



## **PLANNING STATEMENT**

TO ACCOMPANY:

**Full Planning Application**

BY:

***Mr Steven Morris***

TO:

***London Borough of Hillingdon Council***

FOR:

***Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof. Creation of granny annex***

AT:

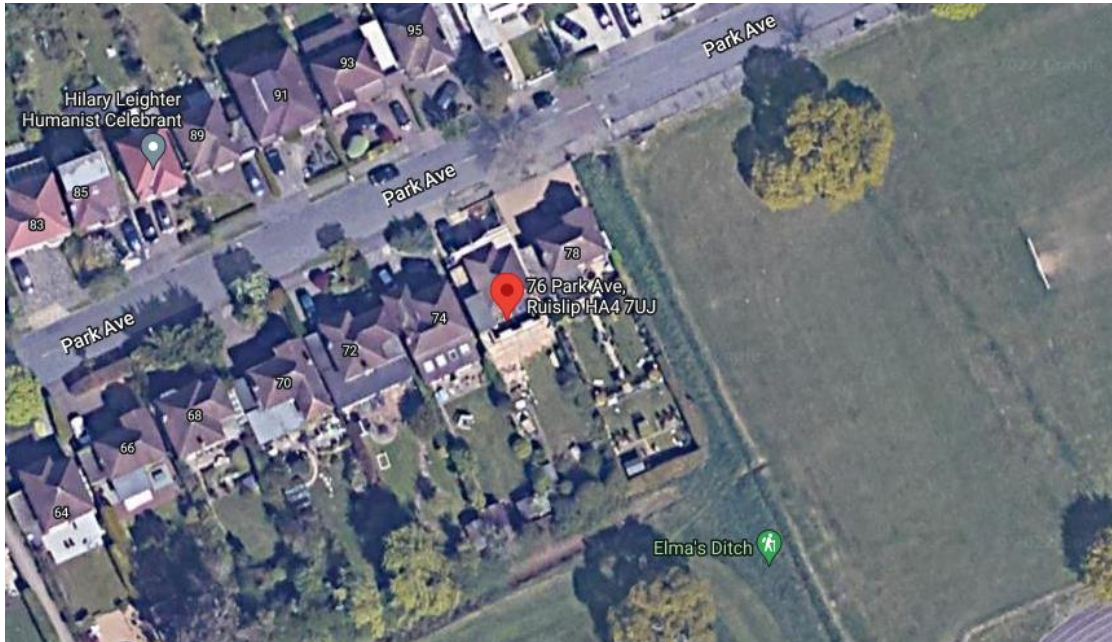
***76 Park Avenue, Ruislip, HA4 7UJ***

## 1.0 THE PROPOSAL

- 1.1 This application seeks retrospective planning consent for *'Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof. Creation of granny annex'* at no. 76 Park Avenue in Ruislip.
- 1.2 By way of background the following planning history is relevant:
- Application ref 11788/APP/2019/904: Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof. Approved 16<sup>th</sup> October 2019
  - Application ref 11788/APP/2020/2608: Application for a non-material amendment to planning permission Ref: 11788/APP/2019/904 dated 16/10/2019 (Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof) to allow for enlargement of the rooflight window to the rear of the extension and a new front roof light. Approved 19<sup>th</sup> October 2020.
- 1.3 Following the approval of application ref 11788/APP/2020/2608 works commenced, however, as these have not been completed in accordance with the approved plans this application seeks to regularise the development.
- 1.4 External alterations over and above those already approved comprise:
- a reduction in number of windows in the east facing side elevation
  - the relocation of the side entrance door
  - the repositioning of a side rooflight.
- 1.5 Internally the following alterations are proposed:
- The creation of a granny annex which comprises a second staircase, combined living/dining/kitchen and WC to the ground floor with two bedrooms, ensuite shower room and shared bathroom to the first floor.
  - An interconnecting door at ground level between the living spaces of the host property and annex.
- 1.6 The following statement will seek to demonstrate that the changes are acceptable and would not conflict with the aims of national, regional or local planning policy.

## 2.0 SITE LOCATION AND PROPERTY

- 2.1 The application property is positioned to the southern side of Park Avenue within a residential location. The site lies within Flood Zones 2 and 3 although it is not within a conservation area.



**Aerial view of the application site and surrounding area**

- 2.2 The application site comprises a two-storey detached dwellinghouse with private rear garden.



**Application property**

### **3.0 RELEVANT PLANNING POLICY**

- 3.1 The following paragraphs provide a brief summary of the relevant national, regional and local planning policies including the National Planning Policy Framework, policies D1, D4 and HC1 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 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020). The paragraphs are in a hierarchical order relative to the importance of national and local planning policy.

