

Report of the Head of Planning, Sport and Green Spaces

Address 8 BAWTREE ROAD UXBRIDGE

Development: Enlargement of basement to create habitable space and ground floor rear extension

LBH Ref Nos: 18278/APP/2015/4309

Drawing Nos: Design and Access Statement
SKMPD-PA-8BR-001 Rev. C
SKMPD-PA-8BR-002 Rev. B
SKMPD-PA-8BR-003 Rev. B
Site Investigation Report

Date Plans Received: 24/11/2015 **Date(s) of Amendment(s):**

Date Application Valid: 24/11/2015

1. CONSIDERATIONS

1.1 Site and Locality

This application relates to a semi-detached dwelling on the south-east side of Bawtree Road. Bawtree Road is a quiet residential cul-de-sac situated within a residential area to the east of Uxbridge Town Centre.

The application property and its adjoining neighbour is one of a pair of identical properties, the front of which are unaltered. The rear of the properties comprise identical two storey 'outriggers' which abut up against each other and at the shared boundary and project across their respective rear elevations. The side return wall abuts onto the rear of each dwelling by approximately 1.5m from the rear/side elevation edge, the remaining width contains a bedroom window at first floor level and a door opening leading to a ground floor lounge within the main body of the dwelling. There are external steps leading up to this door opening.

There is a single storey extension with a tiled lean-to roof to the rear of the application property and adjoining property no.10 Bawtree Road that is part of the original building. There is also a 'make-shift' temporary shelter attached to the single storey element of the application property constructed of timber with a perspex roof covering.

The internal floor levels between the main body of the application property and the 'outrigger' are not in alignment and there are internal steps leading down to the rear of the dwelling. There is a difference in internal floor level between the main body of the house and the outrigger of 0.55 metres and a further difference between the outrigger and single storey element of 0.98 metres. The difference in levels between the internal floor level at the front of the house (the main part of the dwelling) and the ground level at the rear of the house is approximately 1.3-1.5 metres.

There is an existing basement beneath the main body of the house, accessed via an internal stairwell, measuring 18sqm with a floor to ceiling height of 1.7m.

Given its central Uxbridge location the wider area comprises a diverse mix of residential and non-residential uses (primarily retail and commercial uses associated with Uxbridge Town Centre). The immediate vicinity is residential in character and Bawtree Road comprises a mix of detached and semi-detached residential dwellings.

The application property falls within the 'Developed Area' as outlined within the Hillingdon Local Plan - Part Two (Saved Policies).

1.2 Proposed Scheme

Planning permission is sought for the enlargement of the basement to create habitable space and for the erection of a ground floor rear extension.

The proposed development is seeking to exploit the difference in level to create extra headroom within the existing basement of the property and would also involve lateral excavation from the rear of the application dwelling through to the existing basement and further to the front of the house, and excavating a further depth of 0.32 metres beneath the existing floor level of the basement to increase the floor to ceiling height to 2.4m. The development proposal would increase the size of the basement from 18sqm to 55sqm which utilises the full length of the house.

A new entrance would be created to the basement from the rear of the house involving excavation within the rear garden to create a patio area with retaining walls.

The existing single storey rear extension would be demolished and re-erected as a two storey extension from basement level. The proposed extension would re-align internal floor levels by raising the floor levels at the rear of the dwelling at ground floor and first floor, to the floor levels within the main house. The proposed extension would measure 5.3 metres in height and would project across the full width of the rear elevation, and then wrap around the outrigger to in-fill the remaining rear elevation so it is flush with the edge of the side elevation of the main dwelling. The depth of the extension at ground floor varies from 1.94 metres, taken from the rear elevation of the outrigger, to 5.88 metres for the infill section to the side of the outrigger where there are presently French-windows.

1.3 Relevant Planning History

29368/A/88/1948

18 Bawtree Road Uxbridge

Use of prem for Management & Executive Headhunting & placement service-Busnss from home (Sect 53 det)

Decision Date: 10-10-1988

GPD

Appeal:

Comment on Planning History

There is no planning history relevant to this application proposal.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date:- Not applicable

2.2 Site Notice Expiry Date:- Not applicable

3. Comments on Public Consultations

EXTERNAL:

Neighbouring properties and the North Uxbridge Residents Association were consulted by letter on 26.11.15. A Site Notice was posted at the site on 02.12.15. On expiration of the consultation nine responses were received, objecting or commenting as follows:

