



APPEAL BY:
Mr Sagar Patel

AGAINST THE LONDON BOROUGH OF HILLINGDON COUNCIL'S REFUSAL
TO GRANT PLANNING PERMISSION FOR:

*Erection of a double storey side and part first floor rear extension with new front door
and amendments to fenestration*

AT
17 Woodside Road, Northwood, HA6 3QE

London Borough of Hillingdon Council's Reference: 29754/APP/2023/1806

WRITTEN REPRESENTATIONS: GROUNDS OF APPEAL

September 2023

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1.0 INTRODUCTION

1.1 This statement has been prepared by RJS Planning, on behalf of Mr Sagar Patel, in support of the appeal lodged against the refusal of planning application reference 29754/APP/2023/1806.

1.2 The application was dated 21st June 2023 and sought planning permission for the 'Erection of a double storey side and part first floor rear extension with new front door and amendments to fenestration' at no. 17 Woodside Road in Northwood. The application was refused on 16th August 2023 for the following reason:

1. *The proposed development, by reason of its size, scale, massing and design (including its uncharacteristic crown roof profile with an excessive flat roof section) would fail to harmonise with the architectural composition of the original dwelling, appearing as a visually dominant, incongruous and bulky form of development which would be detrimental to the visual amenity of the street scene and the surrounding Gatehill Farm Estate Area of Special Local Character. The proposed development is therefore contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies HC1, D3 and D4 of the London Plan (2021) and the National Planning Policy Framework (2021).*

1.3 The grounds of appeal will address the central concerns raised within the council's reason for refusal, notably:

- Whether the proposal would fail to harmonise with the architectural composition of the original dwelling; and
- Whether the proposal would be detrimental to the visual amenity of the street scene and the surrounding Gatehill Farm Estate Area of Special Local Character.

1.4 By way of background to the site, planning permission was gained under application ref 29754/APP/2019/3994 for 'Two storey side extension and first floor rear extension' on 17th June 2020 (Decision and officer's report attached in **Appendix A**). The appeal application is a resubmission replacing the previously approved double hipped roof profile with a crown roof profile.

1.5 To set some context, this statement will first provide a description of the appeal site and the proposed development. This statement will then discuss the relevant national and local planning policy before responding to the council's concerns.

2.0 THE SITE

- 2.1 The appeal site is positioned to the northwestern side of Woodside Road. The site is within a residential setting within the Gatehill Farm Estate Area of Special Local Character.



Aerial view of the appeal site and surrounding area

- 2.2 No. 17 comprises a two storey, detached dwelling house that is set on a generous plot.



No. 17 Woodside Road

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3.0 THE PROPOSED DEVELOPMENT

- 3.1 The appeal proposal sought planning permission for the '*Erection of a double storey side and part first floor rear extension with new front door and amendments to fenestration*' at no. 17 Woodside Road.
- 3.2 The development does not propose to increase the footprint or position of the development approved under application ref 29754/APP/2019/3994.
- 3.3 The only notable differences are the revised roof design which removes the previously approved double hipped roof form over the side extension and replaces it with a crown roof form. A further design change includes alteration to the fenestration within the first-floor rear elevation.



Proposed development

- 3.4 The development would result in a gross internal increase of 134m² allowing an internal reconfiguration which would create 2 additional bedrooms and 6 bathrooms.
- 3.5 All work would be completed in complementary matching materials to ensure the development harmonised with the existing dwelling.

4.0 RELEVANT PLANNING POLICY

4.1 The reasons for refusal refer to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon, Local Plan: Part Two - Development Management Policies (2020), Policies HC1, D3 and D4 of the London Plan (2021) and the National Planning Policy Framework (2021).

4.2 Since the decision was issued the National Planning Policy Framework (2021) has been replaced by the 2023 version. The following paragraphs provide a brief summary of the relevant policies. The paragraphs are in a hierarchical order relative to the importance of national and local planning policy.

National Planning Policy Framework (NPPF) 2023

4.3 The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The following sections and paragraphs make reference to the parts of the NPPF which are directly relevant to this appeal.

Presumption in Favour of Sustainable Development

4.4 Paragraph 11 of the NPPF sets out that plans and decisions should apply a presumption in favour of sustainable development.

Decision-making

4.5 Paragraph 38 states that local planning authorities should approach decisions on proposed development in a positive and creative way. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Achieving well-designed places

4.6 Section 12 of the NPPF refers to design, with paragraph 126 describing how the Government attaches great importance to the design of the built environment, stating that "*Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.*"

4.7 Paragraph 130 states that planning policies and decisions should ensure that developments:

- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*

- d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

The London Plan 2021

- 4.8 The council embraces the sentiments of the London Plan which sets a clear context for considering development needs at local level taking full account of the borough's character. Policies D3, D4 and HC1 are mentioned in the given reason for refusal.

