 a birch and T4 an ash present on the side (south) boundary of the back garden. This submission follows the refusal of application ref. 2019/629. No topographical survey or supporting tree report has been submitted, although the presence of trees in the back garden is indicated on plan. The previous application included an arboricultural assessment, which has identified and assessed 11 trees which are on, or close to, the site. There is one 'A' grade copper beech tree, T11, which is off-site and one 'B' grade street tree, a lime, T3 on the survey schedule. All other trees are rated 'C'. According to this report it is likely that no trees of merit will be affected by this proposal, however, an updated tree report will be required which provides a tree constraints plan, arboricultural impact assessment and full tree protection measures together with an arboricultural method statement. Landscape conditions will also be required to protect and enhance the character and appearance of the landscape within the Conservation Area.

RECOMMENDATION No objection subject to pre-commencement conditions for tree protection measures and landscaping..

Conservation and Design Officer - The existing property is an attractive double fronted late Victorian house which forms part of a set of three properties designed and built at the same time. This group of three were amongst the earliest houses built along Murray Road after the arrival of the railway in 1887. The road is predominantly characterised by residential dwellings set on spacious verdant plots. Whilst some change has occurred over time, the street scene is still strongly defined by its residential characteristics and early 20th century buildings.

The group of the properties are characterised by their double fronted asymmetrical elevations which includes a double height bay window with two projecting gable features at roof level. The varied size and detailing to the gables provide some sense of hierarchy to the overall composition of the building. The larger gable ends are finished in a pebble dash render with mock Tudor timber detailing and notable finials at the apex. Below the first floor bay window there are attractive panel details within the brickwork. The entrance is highlighted by a classical detailed surround with a simple pediment above. Whilst this has been infilled at a later date the originally recessed door has been retained. The group of properties are externally finished in a red brick. The original hipped roof form is finished in profiled clay tiles with a ridge detail contributing to the pleasant appearance of the property. Originally the windows were likely single glazed timber sash however these have been replaced with modern alternatives. To the rear the property has rear additions however they appear to be similar to rear additions at nos. 18 and 20 following a consistent historic precedent. Nos. 16, 18 and 20 are little altered to the front and their homogenous appearance collectively, positively contributes to the significance of the conservation area and the character and appearance of the street scene, as duly recognised within the conservation area appraisal.

The proposed development would be detrimentally harmful to the character and appearance of the conservation area and existing building. The submitted information lacks a heritage statement, which should be submitted in line with para. 189 of the NPPF. An assessment of the surrounding environment must be considered prior to the development of proposals in order to understand the best design approach and potential impact it will have.

Front Elevation

The proposal would result in the loss of original features, notably the finials to the front and

ridge tiles at roof level, such features would need to be retained. The loss of such features would diminish the original design and quality of the building, individually and as part of a group. The front elevation would need to be left untouched so that its group value with nos. 18 and 20 and their collective positive contribution to the conservation area is appropriately preserved.

Rear extension

The proposed rear additions would be disproportionately large in relation to the original house, which would be more than double the original footprint and scale of the building. The proposal would extend across the full width of the original property resulting in the loss of the rear elevation in its entirety and original features. The original plan form of the building would be lost including the phased extension of the property in the past, which forms part of its history and character. Instead it would be replaced with an elongated plan form resulting in the unsympathetic, large roof form. The bulk of the large rear extension would be visible in the gap between nos. 16 and 18. The gap between nos. 16 and 18 is open with attractive views to the trees behind. , The excessively long rear extension for the full height of the development will be visible on this side and will impact negatively on the conservation area. The proposal would fail to remain subservient to the original property, it would disregard the property's original built form and characteristic qualities.

It is important to remember that an area which is designated for its special architectural and historic character is not based on just views from the road. The heritage asset may be experienced from private and public spaces therefore the desire to preserve or enhance its character and appearance is just as relevant in relation to rear elements.

Roof

To entirely remodel the original roof form and create a dummy pitched roof form would be considered in principle unacceptable. The unsympathetic roof form with a large central area of flat roof is an uncharacteristic roof form within the CA. It contributes to the excessive bulk and over dominant scale of the development harming the character and appearance of the original property. The additions and alterations to the roof would fail to remain subservient or in keeping with the scale, design, character and style of the original buildings and notable group value.