1. The proposed development would result in the possible collapse of the building and damage to the adjoining three period terraced properties.
2. Irreversibly change the outlook of our street.
3. Risk of collapse during excavation with an electricity sub-station approximately two metres from the boundary wall of 8 Bawtree Road and supplies electricity to a large area of Uxbridge, including part of the town centre.
4. The noise and disruption and inconvenience to Bawtree Road during construction.
5. The proposed development would encroach onto free space at the rear 46 Lancaster Road which we own
6. It will affect the house prices of surrounding houses.
7. This plan appears to be over development
8. There are serious errors in the submitted plans, party wall is not shown correctly and wrong scales shown
9. The lack of detailed design drawings to show how our neighbours plan to support/strengthen the whole length of our party wall and internal load bearing walls and lack of detailed design drawings showing how the structural integrity of both numbers 8 and 10 Bawtree Road will be maintained
10. The creation of new habitable space underground at the front of 8 Bawtree Road without any natural light or ventilation contravenes Public Health requirements as the enlarged front basement area could be used by the present or any future owners as bedroom accommodation.
11. The noise of any external fans, ventilation, and air conditioning units needed to ventilate the front rooms of the proposed basement extension.
12. The risk of water ingress to the foundations of our property due to the new sunken patio area
13. Light pollution in our back garden at night from the proposed skylights needed to illuminate the extended basement area.
14. The need to reconstruct the shared sewers which travel across our front and back gardens close to ground level. The new sewer connections from 8 Bawtree Road would have to be much deeper due to the proposal to locate the kitchen at the new lower basement level.
15. Loss of light in the right hand side of our first floor rear bedroom window due to the higher side wall of the proposed rear first floor extension of 8 Bawtree Road.
16. If these plans get planning permission, the resulting works will result in a long period of noise, dust, vibration and inconvenience to us and other local residents.
17. Given recent high profile building collapses (notably the one on 26/11/2015 in Barnes due to the excavation of a bigger basement under a Georgian town house), the Planning Department of the London Borough of Hillingdon needs to carefully consider whether these ancient terrace 1830s Villas in Uxbridge are simply 'too old' to safely accommodate such major underground basement extension work that could jeopardise the structural integrity of the whole block and risk considerable damage to the live electricity substation right next door.
18. If Hillingdon Council approves these plans does it assume any financial responsibility for any future building collapse resulting from the construction works?

South Bucks District Council: No Objection

Scottish and Southern Electric: I confirm that SSE have no objections in principle to the planning permission for the basement development at 8 Bawtree Road, although we would like the applicant to provide a full surveyors report detailing any potential issues that the basement may cause to the integrity of our substation land and any affect this may have on the electricity apparatus on site.

OFFICER COMMENTS:

The majority of the objections and comments related to the structural integrity of the application dwelling and neighbouring properties and their ability to withstand the construction of the proposed development, in particular the excavation of the basement. This report does not consider or commented upon the structural integrity of the application dwelling as it is not a planning matter.

It should be noted, however, that there have been discussions with the neighbouring resident from No.10 Bawtree Road regarding concerns about structural matters. The resident was advised to seek further advise and to seek further assurance through the provisions within the Party Wall Act 1996.

Ward Councillor: Requests that the application is reported to committee.

INTERNAL:

Flood and Drainage Management Officer:

The applicants have carried out a desk top study of the site and not a thorough site investigation which would demonstrate what the flood risk not just to but also from the site and the implication that the basement also has on the surrounding area. The report provides data from 1978 to demonstrate there is not a current risk. It also acknowledges that although permeability in clay is low there is often a risk of fissures which result in perch groundwater flowing which can only be discovered by site investigation. On site investigations such as borehole information providing groundwater levels as well as infiltration rates must be undertaken to inform this proposal and mitigation provided as appropriate both below ground for groundwater management and at ground level in managing the water that falls on the site through appropriate sustainable drainage. A detailed drainage plan should be submitted showing the current drainage arrangements and those proposed and how the risk from groundwater when it is found is managed and the appropriate control of surface water on the site. This is particularly important where the groundwater will slope towards the site with a lowered patio as well. A management and maintenance plan should also be provided.

OFFICER COMMENTS:

The applicant submitted details of a Site Investigation Report. However this was found to be inadequate. The applicant was contacted on the 21-06-16 to request a revised report, however no reply has been received to date.

4. UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008

5. MAIN PLANNING ISSUES

The main considerations in the determination of this application relate to the impact of the development proposal upon the residential amenity of the current occupiers and that of the neighbouring residents. The impact of the development upon the appearance of the host dwelling and its appearance within the street scene, and consideration is also given to the quality of the residential accommodation created.

