

DELEGATED HOUSEHOLDER DECISION

- Please select each of the categories that enables this application to be determined under delegated powers
 - Criteria 1 to 5 or criteria 7 to 9 must be addressed for all categories of application, except for applications for Certificates of Lawfulness, etc.

APPROVAL RECOMMENDED: GENERAL

Select an Option

1.	No valid planning application objection in the form of a petition of 20 or more signatures, has been received	☐
2.	Application complies with all relevant planning policies and is acceptable on planning grounds	☐
3.	There is no Committee resolution for the enforcement action	☐
4.	There is no effect on listed buildings or their settings	☐
5.	The site is not in the Green Belt (but see 11 below)	☐

REFUSAL RECOMMENDED: GENERAL

6.	Application is contrary to relevant planning policies/standards	☐
7.	No petition of 20 or more signatures has been received	☐
8.	Application has not been supported independently by a person/s	☐
9.	The site is not in Green Belt (but see 11 below)	☐

RESIDENTIAL DEVELOPMENT

10.	Single dwelling or less than 10 dwelling units and/or a site of less than 0.5 ha	☐
11.	Householder application in the Green Belt	☐

COMMERCIAL, INDUSTRIAL AND RETAIL DEVELOPMENT

12.	Change of use of retail units on site less than 1 ha or with less than 1000 sq. m other than a change involving a loss of A1 uses	☐
13.	Refusal of change of use from retail class A1 to any other use	☐
14.	Change of use of industrial units on site less than 1 ha or with less than 1000sq.m. of floor space other than to a retail use.	☐

CERTIFICATE OF LAWFULNESS

15.	Certificate of Lawfulness (for proposed use or Development)	☐
16.	Certificate of Lawfulness (for existing use or Development)	☐
17.	Certificate of Appropriate Alternative Development	☐

CERTIFICATE OF LAWFULNESS

18.	ADVERTISMENT CONSENT (excluding Hoardings)	☐
19.	PRIOR APPROVAL APPLICATION	☐
20.	OUT-OF-BOROUGH OBSERVATIONS	☐
21.	CIRCULAR 18/84 APPLICATION	☐
22.	CORPSEWOOD COVENANT APPLICATION	☐
23.	APPROVAL OF DETAILS	☐
24.	ANCILLARY PLANNING AGREEMENT (S.106 or S.278) where the Heads of Terms have already received Committee approval	☐
25.	WORKS TO TREES	☐
26.	OTHER (please specify)	☐

The delegation powers schedule has been changed. Interim Director of Planning, Regeneration & Public Realm can determine this application

Case Officer:

Signature:

Date:

A delegated decision is appropriate and the recommendation, conditions/reasons for refusal and informative's are satisfactory.

Team Manager:

Signature:

Date:

The decision notice for this application can be issued.

Director / Member of Senior Management Team:

Signature:

Date:

NONE OF THE ABOVE DETAILS SHOULD BE USED IN THE PS2 RETURNS ODPM

Item No.	Report of the Interim Director of Planning, Regeneration & Public Realm		
Address:	41 COLNE AVENUE WEST DRAYTON MIDDLESEX		
Development:	Erection of a part single storey, part double storey rear extension with new first floor side elevation window.		
LBH Ref Nos:	60034/APP/2023/254		
Drawing Nos:	TQRQM21187162839791 TQRQM21187163806372 P03 E03 P02 E03		
Date Plans received:	Date(s) of Amendments(s):		
Date Application valid			

1. CONSIDERATIONS

1.1 Site and Locality

The development site comprises a two storey semi-detached property located on the west side of Colne Avenue. The property is set back from the street allowing for a front garden and off road parking, it has an integral garage and has been finished in brick and tiling.

The area surrounding the development site is predominantly residential, comprising of bungalows and two storey semi-detached properties finished in mixtures of brick, render and cladding. Good visual spacing exists between each pair of semi detached properties and/or bungalows.