Policy D3: Optimising site capacity through the design-led approach

- 4.9 Development should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.

Policy D4: Delivering good design

- 4.10 For residential development it is particularly important to scrutinise the qualitative aspects of the development design described in Policy D6 Housing quality and standards. The higher the density of a development the greater this scrutiny should be of the proposed built form, massing, site layout, external spaces, internal design and ongoing management.

Policy HC1: Heritage conservation and growth

- 4.11 Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

Hillingdon Local Plan: Part One – Strategic Policies (November 2012)

- 4.12 The Hillingdon Local Plan is the key strategic planning document for Hillingdon and has an ambition for Hillingdon to be an attractive and sustainable borough. Policies BE1 and HE1 are referred to within the given reason for refusal.

Policy BE1: Built Environment

- 4.13 Policy BE1 states that the council will require all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents.

Policy HE1: Heritage

- 4.14 Policy HE1 sets out the council plan to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

Hillingdon Local Plan: Part Two – Development Management Policies (January 2020)

- 4.15 The Local Plan Part 2 Development Management Policies and Site Allocations and Designations were adopted as part of the borough's development plan at Full Council on 16 January 2020. The new Local Plan Part 2 replaces the Local Plan Part 2 Saved UDP Policies (2012). Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DHMD 1 are referred to within the given reason for refusal.

Policy DMHB 1: Heritage Assets

- 4.16 The Council will expect development proposals to avoid harm to the historic environment. Development that has an effect on heritage assets will only be supported where:
- i) it sustains and enhances the significance of the heritage asset and puts them into viable uses consistent with their conservation;
 - ii) it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss, in accordance with the NPPF;
 - iii) it makes a positive contribution to the local character and distinctiveness of the area;
 - iv) any extensions or alterations are designed in sympathy, without detracting from or competing with the heritage asset;
 - v) the proposal would relate appropriately in terms of siting, style, scale, massing, height, design and materials;
 - vi) buildings and structures within the curtilage of a heritage asset, or in close proximity to it, do not compromise its setting; and
 - vii) opportunities are taken to conserve or enhance the setting, so that the significance of the asset can be appreciated more readily.

Policy DMHB 5: Areas of Special Local Character

- 4.17 Within Areas of Special Local Character, new development should reflect the character of the area and its original layout. Alterations should respect the established scale, building lines, height, design and materials of the area.

Policy DMHB 11: Design of New Development

- 4.18 All development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including:

- i) harmonising with the local context by taking into account the surrounding:
 - scale of development, considering the height, mass and bulk of adjacent structures;
 - building plot sizes and widths, plot coverage and established street patterns;
 - building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure;
 - architectural composition and quality of detailing;
 - local topography, views both from and to the site; and
 - impact on neighbouring open spaces and their environment.
- ii) ensuring the use of high quality building materials and finishes;
- iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities;
- iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and un-designated, and their settings; and
- v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.

Policy DMHB 12: Streets and public realm

- 4.19 Development should be well integrated with the surrounding area and accessible. It should:
- i) improve legibility and promote routes and wayfinding between the development and local amenities;
 - ii) ensure public realm design takes account of the established townscape character and quality of the surrounding area;

- iii) include landscaping treatment that is suitable for the location, serves a purpose, contributes to local green infrastructure, the appearance of the area and ease of movement through the space;
- iv) provide safe and direct pedestrian and cycle movement through the space;
- v) incorporate appropriate and robust hard landscaping, using good quality materials, undertaken to a high standard;
- vi) where appropriate, include the installation of public art; and
- vii) deliver proposals which incorporate the principles of inclusive design. Proposals for gated developments will be resisted.

Policy DMHD 1: Alterations and extensions to residential dwellings

4.20 Planning applications relating to alterations and extensions of dwellings will be required to ensure that:

- i) there is no adverse cumulative impact of the proposal on the character, appearance or quality of the existing street or wider area;
- ii) a satisfactory relationship with adjacent dwellings is achieved;
- iii) new extensions appear subordinate to the main dwelling in their floor area, width, depth and height;
- iv) new extensions respect the design of the original house and be of matching materials;
- v) there is no unacceptable loss of outlook to neighbouring occupiers;
- vi) adequate garden space is retained;
- vii) adequate off-street parking is retained, as set out in Table 1: Parking Standards in Appendix C;
- viii) trees, hedges and other landscaping features are retained; and
- ix) all extensions in Conservation Areas and Areas of Special Local Character, and to Listed and Locally Listed Buildings, are designed in keeping with the original house, in terms of layout, scale, proportions, roof form, window pattern, detailed design and materials.

