

# Planning & Design Statement

**Gurmeet Singh**

**No 14 Frays Avenue, West Drayton**

**UB7 7AF**

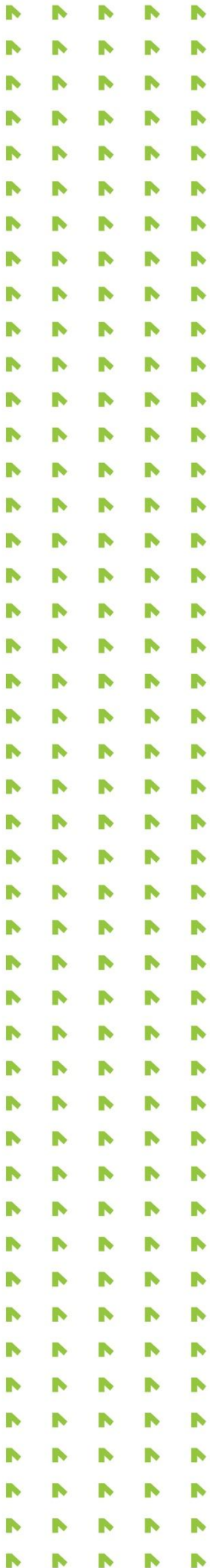
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## **1 INTRODUCTION**

- 1.1 This Planning and Design Statement has been prepared on behalf of Mr Gurmeet Singh in support of a full planning application for the demolition of the existing detached residential dwelling, attached garage and rear outbuildings (No 14 Frays Avenue, West Drayton UB7 7AF) followed by construction of a replacement dwelling (C3).
- 1.2 The application represents a resubmission of application Ref 38871/APP/2025/1797 which was refused by the Council under delegated powers on 26<sup>th</sup> September 2025 and subsequently dismissed at appeal on 6<sup>th</sup> February 2026.
- 1.3 The scheme which forms the basis of this application has been revised to address the key issues/concerns raised by the Planning Inspectorate as examined in Section 3 of this Statement.
- 1.4 The Statement addresses the following matters:
- A description of the site and surroundings;
  - A review of the background and history of the site;
  - A summary of the development proposal;
  - An assessment of relevant planning policy;
  - An appraisal of the relevant planning and design issues; and
  - Conclusions.
- 1.5 The Statement should be read in conjunction with the following:
- Drawings package (prepared by Urban View), and
  - Biodiversity Net Gain Site Exemption Plan (prepared by Urban View).
- 1.6 The submissions conclude that the development proposal has been revised to address the Inspector's concerns. It is therefore fully acceptable and supportable in planning and design terms.

## 2 SITE AND SURROUNDINGS

- 2.1 The site comprises a detached two and a half dwellinghouse situated on a plot fronting onto the western side of Frays Avenue. There is an established building line visible within the immediate street scene fronting the roadside, although all neighbouring properties to the north and south extend further to the rear than No 14 Frays Avenue.
- 2.2 The southern side elevation of the property retains a separation distance of approximately 2 metres from the neighbouring boundary shared with No 16 Frays Avenue. The existing single storey garage extends up to the boundary shared with No 12 Frays Avenue to the north. The property is finished in render with a variable pitched and hipped roof form which reduces in scale/massing towards the northern boundary.
- 2.3 There is a spacious rear garden which extends to Frays River to the west. To the front of the property there is a gated driveway that provides off street parking for one car. Part of the rear garden has been block paved with a patio area closest to the rear elevation. Several single storey outbuildings incidental to the main dwelling are positioned along the shared northern boundary, whilst the remainder of the rear garden is lawned with tree planting to the western rear boundary.
- 2.4 The existing dwelling is of a noticeably larger scale than neighbouring properties to the immediate north and south on the same side of Frays Avenue. However, there are multiple houses within the wider streetscene which are of similar large, detached two and a half storey design. In general terms, the scale, design and visual appearance of properties within the streetscene is diverse in nature.
- 2.5 The site falls within the boundary of the Garden City West Drayton Area of Special Local Character (ASLC), which comprises generally large, detached houses and bungalows of a variety of styles and designs. The ASLC was originally designated for its green and open suburban setting. Please refer to the site images below.