- Basement

Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure adequate daylight and sunlight can penetrate into and between properties to safeguard the amenities of existing houses.

The application proposal would enlarge the existing basement from 30.5cu.m to 131.5cu.m and increase the head room of basement to 2.4m. The proposed development would increase the length of the basement to 13.33m. The only source for natural light into the basement would come from a lower ground level doorway at the rear of the dwelling. There are no other windows or door opening to allow natural light to penetrate throughout the basement area and there are no plans for an additional light well at the front of the house.

With regard to its size, the proposed development would be capable of residential accommodation. However, it is considered that the quality of the accommodation would be poor due to a lack of natural light penetration into and throughout the room, particularly to the front end of the basement. The proposed development. It is thus considered that the proposal would result in the provision of a habitable room with poor levels of natural/sunlight provision, contrary to Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

- Two Storey Rear Extension

The proposed extension to the rear of the property is considered to be a two-storey rear extension development and is assessed against the adopted Council guidance set out in Chapter 6 of the adopted Supplementary Planning Document (SPD) HDAS: Residential Extension.

Paragraph 6.1 of the SPD states there is a general presumption against two-storey rear extensions where the extension would come close to the shared boundary. Paragraph 6.2 states that two-storey rear extension will only be allowed where there are no significant loss of residential amenity.

The proposed development would comprise a basement and ground floor level rear extension and would replace an existing lean-to ground floor single storey extension. The proposed extension would project 1.90 metres beyond the rear elevation of the existing two-storey outrigger where it abuts onto the shared boundary with no.10 Bawtree Road, project 5.88 metres along the side elevation. The depth of the proposed extension would extend no further than the existing lean-to extension. The proposed development would have a flat roof covering and measure 5.3 from the basement floor level, which equates to 2.9 metres when measured from ground level. The existing lean-to would reach 3.4m at its highest point.

Paragraph 6.2 of the SPD seeks to ensure there is no over dominance overshadowing or loss of light or outlook. Extension at first floor level should not extend beyond 45-degree line of sight. The proposed develop would not obstruct a first floor window of the adjoining dwelling but would replace the existing lean-to extension. It would therefore not be considered to be over-dominant or to have an overbearing presence on the adjoining neighbour at No.10 Bawtree Road. There would be no loss of light or significant change in outlook as a result of the extension. The proposed extension would occupy the location presently occupied by the existing single storey rear lean-to extension and the view from the neighbouring property would be seen at a scale commensurate to the existing structures.

Paragraph 6.4 of the SPD permits two-storey rear extensions to semi-detached properties, on plots sizes greater than 5 metres in width, to extend to 3.6 metres in depth. The proposed extension would project a minimum of 1.98 metres, where it abuts the adjoining neighbouring property No.10 Bawtree Road, but extend to a maximum of 5.88 metres to infill the side of the outrigger. There is an electricity substation located on the north-west side of the house and the application property is set back from the building line so the proposed extension would be behind the closest neighbouring resident (No.6 Bawtree Road) located over 12 metres away. The depth of the infill section of the extension exceeds the maximum limit of 3.66 metres but it would not be out of scale with the host property and the bulk would not affect the neighbours on either side of the application property. The proposed development would not result in a loss of residential amenity by reason of its siting, bulk, mass and proximity to neighbours. The proposed development is considered to conform with policies BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

There are no windows proposed within the side elevation of the proposed extension. It is not considered that the proposed extension would result in overlooking and loss of privacy and would comply with Policy BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The proposed development would be visible within the street scene to views taken from the west of the application dwelling. Paragraph 6.6 of the SPD states that it is desirable that a two-storey extension to a house with a pitched roof should also have a pitched roof as flat roofed extensions will not generally be accepted (para 6.7). The proposed flat roof would be out of character with the Victorian architecture and its longest depth on the western side elevation of the extension would be visible to the street. The proposed development would not be in-keeping with the general appearance of the street scene and would be detrimental to the street setting created by the row of Victorian Villas. The proposed development would not comply with policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document (SPD) HDAS: Residential Extensions.

- Flooding

Due to the proposed development including the excavation of a basement, the fact that the application dwelling is sited on relatively impermeable London Clay, and in order to protect the amenity of current and future occupants of the site it is necessary to ensure that the proposed development would adequately address the risk of flooding from both surface and groundwater, and to demonstrate that adequate measures are in place to deal with surface runoff on site. A Flood Risk assessment was submitted on the 16/02/2016, however this was found to be inadequate. Additional information with respect to flooding was requested however the applicant has not provided adequate information to address the concerns of the Council's Flood Risk and Drainage Officer. While it is accepted that the submitted Flood Risk report does not contain sufficient detail to satisfy the Flood Risk and Drainage Officer that planning permission could be granted without hazard to the amenity of the current and future occupants of the site and the current and future occupants of neighbouring dwellings whilst meeting the relevant SuDS requirements, it remains necessary to assess the proposed development based on the information which has been provided.