Site constraints

- Developed Area
- Garden City, West Drayton Area of Special Local Character
- Flood Zone 2/3
- River Bank Protection to the rear (River Colne)
- Archaeological Priority Area (Colne Valley)
- Hillingdon Air Quality Management Area

1.2 Proposed Scheme

The proposal involves the demolition of the existing single storey extension at the rear of the ground floor and replacement with a part one/part two storey rear extension, measuring 6m deep at ground

level and comprising an open plan living room/kitchen and 3m deep at first floor, comprising an additional ensuite bedroom.

1.3 Relevant Planning History

60034/APP/2022/1633

41 COLNE AVENUE WEST DRAYTON MIDDLESEX

First floor side extension and single storey rear extension following demolition of existing single storey rear extension.

Decision: 14-07-2022

Refused

60034/APP/2021/2675

41 COLNE AVENUE WEST DRAYTON MIDDLESEX

First floor side extension and single storey rear extension following demolition of existing single storey rear extension

Decision: 24-09-2021

Refused

Comment on Planning History

There have been two recent applications on the site, both refused.

60034/APP/2022/1633 involved a first floor side extension and 6m deep single storey rear extension. It differs from the subject application as a first floor rear extension is proposed instead of the side extension. The application was refused on 14 July 2022 for the following reasons:

- 1) Reduction in building gap, leading to cramped development and terracing effect, impacting the character of the Area of Special Local Character
- 2) Would obscure the majority of its rear elevation and fail to harmonise with its original architectural composition
- 3) Visual intrusion, enclosure, loss of light, loss of outlook and overdominance to 39 and 43 Colne Avenue
- 4) Potential flood risk arising from lack of Flood Risk Assessment

An appeal against the refusal (APP/R5510/D/22/3303747) was dismissed on 24 November 2022 with the Inspector finding that:

- 1) The reduction in the gap created a cramped development and was harmful
- 2) The rear extension was acceptable in terms of its relationship to the original dwelling
- 3) There was an unacceptable loss of light to 43 Colne Avenue but no adverse impact to 39 Colne Avenue
- 4) The FRA was inadequate in its scope and detail

Before that, 60034/APP/2021/2675 involved a first floor side extension and single storey rear extension. It differed from the appealed scheme in the following manner:

- The first floor side extension was built to the side boundary and front building line (1m closer in both cases)
- Pitched roof over the rear extension
- Depth was proposed to 6m instead of 7.2m (though this was later clarified as an error during the appeal)

It was refused on 24 September 2021 for the following reasons:

- 1) Reduction in building gap, leading to cramped development and terracing effect, impacting the character of the Area of Special Local Character
- 2) Side extension would fail to be subordinate and harmonise with the original dwelling and the pair of semis
- 3) The scale and design of the roof would fail to harmonise architecturally with the original dwelling
- 4) Would obscure the majority of its rear elevation and fail to harmonise with its original architectural composition
- 5) Visual intrusion, enclosure, loss of light, loss of outlook and overdominance to 39 and 43 Colne Avenue
- 6) Potential flood risk arising from lack of Flood Risk Assessment

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

Neighbour consultation

The application was consulted to both adjoining neighbours from 31 January to 21 February 2023. A site notice was also installed between 7 February and 8 March 2023 but owing to a clerical error, it was decided that the site notice would be reinstalled from 2 March to 5 April 2023.

Submissions were received from four properties and the West Drayton Conservation Area Advisory Panel. The submissions raised the following issues:

- Loss of privacy and light to bedroom and living room of 41 Colne Avenue
- Blank facades will be dominating and oppressive to neighbours

Officer comment: The proposal results in adverse overlooking to the bedroom at 41 Colne Avenue, as noted in Reason for Refusal 2. It is, however, acceptable on the remaining grounds, as noted in the body of the report.

- Harm to the character of the Area of Special Character
- Alteration to building line and terracing effect
- Two storey rear extension is out of character with the street
- Roof pitch to rear extension is at odds to the existing dwelling

Officer comment: The roof pitch and design and scale of the extension is unacceptable when considered cumulatively. The remainder of the scheme is, however, acceptable. There is no additional terracing and no adverse harm to the Area of Special Character.