#### **National Planning Policy Framework (NPPF)**

- 3.2 The National Planning Policy Framework set 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 application.

#### **Presumption in Favour of Sustainable Development**

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

For plan-making this means that:

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

#### Decision-making

- 3.4 Paragraph 38 states that local planning authorities should approach decisions on proposed development in a positive and creative way.

#### Delivering a sufficient supply of homes

- 3.5 Section 5 states *“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”*

#### Achieving well-designed places

- 3.6 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.”*
- 3.7 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**

- 3.8 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 D1, D4 and HC1 are considered relevant.

**Policy D1: London's form, character and capacity for growth**

- 3.9 Understanding the existing character and context of individual areas is essential in determining how different places may best develop in the future.

**Policy D4: Delivering good design**

- 3.10 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.

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

- 3.11 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. Policy BE1 is considered relevant.

**Policy BE1: Built Environment**

- 3.12 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.

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

- 3.13 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 11 and DMHD 1 are considered relevant to the proposal.

**Policy DMHB 11: Design of New Development**

- 3.14 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 DMHD1: Alterations and extensions to residential dwellings

3.15 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.

## 4.0 BACKGROUND TO SITE

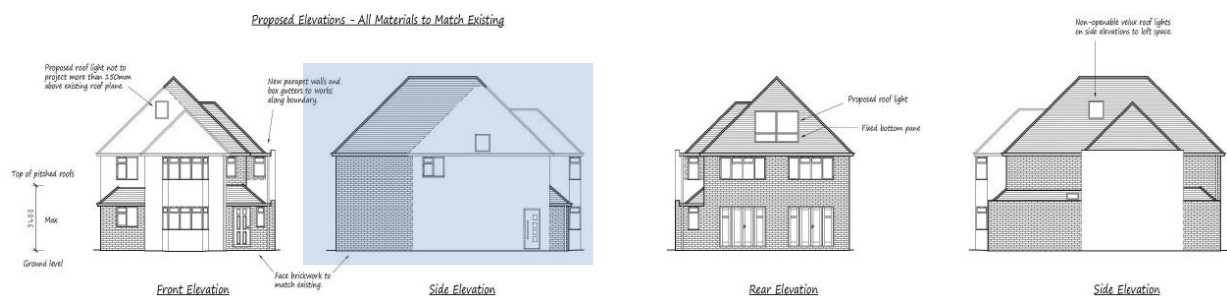
- 4.1 Application ref 11788/APP/2019/904 gained planning consent for 'Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof' on 16<sup>th</sup> October 2019.



- 4.2 Application ref 11788/APP/2020/2608 gained planning consent on 19<sup>th</sup> October 2020 for 'Application for a non-material amendment to planning permission Ref: 11788/APP/2019/904 dated 16/10/2019 (Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof) to allow for enlargement of the rooflight window to the rear of the extension and a new front roof light'.



- 4.3 The current scheme proposes alterations to the east facing flank elevation as highlighted below:



- 4.4 The following sections will describe in depth why the revised proposal should now be considered acceptable.

## 5.0 PRINCIPLE OF DEVELOPMENT

- 5.1 The NPPF states that to support the Government's objectives of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 5.2 The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).
- 5.3 This scheme does not propose to subdivide the property to create a new dwellinghouse but create ancillary accommodation for the older family members.
- 5.4 The provision of granny annexes is supported by Government as with an ageing population and the difficulties getting onto the housing ladder for the younger generation, the government is removing barriers to allow extended families to live together.
- 5.5 Following work to the property, the gross internal area increased over three floors to approximately 226m<sup>2</sup>.
- 5.6 The extended property was shared by the applicant's extended family including his wife, elderly father, son and daughter in law and their young family, however, it became apparent that due to ill health and the generation gap that in order to improve the residential amenity of all occupants a smaller granny annex would be created which would provide occupants with a sense of privacy and independence.
- 5.7 The proposed annex at approximately 83m<sup>2</sup> would be ancillary to the main dwelling house and Circular 11/95 provides a model condition which could be attached to a permission to ensure that the occupation of the annex remains ancillary.
- 5.8 The NPPF also puts great weight on considering local needs and approving sustainable proposals without delay. Achieving sustainable development means that the planning system has three overarching objectives.

An economic objective:

In this instance the proposal will provide an affordable unit of ancillary accommodation for the older members of the family. The scheme also ensures that the building is being utilised efficiently.