Murray Road has a strong residential character which forms part of its interest within the conservation area. Individual houses, set on spacious plots define how the road was developed and forms part of its historic interest. There would significant concerns that the large, excessive extension would warrant the conversion into a flatted development in the near future, as had been proposed at pre-application. It is wholly disappointing that the opportunity to enhance the appearance of the front garden has not been included in this proposal.

The development would be disproportionately out of scale. It would lack any form of subservience to the original building. The sheer bulk of the development would be further exacerbated by the dummy pitched roof form with no relief to the long flank elevations. The original design of the building particularly to the rear would be completely lost.

As proposed the development would result in significant harm to the conservation area which can be defined as less than substantial. I am not convinced that such harm would be outweighed by the limited (if any) public benefits from the proposal. In any instance para. 196 of the NPPF would need to be applied. The development would have a negative impact on the conservation area and the existing contribution the group of buildings no. 16 forms a

part of.

Officer response: Revised plans were submitted reducing in part the scale of the rear extension.

The Conservation Officer has further advised: The minor amendment comprising of a part reduction to the proposed rear addition would not fully address previous comments. Whilst the part reduction to the proposed rear addition is welcomed, the development would still fail to remain subservient to the original property. As proposed, it would amount to less than substantial harm to the conservation area.

4. Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

DMHB 11 Design of New Development

DMHB 12 Streets and Public Realm

DMHB 4 Conservation Areas

DMHD 1 Alterations and Extensions to Residential Dwellings

DMT 2 Highways Impacts

DMT 6 Vehicle Parking

LPP 3.5 (2016) Quality and design of housing developments

LPP 7.4 (2016) Local character

LPP 7.8 (2016) Heritage assets and archaeology

NPPF- 12 NPPF-12 2018 - Achieving well-designed places

NPPF- 16 NPPF-16 2018 - Conserving & enhancing the historic environment

5. MAIN PLANNING ISSUES

The main issues for consideration in determining this application relate to the effect of the proposal on the character and appearance of the original dwelling, the impact on the visual amenities of the surrounding area, the impact on residential amenity of the neighbouring dwellings and provision of acceptable residential amenity for the application property.

The Hillingdon Local Plan: Part One Strategic Policy BE1 seeks a quality of design in all new development that enhances and contributes to the area in terms of form, scale and materials; is appropriate to the identity and context of the townscape; and would improve the quality of the public realm and respect local character.

Policy DMHB 11 of the of the Local Plan: Part Two - Development Management Policies (2020) advises that all development will be required to be designed to the highest

standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping. It should also not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

DMHB 4 also advises new development within or on the fringes of conservation areas will be expected to preserve or enhance the character and appearance of the area. It should sustain and enhance its significance and make a positive contribution to the local character and distinctiveness.

Policy DMHD 1 requires that alterations and extension of dwellings would not have an adverse cumulative impact on the character and appearance of the street scene, and should appear subordinate to the main dwelling. It also required that there is no unacceptable loss of outlook to neighbouring occupiers. It advises that two storey rear extensions should not contravene a 45 degree line of sight from the neighbouring windows and full width two storey rear extensions are not considered acceptable in designated areas.

The original L shaped property has previously been extended to the rear, including a 4.25m deep single storey extension and a 5.5m deep two storey flat roofed extension. The proposal would incorporate these and extend to the rear, giving a two storey rear extension of between 2.3m and 9.85m in depth (against the original property depth of 8.6m and 5.7m respectively). This is set beneath a gabled roof and a hipped roof with a flat valley roof between. At ground floor there is a further flat roofed ground floor extension of 4.6m in depth and 3.35m in height, which in fills the area to the side of the two storey extension.

This is a substantial addition to the original property. The Conservation Officer has raised strong objections to the proposal. They have advised that the proposed rear additions would be disproportionately large in relation to the original house, which would more than double the original footprint and scale of the building. The proposal would extend across the full width of the original property resulting in the loss of the rear elevation in its entirety and original features. The original plan form of the building would be lost including the phased extension of the property in the past, which forms part of its history and character. The bulk of the large rear extension would be visible in the gap between nos. 16 and 18, which is currently open with attractive views to the trees behind. As proposed, the extensions would amount to less than substantial harm to the conservation area.