- Height is excessive and should be lowered to the current roof line
- Rear extension is excessively deep

Officer comment: The ground floor rear extension is acceptable on account of previous comments by the Inspector. This is noted in the body of the report. The proposal is not opposed on height grounds alone as the rear extension is stepped down from the main ridge.

- Trees will be impacted by new foundations

Officer comment: The extension is adequately removed from trees on the subject site and neighbouring sites. Moreover, such impacts were not noted in previous applications.

- Rear extension should not be built on flood plain
- Increased flood risk

Officer comment: Refer to comments in Flooding and Drainage and Reason for Refusal 4.

- Site notice was installed in the wrong location
- Lack of consultation
- Plans do not show the ground floor of neighbouring properties

Officer comment: The consultation was undertaken in accordance with the Council's requirements with a site notice reinstalled outside of the property for an extended period. For the purposes of this assessment, the plans needn't show the ground floor though it has been accounted for in the assessment of the application.

- Lack of internal amenity arising from excessive depth of rear extension and to the first floor rear bedrooms

Officer comment: Refer to comments in the body of the report and Reason for Refusal 3.

Councillor consultation

The application was also listed for Planning Committee by Councillor Jan Sweeting with the following comments:

- Lack of consultation to 43 Colne Avenue
- Impact to the street scene of the Area of Special Local Character

Officer comment: The consultation was undertaken in accordance with the Council's requirements with a site notice reinstalled outside of the property for an extended period. The impact upon the streetscene is acceptable though concerns with the scale of the development in relation to the existing dwelling form Reason for Refusal 1. As the application is for refusal, the scheme of delegation does not require referral to Planning Committee.

Internal consultation

Conservation Officer: No comments received.

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 |

PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

DMHB 16	Housing Standards
DMEI 9	Management of Flood Risk
DMEI 10	Water Management, Efficiency and Quality
DMT 1	Managing Transport Impacts
DMHD 1	Alterations and Extensions to Residential Dwellings
DMT 2	Highways Impacts
LPP D5	(2021) Inclusive design
DMT 3	Road Safeguarding
DMHB 5	Areas of Special Local Character
DMHB 11	Design of New Development
DMT 5	Pedestrians and Cyclists
LPP T4	(2021) Assessing and mitigating transport impacts
DMHB 12	Streets and Public Realm
LPP D8	(2021) Public realm
DMHB 18	Private Outdoor Amenity Space
LPP T5	(2021) Cycling
LPP T6.1	(2021) Residential parking
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP T7	(2021) Deliveries, servicing and construction
LPP D6	(2021) Housing quality and standards
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
NPPF12	NPPF 2021 - Achieving well-designed places
LLP D1	(2021) London's form character and capacity for growth
NPPF14	NPPF 2021 - Meeting the challenge of climate change flooding
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP T6	(2021) Car parking

5. MAIN PLANNING ISSUES

Character and Appearance:

Policy BE1 of the Hillingdon Local Plan seeks a quality of design 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 Hillingdon Local Plan: Part Two states that new development will be required to be designed to the highest standards and incorporate principles of good design. Policy DMHB 12 requires integration with the surrounding area.

The site is within an Special Local Character and Policy DMHB 5 of the Local Plan seeks to ensure that development within an Area of Special Local Character reflect the character of the area and its original layout, scale, building lines, height, design and materials. Extensions should be subservient and allow space for landscaping.

Policy DMHD 1 states that extensions to dwellings should not have an adverse cumulative impact on the character and appearance of the street scene, and should appear subordinate to the main dwelling. More specifically, rear extensions are limited to 3.6m in depth and 3m in height with a parapet (where it is a flat roof), the first floor should not impinge on the 45 degree line of site of neighbouring properties and roof pitch should be similar but subordinate to the original dwelling.

