

Report of the Head of Planning, Transportation and Regeneration

Address 66 FAIRWAY AVENUE WEST DRAYTON

Development: Raising and enlargement of roofspace to create habitable accommodation including the erection of a single storey front extension and installation of a porch

LBH Ref Nos: 29143/APP/2018/715

Drawing Nos: Z/549-01
Z/549-02
Z/549-03
LP-01
Flood Risk Assessment

Date Plans Received: 22/02/2018 **Date(s) of Amendment(s):**

Date Application Valid: 22/02/2018

1. CONSIDERATIONS

1.1 Site and Locality

The application relates to a detached extended bungalow located to the North of Fairway Avenue, and situated on a generous plot which backs onto a railway line. Its principal elevation faces South. The existing property at No 66 Fairway Avenue includes a single storey flat roof rear extension. The adjacent dwelling to the East (no 64) is a bungalow and to the West is a two-storey semi-detached property.

The application site is situated in the 'West Drayton, Garden City Area of Special Local Character' (ASLC). Fairway Avenue comprises varying architectural styles with a mixture of detached, semi-detached and terraced properties. The area is characterised by dwellings with generous front gardens. Fairway Avenue features grass verges and mature and semi-mature trees.

The site lies within the Developed Area, as identified in the of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). The site also lies within Flood Zone 2.

1.2 Proposed Scheme

The application is a resubmission, seeking planning permission to raise and enlarge the roofspace to create habitable accommodation including the erection of a single storey front extension and installation of a porch.

The overall height of the existing dwelling would increase from approximately 5.0 metres to 7.0 metres. The previously proposed side dormer has been removed from the current proposal. The roof would span across the 6m deep rear extension, continuing the proposed 7.0 m high half hipped roof shape.

The ridge of the roof above the original house is parallel to the street (the same as that above the twin bungalow). Not only the height of the roof would be changed, but the entire

design of the original roof. The roof ridge of the proposed half hipped roof would be re-positioned at a right angle to the street and would span over the whole depth of an enlarged dwelling, resulting in the depth of roof almost 13 m along the shared boundary with No 64 Fairway Avenue to the East, imposing an unattractive gable section with top hipped part to the front.

One rooflight is proposed over the staircase with no other side facing windows. One new window is proposed to the rear wall.

The front extension would be 1.0 m deep and 5.0 m wide. The porch would be 1.5 m deep by 2.7 m wide and 2.7 m high.

These dimensions remain the same as previously refused under Ref: 29143/APP/2017/3100.

1.3 Relevant Planning History

29143/A/91/1362 66 Fairway Avenue West Drayton
Erection of a pair of semi-detached houses (involving demolition of existing bungalow) (outline application)

Decision Date: 07-02-1992 Refused **Appeal:**

29143/APP/2010/1425 66 Fairway Avenue West Drayton
Single storey rear extension to include alterations to existing side and demolition of existing conservatory to rear.

Decision Date: 27-08-2010 Approved **Appeal:**

29143/APP/2014/2863 66 Fairway Avenue West Drayton
Erection of a single storey rear extension, which would extend beyond the rear wall of the original house by 6 metres, for which the maximum height would be 2.5 metres, and for which the height of the eaves would be 2.5 metres

Decision Date: 30-09-2014 Refused **Appeal:**

29143/APP/2014/3827 66 Fairway Avenue West Drayton
Single storey rear extension

Decision Date: 08-01-2015 Refused **Appeal:** 14-JUL-15 Allowed

29143/APP/2017/3100 66 Fairway Avenue West Drayton
Installation of a side dormer and enlargement of roofspace to create habitable accommodation including the erection of a single storey front extension and installation of a porch

Decision Date: 12-12-2017 Refused **Appeal:**

Comment on Planning History

Prior Approval application (REF: 29143/APP/2014/2863) was refused for a 6 m extension to which a neighbour objected. The officer's report acknowledged a large existing rear extension at No 64 of a comparable depth, however concern was raised regarding the loss of light and the overbearing impact to side windows.

Householder application (REF:29143/APP/2014/3827) for a single-storey rear extension was refused in 2015, but allowed on appeal. The reason for refusal related to impact on No.

64 Fairway Avenue. The Inspector concluded the proposed single storey rear extension would not harm the amenity of the occupiers of No. 64 Fairway Avenue.