5.0 THE APPELLANT'S CASE

Introduction

5.1 The appellant's case will focus on the central concerns of the reason for refusal, notably:

- a) Whether the proposal would fail to harmonise with the architectural composition of the original dwelling; and
- b) Whether the proposal would be detrimental to the visual amenity of the street scene and the surrounding Gatehill Farm Estate Area of Special Local Character.

5.2 The main considerations in the determination of this appeal are:

- Design, character and impact on the area

Design, character and impact on the area

5.3 Paragraph 126 of the NPPF states that *"Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities"*.

5.4 London Plan policies D1 (London's form, character and capacity for growth) and D4 (Delivering good design) expect development to understand the existing character and context of an area whilst policy HC1 (Heritage conservation and growth) requires development to conserve the significance of heritage assets by being sympathetic to the assets' significance.

5.5 Local Plan policy DMHB 1 (Heritage assets) expects development proposals to avoid harm to the historic environment whilst policies DMHB 5 (Areas of special local character) and DMHB 11 (Design of new development) seeks to ensure that development harmonises with local context taking into account the surrounding scale of development, building lines, height, design and materials of the area.

5.6 Policy DMHD 1 (Alterations and extensions to residential dwellings) requires all development to ensure that there is no adverse cumulative impact of the proposal on the character, appearance or quality of the existing street or wider area.

5.7 Policy DMHD 1 has the following criteria set out for side extensions:

- i) *side extensions should not exceed half the width of the original property;*
- ii) *extensions to corner plots should ensure that the openness of the area is maintained and the return building line is not exceeded;*

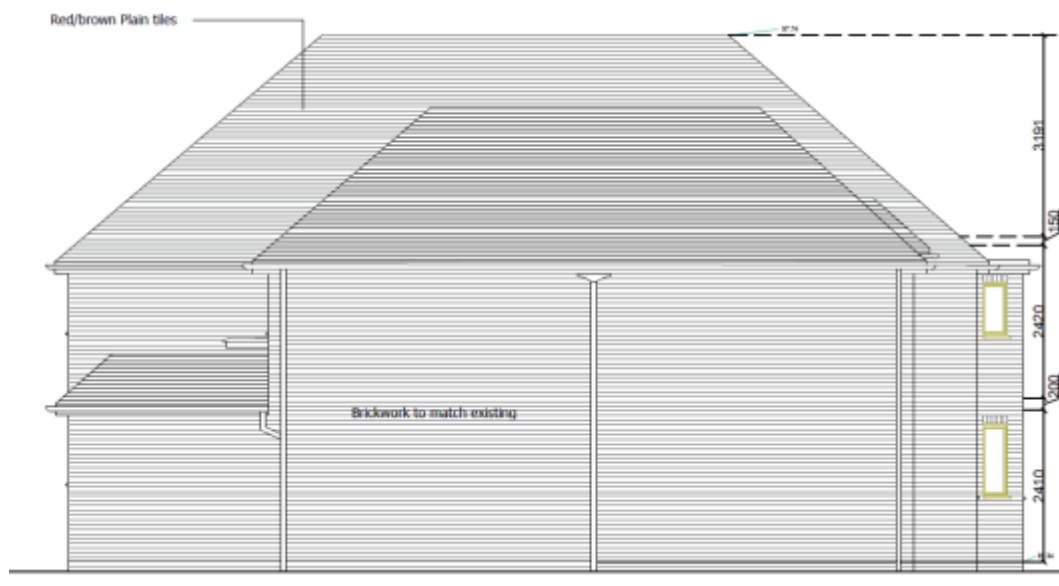
- iii) *garages should reflect the size guidelines set out in Appendix C Parking standards;*
- iv) *two storey side extensions should be set in a minimum of 1 metre from the side boundary or in the case of properties in the Copse Wood and Gatehill Estates, at least 1.5 metres, but more if on a wider than average plot, in order to maintain adequate visual separation and views between houses;*
- v) *two storey side extensions to detached and semi-detached properties should be set back a minimum of 1 metre behind the main front elevation;*
- vi) *where hip to gable roof extensions exist, a two storey side extension will not be supported; and*
- vii) *in Conservation Areas, single storey side extensions may be required to be set back.*