- Ground floor rear extension

The ground floor rear extension has a depth of 6m and a height of 3m. At the appeal for that scheme, the Inspector noted the following:

7. The rear extension would be single storey with a flat roof and a small lantern. As such, it would be subservient in height to the host dwelling. Moreover, whilst it would obscure all of the original ground floor of the host dwelling, the first floor and roof structure of the original property would remain entirely visible.

8. It would project would to the rear considerably, significantly increasing the ground floor area of the host dwelling. However, the appeal property has a particularly long rear garden, and, in this regard, overall, it would not appear a disproportionate addition to the rear. It would have matching materials and the extensive use of glazing on the ground floor would be compatible with the host dwelling. My findings, on the rear extension, however, do not overcome my concerns regarding the side extension.

In this regard, the rear extension is acceptable on its own in terms of its depth, form, materials and in terms of subservience to the original dwelling. However, the subject application introduces a first floor rear extension, which would obscure the rear elevation entirely, which goes to the heart of the comments in paragraph 7.

- First floor rear extension

The first floor rear extension has a depth of 3m, extends the width of the existing dwelling and has an overall height of 5.6m (eaves) to 7.7m (ridge). In terms of ensuring subservience, the extension is set down 450mm below the main ridge which is appropriate. However, by virtue of its full width, it has an unduly dominant appearance that when considered alongside the rear extension, would dominate the original dwelling and fail to ensure an adequate level of subservience. Moreover, the pitch is 33 degrees and this is inconsistent with and at odds with the 40 degree roof pitch of the existing roof, impacting the existing dwelling in terms of architectural composition. These two elements bring about a degree of harm to the existing dwelling, the pair of semis and the Area of Special Character that was alluded in reason for refusal 2 of the previous two refused applications. This now forms Reason for Refusal 1.

Neighbour Amenity

Policies DMHD 1 and DMHB 11 of the Local Plan seek to ensure that there is a satisfactory relationship with adjacent dwellings is achieved and there is no unacceptable impact upon daylight, sunlight, outlook and privacy of neighbouring occupiers, including habitable spaces and open space. Two storey extensions should not impinge on the 45-degree line of neighbouring habitable windows and there should be at least 21m to neighbouring windows.

- To 43 Colne Avenue (to the north)

Much of the concerns with the previous scheme centered on the first floor side extension and the dominance and loss of light to a side facing bedroom window. The allegation in the appeal was that the window was a secondary window though it was concluded that this was not the case.

The removal of the side extension in the current application would resolve these concerns but it would now need to be considered in the context of the proposed rear extension. The rear extension will be setback 3m from the boundary and the neighbouring property (which has a two storey height built to the boundary). At this distance, there is adequate building separation and compliance with the 45 degree line (in an elevation form). Whilst there is some loss of outlook, dominance and feasibly a loss of light to the bedroom window, it is not unreasonable on the basis that the neighbouring property is built to the boundary and the first floor rear extension does not protrude any further to the rear than its neighbour.

To accommodate the first floor rear extension, the proposal introduces a new bedroom window to the side of the existing dwelling. It is offset from the side facing window of the neighbour by about 800mm, which allows an angle of sight of 27 degrees. At this level, there is a degree of overlooking. Whilst it is mutual and the existing level of overlooking from 41 Colne Avenue is unfortunate and would not be supported when assessed against the current policies, it is still exacerbating the existing situation such that it is unacceptable. Making the window obscure glazed and/or fixed shut is not feasible owing to its habitable nature. This issue forms Reason for Refusal 2.

The ground floor rear extension is built to the side boundary and will extend beyond the rear building line of its neighbour. However, in the previous appeal, the Inspector found it to be acceptable, noting the following:

14. The single storey rear extension would stretch across the full width of the host dwelling and would therefore be visible from both neighbouring properties either side. However, it would be single storey with a flat roof and despite its projection to the rear, it would not therefore be unduly dominant or obtrusive at the height proposed. Moreover, as the attached dwelling has an existing rear extension and as No 43 is positioned further back than the host property, the proposed rear projection would not result in an undue sense of enclosure to either neighbour. Overall, given its distinctly low profile, it would not create an oppressive outlook from either of the neighbouring properties or their respective rear gardens. This does not, however, overcome my concerns regarding the effects from the side extension.