Householder application (REF: 29143/APP/2017/3100) sought planning permission to raise and enlarge the roofspace to create habitable accommodation, a rear dormer, the erection of a single storey front extension and installation of a porch. The application was refused on the basis that the enlarged roof and dormer would fail to harmonise with the architectural composition of the original dwelling, and would be detrimental to the character, appearance and symmetry of the pair of single-storey dwellings and to the visual amenities of the street scene and the surrounding area which is within the Garden City West Drayton Area of Special Character.

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

Two neighbouring properties were consulted via letter dated 05.03.18 and a further site notice was displayed which expired on 04.04.18.

By the end of the 21 day consultation period one objection to the proposed development was received, which can be summed up as follows:

1. Detrimental to the character of the property.
2. Loss of daylight to neighbouring property.
3. Impact on the street scene.
4. Windows to the side elevation of No. 64 being incorrectly described in previous reports, emphasising all three windows facing No. 66 are the only source of light to bedrooms (which must be considered habitable and primary).
5. Overbearing outlook.

Officer Comment: An appeal decision (Ref: APP/R5510/D/15/3011639) comments upon the side facing windows to No. 64. The Planning Inspector has commented that the window to the side elevation discussed will not lose light or outlook any further than currently is. As such, the application was granted permission at appeal as there were no grounds to satisfy the loss of neighbouring amenity via this specific window.

Other issues raised above will be discussed in the main body of this report.

Conservation and Urban Design Officer:

66 Fairway Avenue is one of a pair of detached bungalows in the Garden City West Drayton Area of Special Local Character.

COMMENTS: This application follows on from an unsuccessful application (29143/APP/2017/3100) to add an additional floor to the bungalow, housing two bedrooms and a bathroom. The application is similar in most respects to the earlier application, apart from the deletion of a dormer window on the eastern roof slope. Its removal is welcome and goes some way to reducing the impact of the proposal. However, the proposal will still

dramatically alter the original built form of the bungalow when viewed from the street. The additional floor would tower over the neighbouring bungalow and would therefore be detrimental to the appearance of the two bungalows as a pair. Consequently, the proposal would be harmful to the character and appearance of the ASLC and would not therefore preserve or enhance it.

CONCLUSION: Recommend refusal on basis that it would be contrary to Policy BE5

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

PT1.HE1 (2012) Heritage

Part 2 Policies:

AM14 New development and car parking standards.

BE5 New development within areas of special local character

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.

LPP 3.5 (2016) Quality and design of housing developments

5. MAIN PLANNING ISSUES

The main planning issues being considered are the impact that the proposed extension would have on the adjacent neighbouring properties, the character and appearance of the host dwelling and the character and appearance on the street scene as an ASLC.

DESIGN

The property is situated within the Garden City West Drayton Area of Special Character. It has the outward appearance of a modest bungalow with mock Tudor features. The adjacent bungalow to the East has similar features whilst the properties to the West are more traditional 1930's semi-detached two-storey dwellings.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all development to achieve a high quality of design in extensions, making a positive

contribution to the area in terms of layout, form, scale and materials and protecting the amenity of surrounding land and buildings particularly residential properties.

Policy BE5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires new developments in an Area of Special Local Character to harmonise with the materials, design features, architectural style and building heights predominant in the area.

Similarly, the policies contained in the Hillingdon Local Plan: Part Two-Saved UDP Policies (November 2012) require new development to harmonise with the street scene (Policy BE13) and the form, scale and proportions of the original building (Policy BE15) whilst complementing the surrounding residential area in which it is situated (Policy BE19).

The existing dwelling and its neighbour No. 64 Fairway Avenue are of similar design and form a distinct pair. Together they provide an important visual gap between two-storey semi-detached dwellings with views to trees beyond. Together they, therefore, make an important contribution to the street scene in this part of the ASLC.

The Council's adopted SPD, the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008) (HDAS), sets out the design criteria for the scale and form of loft conversions and roof alterations which will generally be considered acceptable. Roof extensions will be accepted on bungalows, however these should appear subordinate to the size of the roof and the overall scale of the property.

The proposed increase in height and the pronounced pitched roof would result in a significant change to the scale of the original dwelling, and would fail to appear of similar massing to its matching pair No. 64 Fairway Avenue. The development would constitute a 4.15 m additional raised height to the existing flat roof rear extension, which has a depth of 6.0 m. The principle elevation of the property will be altered as a result of the proposed half hipped roof shape design, which is totally different to that existing on site currently. Furthermore the roof designs along this street have a particular pattern: the roofs are hipped with ridges parallel to the street. The proposed development will not only extend the roof 6 m to the rear, but will also change the direction of the ridge. The direction of the ridge will change from East-West to North-South, and hence the proposed development would constitute a roof shape and form totally different from the rest of the properties along Fairway Avenue.