**Image 1 – Extract of site layout plan showing how the position/layout of the replacement dwelling will harmonise with neighbouring properties to the north and south.**



**Image 2 – Streetview of site from Frays Avenue facing south (with No 12 Frays Avenue visible in the foreground). This view demonstrates the scale of the existing dwelling compared to neighbouring properties.**



**Image 3 – Streetview image of site from Frays Avenue facing north (with No 16 Frays Avenue visible in the foreground). This view demonstrates how the roof height/massing reduces towards the northern boundary.**



**Image 4 – Streetview image facing northwards from Frays Avenue. This view provides a typical representation of the Frays Avenue streetscene, with large detached properties of varying design/scale retaining space between.**



**Image 5 – Streetview image of two detached dwellings which were approved in August 2020 at the site of the former detached bungalow at No 20 Frays Avenue, approximately 50 metres to the south of the site on the same side of Frays Avenue.**

### 3 PLANNING HISTORY

#### The Site

3.1 Of key relevance to the determination of this revised development proposal is Application **Ref 38871/APP/2025/1797**, which was refused by the Council for the following reasons:

1. The development, by virtue of its design, height, massing and siting, would result in a visual prominent, incongruous and cramped form of development, to the detriment of the visual amenities of the street scene and the character and appearance of the West Drayton Garden City Area of Special Local Character. The proposal therefore conflicts with Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), Policies DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy D3 of the London Plan (2021) and Paragraphs 129d) and 135c) of the National Planning Policy Framework (2024).
2. In the absence of a s106 agreement that prohibits future occupants from applying for a permit to join PMS WD3 or any parking management scheme in the vicinity of the application site, and with no provision of safe vehicle access or secure and accessible cycle parking being provided within the site, the development would prejudice highway safety and fails to encourage sustainable modes of transport including cycling, walking and the use of public transport. The proposal therefore conflicts with Policies DMT 1, DMT 2, DMT 5 and DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies T2, T4, T6 and T6.1 of the London Plan (2021) and Paragraphs 116 and 117 of the National Planning Policy Framework (2024).
3. In the absence of sufficient ecology information, it has not been demonstrated that the proposal would not have an adverse impact upon protected species and nature conservation and that the development would deliver at least a 10% increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat. The development fails to deliver a biodiversity net gain within the borough and fails to secure the protection and effective management of the remaining habitat on site. As such, the proposal is contrary to Policy EM7 of the Hillingdon Local Plan (Part 1) 2012, Policies DMEI 7 and DMHB 14 of the Hillingdon Local Plan (Part 2) 2020, Policy G6 of the London Plan 2021 and Schedule 7A of the Town and Country Planning Act 1990 and the Environment Act 2021.

3.2 The applicant subsequently lodged an appeal against the Council's decision to refuse the application (**Ref 6001276**).

3.3 In determining the appeal, the Inspector confirmed that the key planning issues related to the impact of the proposed development on the following:

- The effect of the proposal on the character and appearance of the area;
- Whether the proposal satisfies the requirement for biodiversity net gain (BNG), and
- The effect of the proposal on on-street parking and the highways network.

3.4 On 6<sup>th</sup> February 2026, the Inspector issued the decision confirming that the appeal had been dismissed. Please refer to the Decision Letter attached at **Appendix 1** which sets out a detailed assessment of the proposed scheme.

3.5 A summary of the key issues is set out in turn below.

**The effect of the proposal on the character and appearance of the area**

3.6 The Inspector confirmed that the principle of demolishing the existing dwelling and rebuilding a new dwelling was acceptable:

*“The appeal site is one of the older properties in the street, but although its materials and fenestration are expressive of its era, its overall form makes only a moderate contribution to the character and appearance of the ASLC. As such, its demolition would not harm the significance of the asset or conflict with Criterion C of Policy DMHB 5, which protects buildings that positively contribute to the character and local importance of the ASLC. Moreover, its demolition would align with the planning permissions previously granted to demolish and replace dwellings at 16, 20 and 45 Frays Avenue.”*

3.7 Furthermore, the proposed design approach and extension of the footprint of the existing dwelling into the rear part of the site was confirmed as acceptable by the Inspector:

*“The proposed enlargement of the dwelling’s footprint rearwards would not be harmful given that the rear portion of the proposed dwelling would step, and its rear elevation would broadly align with the properties on either side. The proposed dwelling’s simple architectural detailing and large, single pane windows would not be objectionable given that other recent dwellings in the road exhibit similar characteristics. The use of bricks would not replicate the render which characterises the existing dwelling but, were I minded to allow the appeal, this could be addressed by a planning condition.”*

3.8 However, the Inspector concluded that the massing of the proposed dwelling would not be acceptable on the basis of its height extending above the existing property, the inclusion of a dormer within the front roofspace and the increased width of the new property resulting in a closing of the visual gap to the neighbouring property to the north (No 12 Frays Ave):

*“Criterion B of Policy DMHB 5 of the LPP2 relates to extensions and is not relevant, but Criterion A requires new development to reflect the character and original layout of the ASLC. The existing dwelling is notably large in relation to other properties in the street, emphasised by the fact that there are bungalows on either side. Whilst the proposal would respect the building line and overall pattern of the estate, it would be higher than the existing dwelling and would narrow the gap to the adjacent bungalow at No 12, notwithstanding the removal of the existing attached garage. Although the front gable and hipped roof of the proposal would reflect the style of the existing dwelling, the proposed dormer window would emphasise the dwelling’s size, notwithstanding that there are dormer windows in nearby dwellings with two floors of accommodation. Overall, the dwelling’s massing would be at odds with, and harmful to, the character of the area.”*

### Whether the proposal satisfies the requirement for biodiversity net gain (BNG)

- 3.9 The Inspector confirmed that insufficient evidence had been provided to demonstrate that the scheme would be exempt from Biodiversity Net Gain (either as a self-build application or by falling below the relevant 25 sqm threshold):

*“The appellant has argued that the proposal meets the de minimis exemption which applies to development that does not impact a priority habitat and impacts less than 25sqm of onsite habitat and 5m of linear habitats such as hedgerows. However, in the absence of a completed small sites metric showing the pre-development biodiversity value of the onsite habitat, I have no evidence before me that the de minimis exemption applies.”*

### The effect of the proposal on on-street parking and the highways network

- 3.10 The Inspector concluded that the proposal would not adversely impact on-street parking or the highways network.

### Surrounding Area

- 3.11 In terms of the immediate surrounding area, there have been several applications and appeals approved for extensions to or redevelopment of existing detached dwellings within the ASLC. The most relevant recent examples are noted below.
- 3.12 Most recently, application **Ref 53156/APP/2020/2990**, which proposed the demolition of No 16 Frays Avenue and replacement with a new larger dwellinghouse and associated external works including demolition of existing single garage to rear, was approved by the Council on 4<sup>th</sup> December 2020.
- 3.13 This application was promoted by the same architect and consultant team. The replacement dwelling has since been constructed and makes a positive addition to the streetscene (as shown on the images at Section 2).
- 3.14 An application (**Ref 17012/APP/2020/368**) to demolish an existing bungalow at No 20 Frays Avenue and erect two 3-bed two storey dwellings with associated parking and amenity space in its place was approved on 17<sup>th</sup> August 2020.
- 3.15 These properties have now been completed as shown in Image 5.
- 3.16 Previously to this, an application to demolish an existing bungalow at No 45 Frays Avenue and replace it with a new two storey 4 bed detached dwelling (including rear dormer) was approved on 10<sup>th</sup> February 2017 (**Ref 24351/APP/2016/1304**). A subsequent appeal was also granted on 29<sup>th</sup> September 2017 to remove an unnecessary height restriction that had been added by way of condition by Members of Planning Committee. This planning permission was renewed on 8<sup>th</sup> December 2023.
- 3.17 The above planning history demonstrates that the principle of redeveloping an existing detached residential dwelling within the ASLC for a larger property is acceptable, subject to the standard development management considerations of design, scale and impact upon the amenity of occupiers of neighbouring properties.

## 4 THE PROPOSAL

4.1 The development proposal comprises the demolition of the existing detached residential dwelling, attached garage and rear outbuildings, followed by construction of a replacement dwelling of contemporary design.

4.2 The new dwelling will accommodate living/dining space and a double bedroom on the ground floor with five double bedrooms and a prayer room at upper floor level.