Cumulatively, the two storey height of the rear extension does not present undue dominance or loss of light because the first floor aligns with the rear building line of its neighbour.

- To 39 Colne Avenue (to the south)

The ground floor extension will extend to the side boundary and beyond the rear building line of its neighbour though it is acceptable on account of the Inspector's comments above. The first floor extension will also be built to the boundary and extend 3m beyond the rear elevation of its neighbour. When assessing the proposal against the 45 degree line, there is intrusion into the

neighbouring window but it is confirmed as a bathroom which is non habitable. There is compliance when measured to the adjoining bedroom window. On this basis, there are no unreasonable impacts in terms of dominance or loss of light, particularly as the affected windows are to the south of the subject site. There are no new windows to the side of the proposed extension, therefore maintaining privacy.

Cumulatively, the two storey height of the rear extension would be apparent but not sufficiently dominating to warrant refusal. At the first floor, it would still be setback 900mm less than the ground floor extension of its neighbour, thus limiting the impact to the garden only where it would not be too pronounced.

Internal and External Amenity

Policy D6 of the London Plan aims for dual aspect dwellings with a design that provides sufficient daylight and sunlight that is appropriate for its context.

The extension to the rear of the ground floor will create a building depth of 13.8m. Whilst it will be open plan, there are no side windows, the depth to the rear of the kitchen is almost 9m and the dining room has a width of 3.5m. All these factors contribute to create a dark environment on the ground floor. Where rooflights to the ground floor rear extension previously afforded additional light, this is no longer possible because of the first floor extension above.

The side facing bedroom on the first floor has an area of 10.3m² and is served by a window with a surface area of 0.9m². This is viewed as borderline substandard in terms of ensuring natural light and ventilation, particularly when it is north facing and would receive no sunlight.

With the plans available to the Council, the loft bedroom is served mostly by borrowed light from two rooflights over the staircase. The roof of the first floor rear extension would encroach into and reduce the area of the rear rooflight by 50% to 0.14m². Whilst it will continue to be served by the front rooflight, the existing level of substandard amenity will be further compromised.

Each of these factors would not warrant refusal of the application on their own. However, collectively, it is indicative of poor design resulting in substandard internal amenity and this forms the basis of Reason for Refusal 3.

With a generous rear garden depth, a sufficient amount of private amenity space would be retained as required by Policy DMHD 1 of the Local Plan.

Flood Risk Impact:

The site is located within Flood Zone 2 and 3 with the rear of the site falling within a River Bank Protection as River Colne is situated in very close proximity.

Paragraph 167 of the NPPF requires that applications should be supported by a site-specific flood-risk assessment that ensures flood resistant and resilient measures, manages residual risk and ensures safe access and escape routes are included where appropriate, as part of an agreed emergency plan. Policy SI12 of the London Plan states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed.

Policies EM6 and DMEI 9 relate to flood risk mitigation and notes that flood defences should provide protection for the lifetime of the development. Finished floor levels should reflect the Environment Agency's latest guidance on climate change. Development proposals in these areas

will be required to submit an appropriate level Flood Risk Assessment to demonstrate that the development is resilient to all sources of flooding.

Issues with the Flood Risk Assessment, or lack thereof, have formed a reason for refusal of the two previous applications. In the appeal decision, the Inspector noted that "the FRA provides a broad strategy rather than a detailed site-specific drainage scheme. For example, there are no firm details of any additional hardstanding within the rear garden, giving access to the bifold doors from the extension. Moreover, there are no firm details of the existing rates and volumes of surface water run-off generated by the site, or specific details of the proposed size and location of the soakaway" and "the level of information within the FRA is not sufficiently site specific and robust." (paragraphs 18 and 19).