The proposed change in roof shape and direction of the ridge line, along with the increase in height would result in an incongruous and excessively bulky box like addition to the existing dwelling. The symmetry and original proportions of this dwelling would be lost. The major change to the roof, both in terms of height and general form/design are not considered to be in keeping with the ASLC and surrounding area generally.

The proposal includes a front extension at ground floor level with a depth of 1 m and a width of 5 m, this element of the proposal is considered acceptable.

With regard to porches paragraph 8.2 of the HDAS states that they should be individually designed to follow the character of the existing building. Porches should be subordinate in scale and should not be detrimental to the street scene. They should generally be confined to the front entrance area. It is considered that the proposed porch will be subordinate to the existing dwelling and is unlikely to detrimentally harm the wider character of the area.

The proposal is not considered to be appropriate in terms of the Hillingdon Local Plan Part

Two Policies BE5, BE13, BE15, BE19 and HDAS: Residential Extensions.

AMENITY

Hillingdon Local Plan: Part Two - Saved UDP Policies seek to safeguard the amenities of adjoining occupiers by reason of their daylight and sunlight (Policy BE20), outlook due to bulk and proximity (Policy BE21) and privacy (Policy BE24). HDAS sets out the criteria by which these potential impacts are measured or assessed with regard to angles of light and the position of habitable room or kitchen windows.

The appeal Inspector under planning ref: 29143/APP/2014/3827, considered the impact of a rear single storey extension on both neighbouring properties. It was concluded that the addition of a further two metres of flat roofed extension in a Northerly direction to the West of this neighbouring property would make very little difference to the benefits currently gained by the neighbouring resident's side window. A gap will be maintained to the sides of the property.

The neighbour to the East (64 Fairway Avenue) does have a ground floor side facing kitchen window. Officers have checked on site and it was concluded to be classified as a secondary window. In this regard there is not considered to be an argument that could be sustained at appeal regarding loss of light to this window. The property as enlarged will be perceived as having a neighbour impact due to the greater bulk and greater perception of overlooking of the rear garden, but neither of these is directly contrary to the Council's HDAS residential extensions guidance, in particular as a 45 degree line is not breached to the rear. Taking into account the Appeal Inspector's decision and the nature of windows affected in the neighbouring property, it is not considered that the proposed development would have an unacceptable impact on neighbours amenity.

FLOOD RISK

Previously the Flood Risk Management Officer has recommended refusal as a Flood Risk Assessment (FRA) was not submitted with the application. An FRA is considered necessary for a property in the Flood Risk Zone 2, such as application site. The current application has attached an FRA. Previously, application Ref: 29143/APP/2017/3100, the Planning Officer considered that the proposed extensions and the porch to the front elevation are of modest scale. As such it was considered that refusal on this basis could not be sustained at appeal, hence this was not a reason for refusal.

The FRA report submitted illustrates that there is a medium risk for flooding on the application site, in conditions of extreme storm. It is considered that, if the application was for approval, the porch/front extension would mitigate risk from flooding.

CONCLUSION

It is considered that the increase of the roof height combined with the extensive development over existing flat roofed rear extension introducing an inappropriate roof design would be unduly conspicuous and would have an unacceptable effect on the character and appearance of the host property, twin bungalow and of the area as seen from public vantage points. The design of the roof will alter the street pattern and would hence be detrimental to the character, appearance and symmetry of the pair of single-storey dwellings and to the visual amenities of the street scene and the surrounding Garden City, West Drayton Area of Special Character.

The application is recommended for REFUSAL.

6. **RECOMMENDATION**

REFUSAL for the following reasons:

1 **NON2** Non Standard reason for refusal

The increase in height of the roof form and the addition of a roof over an existing 6m deep extension, as well as the proposed half hipped roof design would fail to harmonise with the architectural composition of the original dwelling, would be detrimental to the character, appearance and symmetry of the pair of single-storey dwellings and to the visual amenities of the street scene and the surrounding Garden City, West Drayton Area of Special Character. Therefore the proposal would be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

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 (2016). 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.
- 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 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

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:

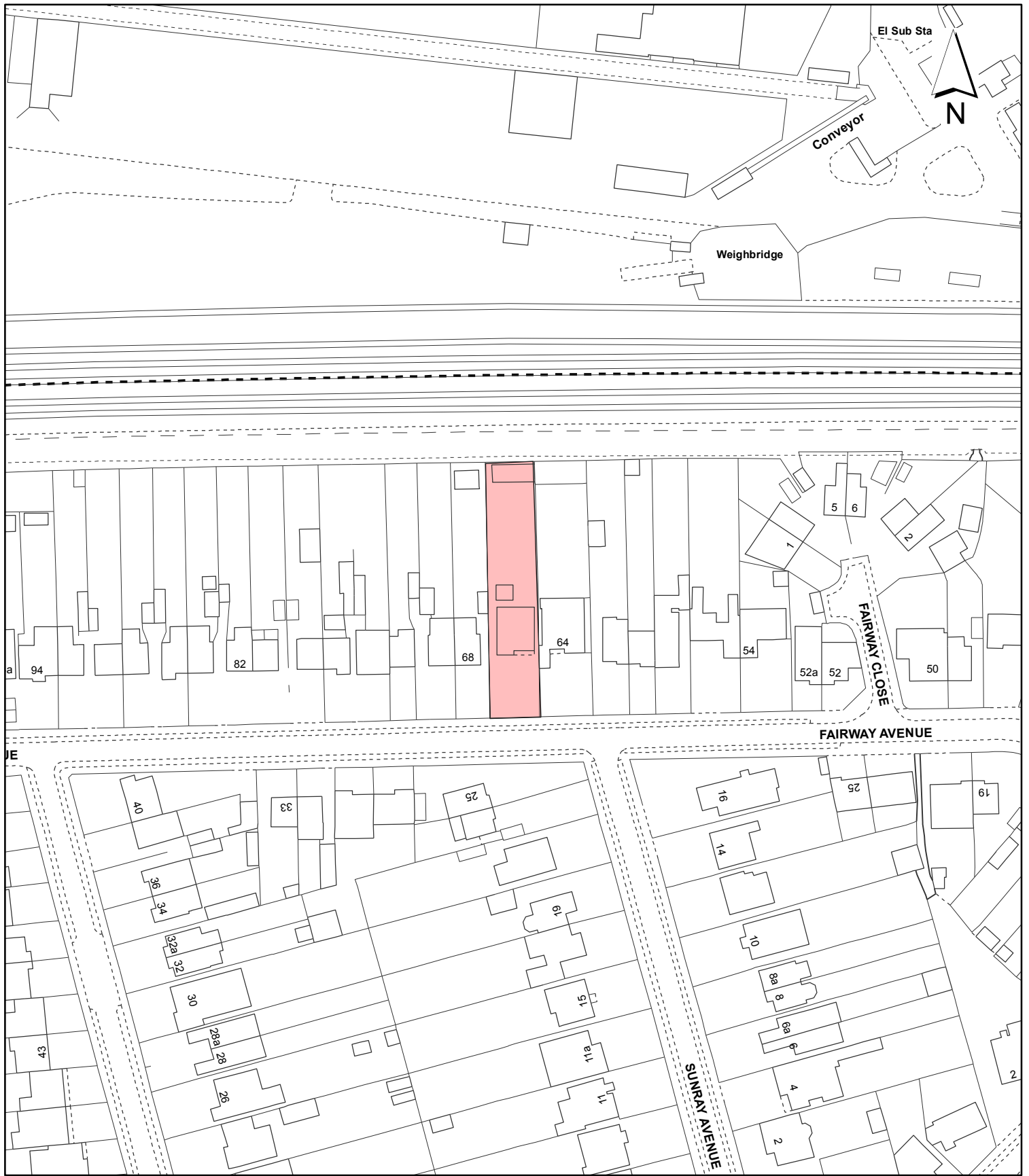
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|---------|--------------------------|
| PT1.BE1 | (2012) Built Environment |
| PT1.HE1 | (2012) Heritage |

Part 2 Policies:

| | |
|---------|--|
| AM14 | New development and car parking standards. |
| BE5 | New development within areas of special local character |
| 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. |
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| BE21 | Siting, bulk and proximity of new buildings/extensions. |
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| BE23 | Requires the provision of adequate amenity space. |
| BE24 | Requires new development to ensure adequate levels of privacy to neighbours. |
| LPP 3.5 | (2016) Quality and design of housing developments |

Contact Officer: Nurgul Kinli

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

66 Fairways Avenue

LONDON BOROUGH OF HILLINGDON
 Residents Services
 Planning Section

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

Planning Application Ref:
29143/APP/2018/715

Scale:
1:1,250

Planning Committee:
Central & South

Date:
May 2018