4.3 The accompanying drawings package and 3D model images (enclosed in **Appendix 2**) help to clearly demonstrate how the proposed footprint and massing of the new dwelling compare with the existing property. In summary:

- The front projection of the new dwelling matches that of the host property and ensures that it harmonises with the established building line of other houses fronting Frays Avenue to the immediate north and south;
- The proposed dwelling will maintain the two metre separation distance between the southern side elevation and boundary shared with No 16 Frays Ave. Furthermore, the proposed scheme will create a new, increased separation distance of 2.74 metres to the shared northern boundary following the demolition of the existing garage. This represents a significant increase when compared to the previous appeal scheme and effectively preserves the sense of openness at the site;
- The new property will focus additional massing to the rear of the site where views are largely screened from the streetscene. The replacement dwelling will project approximately 3.5 metres further from the main rear elevation of the existing property at ground floor, and 6 metres at first floor. This approach will ensure that the replacement dwelling is consistent with the rear building line of neighbour properties and was previously acknowledged as acceptable by the Inspector in respect of the appeal scheme;
- Furthermore, as shown on the accompanying drawings package, the roof form has been simplified, with the removal of the previously proposed front dormer to reduce massing. Furthermore, the overall height of the replacement dwelling has been reduced compared to the appeal scheme, ensuring that no part of the new dwelling extends beyond the maximum height of the existing property, and
- All existing rear outbuildings along the northern boundary will be removed and the proposed property will retain clear 45 degree views from all habitable room windows on immediate neighbouring properties to the north and south.

4.4 Accordingly, the reduced scale and height of the new dwelling respond positively to the visual character of the existing property and neighbouring houses as they appear within the streetscene and the wider ASLC. As demonstrated on the enclosed elevation plans and model images, it will incorporate high quality external materials including new external brick and roof tiling together with coloured framed window detailing.

- 4.5 Aside from being revised to reflect the Inspector's assessment of the appeal (as summarised above and examined in detail within Section 6), the approach to the design of the scheme has been informed by the Council's assessment of the other applications within the immediate surrounding area (most notably the replacement dwelling at No 16 Frays Avenue which was designed and promoted by the same architect and consultant team).
- 4.6 Fundamentally, it seeks to achieve additional residential floorspace at the site in a manner that respects the scale and visual appearance of the existing dwelling and streetscene, whilst presenting a carefully considered contemporary external design that makes a positive contribution to the immediate surrounding area and wider ASLC.
- 4.7 As demonstrated on the streetscene elevation and front elevation drawings (which overlay the outline of the existing dwelling for comparison) included as part of the application and assessed in detail within Section 6, the proposed dwelling respects the character of the existing property by reducing the scale and massing towards the shared northern boundary via the incorporation of a hipped roof design and the introduction of an enlarged visual gap as referenced above.
- 4.8 The proposed roof adds visual interest to the new property by incorporating a pitched roof on the front part of the dwelling with subservient hipped element. This reduces in height/scale to the rear in the form of a hipped roof with reduced centralised crown element (although this will not be readily visible within the streetscene). The roof design slopes away from the northern and southern neighbouring boundaries, helping to massing of the new property within the plot.
- 4.9 Against this background, the development proposal represents a high quality, modern interpretation of the varied visual character and built form of the surrounding area.
- 4.10 The scheme has also been designed in a manner that ensures there will be no adverse overlooking or overbearing impacts upon any neighbouring properties. The only windows positioned within the first floor side elevations facing Nos 12 and 16 Frays Ave will be obscurely glazed.
- 4.11 New habitable room windows will be situated within the rear elevation at first floor level. This reflects the existing relationship with No 12 and 16 Frays Avenue which also have rear habitable room windows at upper floor level.
- 4.12 The eaves height of the new property will reflect those of the existing dwelling. Furthermore, given the sizeable separation distances to each side of the new dwelling (and the rear massing ensuring that clear 45-degree views will be retained), there will be no unacceptable adverse overbearing impacts resulting from the new property.
- 4.13 As demonstrated on the enclosed layout plans, the scheme ensures that generous private rear amenity space will be retained which significantly exceeds the Council's target private amenity space standards. At ground floor level, provision can be made within the site for safe and secure cycle and refuse storage, as well as off road vehicle parking provision.