Groundwater Flood Risk:

With respect to the groundwater flood risk, the applicants Flood Risk Assessment states: "From the information present water ingress is not expected to be a significant problem in terms of dewatering issues, etc. during construction. For the longer term condition, seepage entries from fissure flow within the clays and any perched water within the overlying ground should be allowed for in the design of the basement area e.g. provision of drainage cavity/tanking, and also for hydrostatic uplift of the basement subfloor slab".

It is noted that neither the drawings or supporting information provided with the application show any evidence of such features being included or designed into the proposed basement. In the absence of any evidence that the proposed development would include measures to mitigate the impacts of ground water or an acceptable Flood Risk Assessment in a case whereby the applicants own assessment has identified a risk, it is considered that the proposed development would, if implemented, have an adverse impact on the amenity of the current and future occupants of the dwelling.

Surface Water Flood Risk.

Drawing: SKMPD-PA-8BR-001 Rev. C submitted in support of the application show that the works to implement the proposed development would involve altering the ground level to create a sloped surface with the area adjacent to the rear of the dwelling dropping 1.13m from the existing level. However, no further landscaping details have been provided, while the rear garden of the dwelling currently provides a largely flat surface which would allow

surface water time to infiltrate into the soil or slowly disperse, the application proposes creating a sloped surface which would direct surface water towards the dwelling, and the 0.9m deep lightwell/patio which would be constructed to serve the extended basement with light, ventilation and means of escape. It is noted that neither details of drainage for the patio area or SuDS compliant landscaping have been provided, therefore having regard to the drawings and documents submitted it is considered that the proposed development would if implemented have an adverse impact on the amenity of the current and future occupants of the dwelling.

- Garden Space

The application property is a 3-bed dwelling. Policy BE23 requires new development to maintain sufficient amenity space for its occupants, and which is usable in terms of its shape and siting. This policy is supported by paragraph 6.18 of the SPD which requires a 3-bed dwelling to retain at least 60sq. metres of private amenity space. The proposed development would on completion retain approximately 100 sq. metres of rear garden area and is thus considered to comply with policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document (SPD) HDAS: Residential Extensions.

- Parking

London Plan Policy 6.5 sets out a maximum number of spaces for a 3-bed dwelling at 1.5 car parking spaces as a maximum, whereas the Council's policy AM14 requires a maximum of 2 spaces. Car parking within Bawtree Road is permitted on-street and there is no in-curtilage parking. The proposed development would not increase the existing number of bedrooms and the impact on parking is therefore considered to be neutral.

- Objections

This report has not considered the matters related to the structural integrity of the development, which is the main concern of objectors.

Other matters include encroachment onto 'free space,' however, the proposed development is not considered to encroach onto land not within the red-line boundary of the application site. Rebuilding sewers in the event of their collapse during the construction is not considered to be a planning matter.

Concern was expressed around the collapse of the dwelling close to the electricity sub-station. However, the Statutory undertaker has expressed no such concerns and raised no objection to the scheme, subject to a surveyors report which would be a civil matter.

CONCLUSION

The proposed basement would result in poor quality accommodation due to a lack of natural light penetrating the room. The proposed extension would be visible within the street scene and due to its flat roof design would not be in-keeping with the architectural composition of the host and neighbouring properties and would appear as a strident feature within the street scene. Furthermore the proposed development would fail to adequately manage the flood risks at the site and would therefore have a detrimental impact on the amenity of current and future occupants of the dwelling.

6. RECOMMENDATION

That had an appeal for non-determination not been lodged, the Planning Inspectorate be notified that the application would have been refused for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development would fail to adequately manage the surface water and flood risks at the site and would therefore result in an unsatisfactory residential environment for future occupiers contrary to Policies BE19 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

2 NON2 Non Standard reason for refusal

The proposed basement lounge and living area, by reason of inadequate provision of windows in relation to the depth of the basement would result in the provision of a habitable room with very poor levels of natural/sunlight to the detriment of the amenities of current and future occupiers contrary to Policies BE19, BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extension.