A Flood Risk Assessment has been submitted with the subject application though it appears unchanged from the last application and appeal. It maintains that the finished floor level (26m) will be above the flood level of 25.41 AOD. It also includes a flood evacuation plan. Where the previous Council officer's report and the Inspector's decision referred to a lack of detail associated with the proposed soakaway, no further information has been submitted. On this basis, the issue remains unresolved, flood impacts remain a relevant consideration and the reason for refusal is maintained.

Highways and Parking:

A garage and at least one driveway parking space will be retained, which accords with the parking policies.

Trees, Ecology and Landscaping:

No concerns were raised in the two previous applications and on the basis of consistency, no further issues are noted.

6. RECOMMENDATION

REFUSAL for the following reasons:

1. NON2 Harm to the existing dwelling

The proposed first floor rear extension, by reason of its width, scale, depth, design and inconsistency in roof pitch, would result in a visually dominant addition to the dwelling which would obscure the rear elevation, fail to harmonise with its original architectural composition and would fail to ensure a sufficient degree of subservience to the original dwelling, subsequently causing significant harm to its appearance. Therefore, the proposal would be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan (Part One) 2012, Policies DMHB 1, DMHB 5, DMHB 11, DMHB 12 and DMHD 1 of the Hillingdon Local Plan (Part Two) 2020 and Policy D3 of the London Plan 2021.

2. NON2 Overlooking

The proposed first floor side facing bedroom window would result in an unacceptable level of overlooking to the existing bedroom window within the side elevation of 43 Colne Avenue, to the detriment of the amenities of occupants of that property and contrary to Policies DMHD 1 and DMHB 11 of the Hillingdon Local Plan (Part Two) 2020.

3. NON2 Substandard internal amenity

The first floor rear extension reduces the availability of natural light and ventilation to the side facing bedroom on the first floor, the loft bedroom and the dining room and kitchen areas within the open plan ground floor, which cumulatively has implications for the level of amenity afforded to the future occupants of the dwelling, This is contrary to Section 12 of the National Planning Policy Framework 2021, Policy D6 of the London Plan 2021 and Policy BE1 of the Hillingdon Local Plan (Part 1) 2012.

4. NON2 Insufficient sustainable drainage details

In the absence of a robust Flood Risk Assessment, the application has failed to address the ensure that the proposal will be complemented by sustainable drainage methods and would not result in adverse flood risk within the site and elsewhere, contrary to Section 15 of the National Planning Policy Framework 2021, Policy EM6 of the Hillingdon Local Plan (Part One) 2012, Policy DMEI 9 of the Hillingdon Local Plan (Part Two) 2012 and Policy SI12 of the London Plan 2021.

INFORMATIVES

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

Part 1 Polices

PT1.BE1	(2012) Built Environment
PT1.HE1	(2012) Heritage
PT1.EM6	(2012) Flood Risk Management

Part 2 Polices:

DMHB 16	Housing Standards
DMEI 9	Management of Flood Risk
DMEI 10	Water Management, Efficiency and Quality
DMT 1	Managing Transport Impacts
DMHD 1	Alterations and Extensions to Residential Dwellings
DMT 2	Highways Impacts
LPP D5	(2021) Inclusive design
DMT 3	Road Safeguarding
DMHB 5	Areas of Special Local Character
DMHB 11	Design of New Development
DMT 5	Pedestrians and Cyclists
LPP T4	(2021) Assessing and mitigating transport impacts
DMHB 12	Streets and Public Realm

LPP D8	(2021) Public realm
DMHB 18	Private Outdoor Amenity Space
LPP T5	(2021) Cycling
LPP T6.1	(2021) Residential parking
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP T7	(2021) Deliveries, servicing and construction
LPP D6	(2021) Housing quality and standards
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
NPPF12	NPPF 2021 - Achieving well-designed places
LLP D1	(2021) London's form character and capacity for growth
NPPF14	NPPF 2021 - Meeting the challenge of climate change flooding
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP T6	(2021) Car parking

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