## **5 PLANNING POLICY**

5.1 This section provides a review of relevant national and local planning policy and guidance.

### **NATIONAL POLICY**

5.2 The National Planning Policy Framework (NPPF) was revised in December 2024 and sets out the Government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development.

5.3 Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or
- Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

5.4 Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system.

5.5 The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered through the preparation and implementation of plans and the application of the policies in the framework.

### **Delivering a Sufficient Supply of Homes**

5.6 Paragraph 61 explains that in order to support the Government's commitment to significantly boosting the supply of homes, it is important that a sufficient amount and variety of land comes forward for development where it is needed, that needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

5.7 Local Planning Authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where strategic policies are more than five years old. The five year supply should include an appropriate buffer. Where the local authority chooses to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan the buffer should be 5% to ensure choice and competition in the market for land. In the event that there has been significant under delivery over the previous three years when measured against the Housing Delivery Test, then a 20% buffer should be applied. Furthermore, from 1st July 2026, where a local planning authority has an annual average housing requirement 80% or less of the

most recent housing need figure calculated (using the standard method set out in the national planning practice guidance), then a 20% buffer should be applied.

- 5.8 The NPPF is clear at paragraph 11 that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.

### Promoting Sustainable Transport

- 5.9 To protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give priority to pedestrian and cycle movements and have access to high quality public transport facilities; address the needs of people with disabilities by all modes of transport; create safe and secure places minimising conflicts between traffic and pedestrians; allow for the efficient delivery of goods and access by service and emergency vehicles; and be designed to enable the charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

### Achieving Well Designed Places

- 5.10 This chapter sets out at paragraph 135 that planning policies and decisions should aim to ensure that developments:
- 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.
  - Are visually attractive as a result of good architecture and layout and appropriate and effective landscaping;
  - 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);
  - Establish a strong sense of place, using the arrangements of streets, spaces, buildings types and materials to create attractive, welcoming and distinctive places to live, work and visit;
  - 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
  - Create places that are safe, inclusive and accessible and which promote health and well-being.

### Conserving and Enhancing the Historic Environment

- 5.11 The NPPF builds upon the provision of the Planning (listed Buildings and Conservation Areas) Act 1990 and advises at Paragraph 209 that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining an application.
- 5.12 In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

### LONDON PLAN (2021)

- 5.13 The London Plan sets the Mayor's strategic development strategy for the capital up until 2046 and forms part of the development plan for Greater London.
- 5.14 Of particular relevance to the development proposal are the following policies.
- 5.15 **Policy D3 (Optimising Site Capacity Through the Design-led Approach)** states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity.
- 5.16 Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. Where these locations have existing areas of high density buildings, expansion of the areas should be positively considered by Borough's where appropriate.
- 5.17 **Policy D6 (Housing Quality and Standards)** requires development proposals to make the most efficient use of land and to be developed at the optimum density. The optimum density of a development should result from a design-led approach to determine the capacity of the site.
- 5.18 In these terms, particular consideration should be given to: the site context, its connectivity and accessibility by walking, cycling and public transport (including PTAL) and the capacity of surrounding infrastructure. Development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space. Private internal and external space should be in line with standards outlined within the plan.
- 5.19 **Policy H2 (Small Sites)** states that boroughs should proactively support well designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan making to:
- Significantly increase the contribution of small site to meeting London's housing needs;
  - Diversify the sources, locations, type and mix of housing supply;
  - Support small and medium housebuilders.

## LOCAL POLICY

- 5.20 When determining any planning application, the relevant authorities (in this case Hillingdon London Borough Council) are under a statutory obligation, as imposed by section 54a of the Town and Country Planning Act 1990, repeated in section 38(8) of the Planning and Compulsory Purchase Act 2004, to make their determination in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.21 In this instance, the Development Plan consists of the Hillingdon Local Plan Part 1 Strategic Policies (adopted November 2012) and the Local Plan Part 2 Site Allocation and Development Management Policies (adopted January 2020).
- 5.22 The Site Allocation and Development Management Policies represents the key document containing the policies which are relevant to the determination of the application proposal. Accordingly, the following policies are considered relevant to the proposed development.