3 NON2 Non Standard reason for refusal

The proposal by reason of its design and in particular the flat roof and west side elevation represents an incongruous addition and alteration which would not harmonise with the architectural composition and proportions of the original or adjoining dwellings and would be detrimental to the visual amenity of the street scene and the wider area. The proposal is therefore contrary to Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extension.

INFORMATIVES

- 1 On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

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:

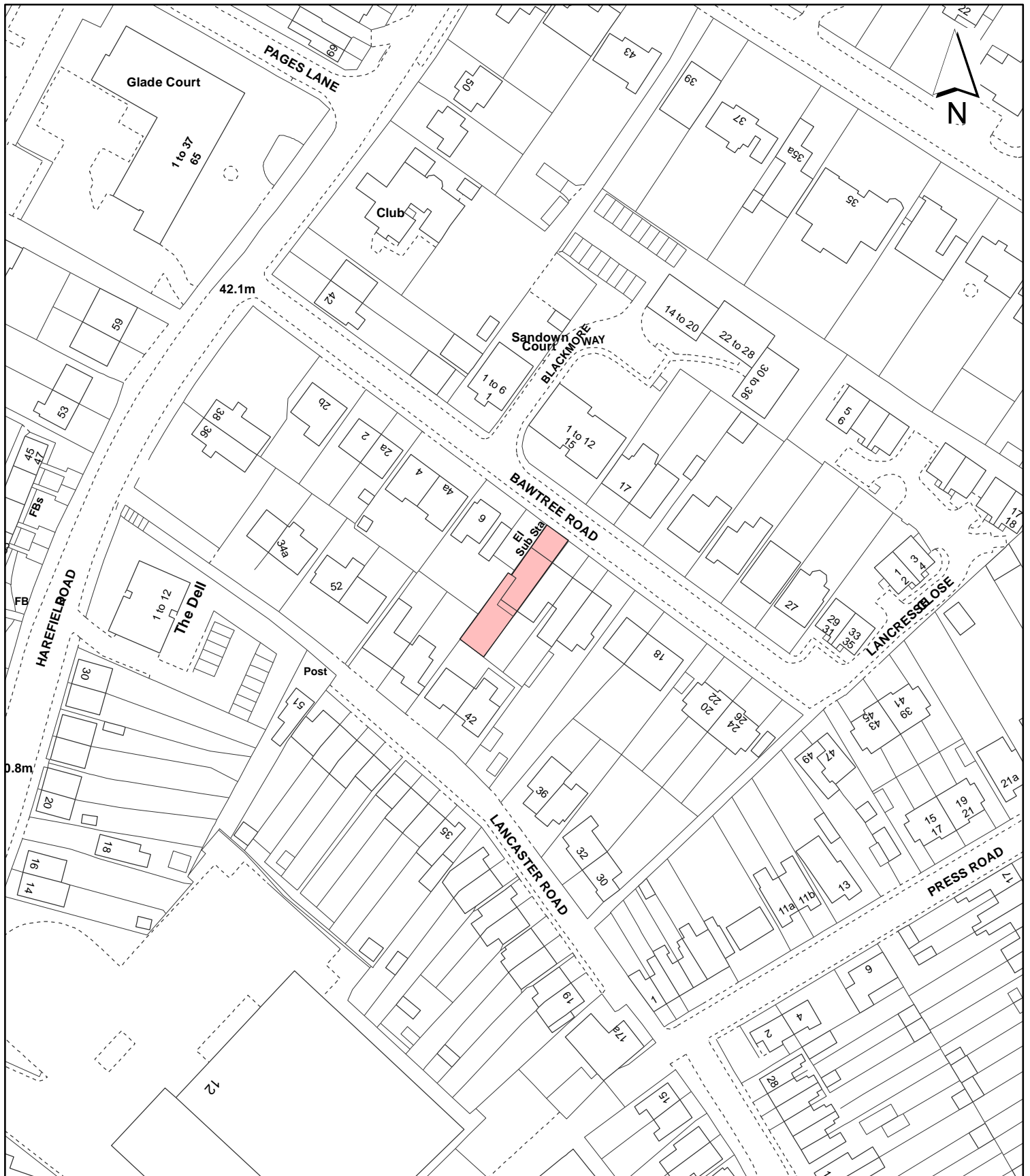
PT1.BE1 (2012) Built Environment

Part 2 Policies:

BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008

Contact Officer: John Cosgrove

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Notes:

 Site boundary

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Site Address:

**8 Bawtree Road
 Uxbridge**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
18278/APP/2015/4309

Scale:
1:1,250

Planning Committee:
Central & South

Date:
July 2016



HILLINGDON
 LONDON