A social objective: The requirement to provide affordable and sustainable accommodation for elderly family members is ever increasing and there is a clear need for flexible accommodation solutions that allow individuals to be cared for in their own homes. The provision of a granny annex within the residential curtilage of no. 76 Park Avenue creates a long term and sustainable solution.

An environmental objective: The proposal makes efficient use of a large property to accommodate several generations thus reducing under occupation and unnecessary additional housing.

- 5.9 In this instance, the main house would be occupied by the applicant's son, daughter in law and young family. The main house is set over 3 floors and is accessed via a side entrance door to the property and comprises an entrance hall, WC, living room, kitchen/dining room to the ground floor with direct access to the rear garden, 2 bedrooms, 1x ensuite, an office and bathroom at first floor level and a master bedroom, bathroom and nursery within the loft.
- 5.10 The granny annex is occupied by the applicant, his wife and elderly father and the accommodation is set over 2 floors and would be accessed via the front door of the property and comprises an entrance hall, combined living/dining/kitchen with direct access to the rear garden at ground floor level with 2x bedrooms, 1x ensuite and 1 bathroom at first floor level.
- 5.11 The applicant has been diagnosed with prostate cancer and his father has terminal cancer. The granny annex is designed to allow dependent elderly family members to be cared for by other members of the extended family which provides a degree of privacy and independence whilst knowing that relatives are in close proximity to provide care when necessary.
- 5.12 An interconnecting door between the ground floor living spaces ensures that the annex is fully accessible and ancillary to the main dwelling.
- 5.13 It is acknowledged that the annexe contains all the facilities for day-to-day living, however, it would be entirely ancillary to the main house. Factors corroborating this information is the lack of separate utility meters, one postal address, one council tax bill, no separate curtilage as the rear garden is shared and the front garden is utilised for parking for all.

5.14 Therefore, the annexe would still be used in connection with the dwelling house and there has been no material change in the character of its use.

5.15 In summary, the principle of development should be considered acceptable as it would support the objectives of the NPPF by providing housing which meets a recognised need.

## 6.0 IMPACT ON CHARACTER AND APPEARANCE

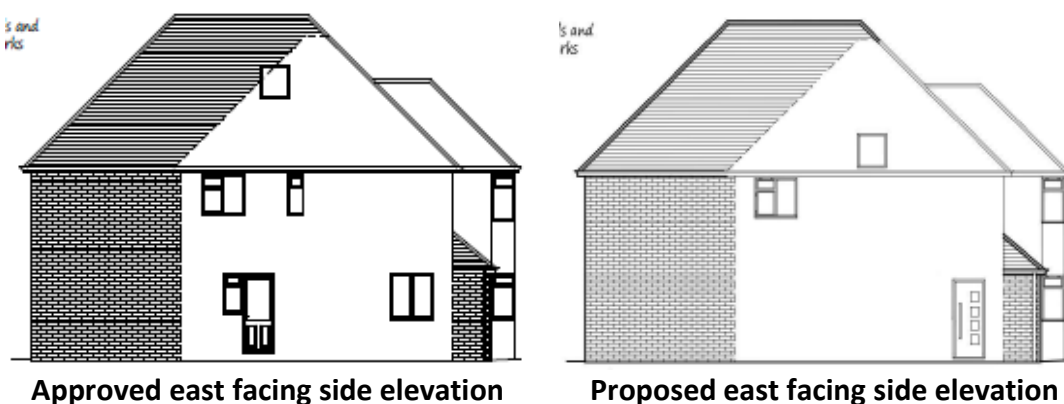
6.1 Paragraph 126 of the NPPF states that *“Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”*

6.2 London Plan 2021 policies D1 (London’s form, character and capacity for growth) and D3 (Optimising site capacity through the design-led approach) state that development should respond to the site’s context having regard to form and layout; quality and character.

6.3 Local Plan policy 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.

6.4 Policy DMHD 1 (Alterations and extensions to residential dwellings) states that extensions to dwellings should not have an adverse cumulative impact on the character, appearance or quality of existing street or wider area and a satisfactory relationship with adjacent dwellings is achieved.

6.5 The proposed minor external alterations to the approved scheme comprise repositioning a rooflight on the side roofslope, removing 2 windows and relocating the side entrance door.



6.6 The size, scale and siting of the previously approved part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of the roof has not altered.

6.7 Therefore, given the minor external amendments now proposed the scheme as previously assessed would not be detrimental to the architectural character of the pre-existing property and would not have a detriment impact on the street scene and surrounding area.