- 5.8 The appellant acknowledges that the site is location within the Gatehill Farm Estate however, this in itself does not mean that the proposed development is unacceptable in principle or that the changes to the approved development would be of detriment to the appearance of the street scene or wider ASLC.
- 5.9 The appellant considers that the context of the site should be taken into account in the decision making process as Gatehill Farm Estate is characterised by a mix of dwellings which vary considerably in their design and scale providing a diverse and interesting street scene. Consequently, the development proposed at no. 17 Woodside Road would assimilate within the locality without compromising its character.
- 5.10 To recap, planning permission was gained under application ref 29754/APP/2019/3994 for a 'Two storey side extension and first floor rear extension' on 17th June 2020.
- 5.11 In this instance, the development does not propose to increase the approved footprint or its position within the site; the alterations to the approved scheme comprise a revised roof design which is considered to be more practical and aesthetically pleasing, improving the overall character of the host building.
- 5.12 The council argue that the development would, in their opinion, by reason of its size, scale, massing and design fail to harmonise with the architectural composition of the original dwelling, appearing as a visually dominant, incongruous and bulky form of development.

- 5.13 However, the only changes in size, scale, massing and design amount to the change to the roof from double hipped roof over the proposed side extension to a crown roof design which is increased in height by approximately 0.2m. To confirm the main ridge height is not increased.



Previously approved side elevation



Proposed side elevation

- 5.14 Whilst the development would result in the creation of a crown roof the appellant asserts that the crown roof could not be considered to result in a top-heavy massing or bulky upper part when allowing for the overall scale of the host building. Moreover, as shown in the following plan excerpts the proposed change to the roof form would not be noticeable from the front and rear elevations, or the north facing side elevation adjacent to no. 19 Woodside Road and thus it could not realistically appear visually intrusive.

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Previously
approved
front
elevation