The excessive depth and bulk of the proposal would fail to appear as a subordinate addition to the original dwelling and would be out of keeping with the architectural character and appearance of the wider street scene and conservation area. As such the proposal fails to comply with policies DMHB 4, DMHB 11 and DMHD 1 of the Local Plan: Part Two - Development Management Policies (2020).

The proposed rear extension would project approximately 2.15m beyond the rear of Copperbeach Court (to the north) set back by approximately 2m. To the other side the site plan shows that the proposed extension at ground floor would project approximately 1.15m beyond the rear of no. 18 also set back by 2m. At first floor the living room window of 18a is set back on the original recessed rear elevation of that property. The proposed 2 storey extension would project approximately 5.25m beyond the rear of that window, set back by approximately 4m. Although it is noted that the proposal would not compromise a 45 degree line of sight from the window (except the eaves of the roof) given the extent of the

extension and that the window is already recessed on one side by the original projection of the dwelling, this would result in an overbearing impact on the occupiers of that property. As such the proposal fails to comply with policies DMHB 11 and DMHD 1 of the Local Plan: Part Two - Development Management Policies (2020).

The principle windows would face front and rear and the side windows would serve non habitable rooms and could be conditioned to be obscure glazed and non opening below 1.8m if all other aspects of the proposal were acceptable. As such the proposal would not significantly increase any overlooking and loss of privacy.

Whilst most of the resultant rooms would maintain an adequate outlook and source of natural light, it is noted that bedroom 6 set within the proposed roofspace would be served solely by two high level rooflights. Whilst these would provide sufficient light, they would fail to provide any outlook for the occupiers of this room. Therefore the proposal fails to provide a satisfactory living environment for the future occupants of property in accordance with Policy 3.5 of the London Plan 2016.

Policy DMHD 1 (appendix A, Part A) vi), states that for alterations and extensions to residential dwellings; adequate garden space should be retained. The property benefits from a large rear garden and sufficient garden space would be retained.

There is no impact on parking provision as a result of this proposal.

6. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed rear extension by reason of its size, scale, bulk and design, would be an intrusive addition to the property which would fail to harmonise with the existing character of the original dwelling, the group of three properties of which it forms a part and the wider street scene. The proposal therefore fails to either preserve or enhance the character or appearance of the Northwood Town Conservation Area and would be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 4, DMHB 11, DMHB 12 and DMHD 1 of Local Plan: Part Two - Development Management Policies (2020).

2 NON2 Non Standard reason for refusal

The proposed two storey rear extension by virtue of its depth, height and proximity, would be detrimental to the amenities of the adjoining occupiers at no. 18 by reason of overdominance, loss of outlook and loss of light. Therefore the proposal would be contrary to Policies DMHB 11 and DMHD 1 Local Plan: Part Two - Development Management Policies (2020).

3 NON2 Non Standard reason for refusal

The proposal would provide an indoor living area of an unsatisfactory quality for the future occupiers and would therefore give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. Therefore the proposal would be contrary to Policies DMHB 11 and DMHD 1 Local Plan: Part Two - Development Management Policies (2020) and to Policy 3.5 of the London Plan (2016).

INFORMATIVES

- 1 On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant Local Plan Part 2 (2020), then London Plan Policies (2016). Hillingdon's Full Council adopted the Hillingdon Local Plan: Part 1 - Strategic Policies on 8 November 2012 and the Hillingdon Local Plan Part 2 on 16 January 2020.
- 2 In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

Standard Informatives

- 1 The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).
- 2 The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

Part 1 Policies:

PT1.BE1	(2012) Built Environment
PT1.HE1	(2012) Heritage

Part 2 Policies:

DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 4	Conservation Areas
DMHD 1	Alterations and Extensions to Residential Dwellings
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP 3.5	(2016) Quality and design of housing developments
LPP 7.4	(2016) Local character
LPP 7.8	(2016) Heritage assets and archaeology
NPPF- 12	NPPF-12 2018 - Achieving well-designed places
NPPF- 16	NPPF-16 2018 - Conserving & enhancing the historic environment

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Notes:

 Site boundary

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Site Address:

**16 MURRAY ROAD
NORTHWOOD**

Planning Application Ref:

4626/APP/2020/3048

Planning Committee:

North

Scale:

1:1,250

Date:

February 2021

**LONDON BOROUGH
OF HILLINGDON**
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