6.8 In summary, the proposed scheme would be compliant with the aims of the NPPF, the London Plan and Local Plan policies DMHB11 and DMHD1.

## **7.0 IMPACT ON NEIGHBOUR AMENITY**

7.1 Paragraph 130 of the NPPF states that planning policies and decisions should ensure that developments 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.

7.2 London Plan 2021 policy D3 (Optimising site capacity through the design-led approach) states that development should deliver appropriate outlook, privacy, and amenity.

7.3 Local Plan: Part Two policy DMHB 11 (Design of new development) further seeks to ensure that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

7.4 This scheme does not propose to alter the scale, mass or bulk of the previously approved extensions under application ref 11788/APP/2020/2608.

7.5 The relocation of the rooflight on the side facing roofslope which serves the staircase into the loft space and the reduction in number of windows and repositioning of the door within the east facing flank elevation would not result in an unacceptable increase in overlooking or loss of privacy for adjacent property no. 78 Park Avenue.

7.6 However, if necessary, the applicant would accept a condition that these east facing flank elevation windows/rooflight are obscure glazed and fixed shut.

7.7 No alterations are proposed to the western side of the dwelling and therefore, the residential amenity of occupiers of no. 74 will be unaffected.

7.8 The creation of a granny annex would also not result in an increase in noise or disturbance as the proposal would not increase occupant numbers in the property and the host dwelling would be capable of accommodating a large extended family.

7.9 In summary, the proposed development would not conflict with the aims of the NPPF, London Plan or Local Plan policy DMHB 11 which collectively seek to safeguard the residential amenities of existing and future occupiers.

## **8.0 HIGHWAY IMPLICATIONS**

- 8.1 Paragraph 111 of the NPPF states *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*.
- 8.2 Local Plan: Part Two policy DMT 6 (Vehicle parking) requires development proposals to comply with Appendix C (Parking standards). Appendix C states that there should be 2 car parking spaces per dwelling and 1 cycle space per 1 or 2 bed unit and 2 cycle spaces per 3 or more bed unit.
- 8.3 The front garden is paved to provide off-street parking and there is sufficient space to park at least two cars. Secure cycle storage is within the rear garden.
- 8.4 In summary the development would comply with the aims of the NPPF and Local Plan policy DMT6.

## **9.0 FLOOD RISK**

- 9.1 The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.
- 9.2 Local Plan: Part 2 policy DMEI 9 (Management of Flood Risk) states that development proposals in Flood Zones 2 and 3a will be required to demonstrate that there are no suitable sites available in areas of lower flood risk. Proposals that fail to make appropriate provision for flood risk mitigation or which would increase the risk or consequences of flooding, will be refused.
- 9.3 The application site is in Flood Zone 3; however, the current proposal does not seek to increase the footprint of the property over and above that previously approved under application refs 11788/APP/2019/904 and 11788/APP/2020/2608. The development has been constructed in accordance with the submitted Drainage Strategy and Flood Risk Assessment and the minor alterations would not affect its functions.
- 9.4 Furthermore, the creation of the annex has not resulted in an increase in the number of residents occupying the property.
- 9.5 In summary, the proposal would not conflict with the aims of the NPPF or Local Plan policy DMEI 9.

## 10.0 PLAN AND DOCUMENT LIST

- |                                   |                      |                |
|-----------------------------------|----------------------|----------------|
| • Existing Details and Site Plan  | Drawing no. 4207/01A | 1:50, 100, 200 |
| • Approved Details                | Drawing no. 4207/02B | 1:50, 100      |
| • Proposed Ground and First Floor | Drawing no. 03A      | 1:50, 100      |
| • Proposed Loft and Roof Plan     | Drawing no. 04A      | 1:50, 100      |
| • Planning Statement              |                      |                |
| • Personal Statement              |                      |                |

## 11.0 CONCLUSIONS

- 11.1 The minor alterations to the scheme approved under application refs 11788/APP/2019/904 and 11788/APP/2020/2608 would have an acceptable impact on the character and appearance of the host property, street scene and wider area. The alterations would also not detrimentally affect the residential amenities of neighbouring occupiers.
- 11.2 The creation of a granny annex would be ancillary to the main house, subject to condition, the development would be an appropriate use of space which would meet the needs of this extended family.
- 11.3 The 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 *'for 'Part two storey, part single storey front/side extension, part two storey, part single storey rear extension and single storey front/side extension involving raising of roof. Creation of granny annex'* at no. 76 Park Avenue would conform with national, regional and local planning policy and, for the above reasons, it is politely requested that the application is approved.

**11<sup>th</sup> July 2022**