Currently
proposed
front
elevation



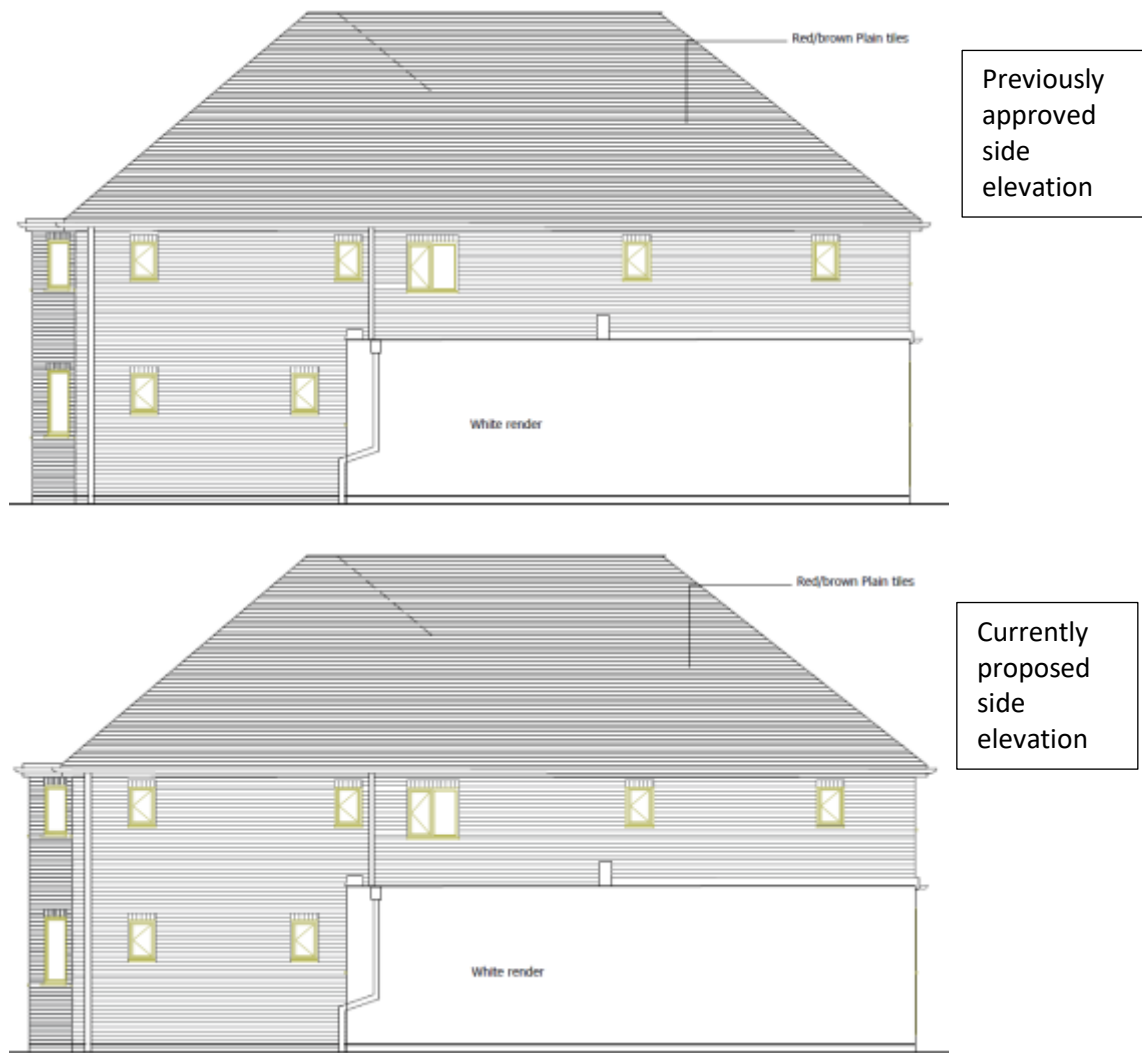
Previously
approved
rear
elevation



Currently
proposed
rear
elevation

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- 5.15 The council also argue that the development would conflict with policy DMHD 1 (Alterations and Extensions to Residential Dwellings) which sets out that large crown roofs on detached houses will not be supported, however, it should be noted that this criterion is in fact attached to 'rear extensions' and **not** side extensions.
- 5.16 The supporting text of Appendix A (Householder Development Policies) states at paragraph A1.11 that *"roofs of side extensions should be set back from the front roof plane so that their ridges are lower than the main ridge to ensure that the addition reads as a subordinate element"*.
- 5.17 As illustrated in the plan excerpts the roof of the side extension is set back from the front roof plane which results in a lower ridge than the main ridge and thus, appears as a subordinate addition that would neither dominate nor detract from the extended form of the host building. The extension would be built in complementary matching materials and the roof pitch would respect that of the existing dwelling and therefore,

the council's statement that the design would fail to harmonise with the architectural composition of the original building is strongly challenged.

- 5.18 The crown roof would not appear unduly prominent and as the property is set back from the highway this siting would lessen its visual prominence from the public realm.



Appeal dwelling's set back position from the highway

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- 5.19 Therefore, although the roof form may be partially visible in views from Woodside Road, it would appear appropriately scaled in comparison with other properties in street scene many of which have also been extended since their original construction. The following images illustrate just a small selection of neighbouring dwellings in order to demonstrate that the size, scale and massing of the appeal property would harmonise with the streetscape preserving its special character.



No. 15 Woodside Road



No. 13 Woodside Road

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No. 10 Woodside Road

- 5.20 Furthermore, there are numerous other crown roofs within the Gatehill Farm Estate as shown in the aerial images below which are likely the result of extensions to original properties.



Crown roofs on Gatehill Farm Estate

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Crown roofs on Gatehill Farm Estate

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Crown Roofs on the Gatehill Farm Estate

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- 5.21 Whilst the above developments may not be recent additions, they nevertheless form part of the established character of the Gatehill Farm Estate and in this context, the scheme proposed at no. 17 Woodside Road would not be harmful.
- 5.22 Therefore, any perceived conflict with the specific criteria of policy DMHD 1 in relation to 'rear extensions' would not be harmful in this instance given the information and evidence identified by the appellant.
- 5.23 In summary, the appellant states that the proposal would harmonise with the existing building and would preserve the character and appearance of the ASLC. Therefore, the proposal is consistent with the aims of the NPPF, Policies HC1, D3 and D4 of the London Plan (2021), Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon, Local Plan: Part Two - Development Management Policies (2020).

6.0 CONCLUSION

- 6.1 The proposed development by reason of its design, scale, siting and materials of construction would be a harmonious and proportionate addition to the host building that would enhance its contribution to the street scene whilst respecting the special qualities of the surrounding Gatehill Farm Estate Area of Special Local Character.
- 6.2 Therefore, it is stated that the council's reason for refusal is unwarranted as the appeal scheme is consistent with the aims of NPPF, Policies HC1, D3 and D4 of the London Plan (2021), Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon, Local Plan: Part Two - Development Management Policies (2020).
- 6.3 The National Planning Policy Framework (NPPF) states that decision-makers at every level should seek to approve applications for sustainable development where possible and that applications should be considered in the context of the presumption in favour of sustainable development. The proposed '*Erection of a double storey side and part first floor rear extension with new front door and amendments to fenestration*' at no. 17 Woodside Road would not be contrary to national or local planning policy and, for the above reasons, it is politely requested that this appeal is allowed.