### Local Plan Part 2 Site Allocation and Development Management Policies (2020)

- 5.23 **Policy DMHB5 (Areas of Special Local Character)** states that 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. Extensions to dwellings should be subservient to, and respect the architectural style of the original buildings and allow sufficient space for appropriate landscaping, particularly between, and in front of, buildings. The replacement of buildings which positively contribute to the character and local importance of Areas of Special Local Character will normally be resisted.
- 5.24 **Policy DMHB11 (Design of New Development)** outlines that 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:
- Harmonising with the local context by taking into account the surrounding:
    - i. scale of development, considering the height, mass and bulk of adjacent structures;
    - ii. building plot sizes and widths, plot coverage and established street patterns;
    - iii. building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements such as degree of enclosure;
    - iv. architectural composition and quality of detailing;
    - v. local topography, views both from and to the site; and
    - vi. impact on neighbouring open spaces and their environment.
  - Ensuring the use of high quality building materials and finishes;
  - Ensuring that the internal design and layout of development maximises sustainability and is acceptable to different activities;

- Protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and undesignated, and their settings; and
  - Landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.
- 5.25 Furthermore, development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space. Development will also be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. Development proposals should make sufficient provision for well-designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.
- 5.26 **Policy DMHB15 (Planning for Safer Places)** states that the Council require all new development to ensure safe and attractive public and private spaces by referring to the Council's latest guidance on Secured by Design principles. Where relevant, these should be included in the Design and Access Statement. Development will be required to comprise good design and create inclusive environments whilst improving safety and security by incorporating the following specific measures:
- Providing entrances in visible, safe and accessible locations;
  - Maximising natural surveillance;
  - Ensuring adequate defensible space is provided;
  - Providing clear delineations between public and private spaces; and
  - Providing appropriate lighting and CCTV.
- 5.27 **Policy DMHB16 (Housing Standards)** requires all housing development to have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this, all residential development should meet or exceed the most up to date internal space standards.
- 5.28 **Policy DMHB18 (Private Outdoor Amenity Space)** outlines that all new residential development will be required to provide good quality, usable private outdoor amenity space in accordance with the matrix identified in the Local Plan Part 2. Furthermore, any ground floor unit that is non-street facing should have a defensible space not less than 3 metres in depth in front of any window to a bedroom or habitable room.
- 5.29 For new developments within Areas of Special Local Character, the provision of private open space will be required to enhance the street scene and the character of the buildings on the site. The design, materials and height of any front boundary must be in keeping with the character of the area to ensure harmonisation with the existing street scene.
- 5.30 **Policy DMT 6 (Vehicle Parking)** states that all development must comply with the parking standards outlined in the Local Plan Part 2 to facilitate sustainable development and address issues relating to congestion and amenity. The Council may agree to vary these requirements when the variance would not lead to a deleterious impact on street parking provision, congestion or local amenity.

**SUMMARY**

- 5.31 Assessment of the above policies confirms that the principle of development is considered acceptable provided that the replacement property has an acceptable visual impact upon the streetscene and wider ALSC and does not result in any unacceptable adverse impact upon the amenity of neighbours.

## **6 PLANNING CONSIDERATIONS**

6.1 The planning issues relevant to the determination of the development proposal are assessed in detail below.

### **Principle of Development**

6.2 As examined within the previous section, the National Planning Policy Framework (NPPF) requires the Council to make the most efficient use of land by maximising the use of previously developed sites.

6.3 The site is an existing house located within an established residential area. As such, the principle of extending or redeveloping the property to create a larger detached dwelling is acceptable if there will be no adverse impact upon the amenity of the occupiers of any neighbouring properties or upon the visual character of the local area or streetscene (or wider ASLC).

6.4 This is demonstrated by the Council's approval of several similar developments at nearby sites within the ASLC under the same policy framework, most notably at the adjacent site No 16 Frays Avenue in December 2020 as referred to within Section 3.

6.5 The principle of development has been confirmed as acceptable by the Council in determining the most recent planning application and Planning Inspectorate in assessing the subsequent appeal scheme.

### **Design**

6.6 The carefully considered approach to design is outlined in Section 4 and the plans/visuals that are included within this application submission.

6.7 The site falls within the boundary of the Garden City West Drayton Area of Special Local Character (ASLC), which comprises generally large, detached houses and bungalows of a variety of styles and designs. The ASLC was designated for its green and open suburban setting.

6.8 Policy DMHB5 relates to development within Areas of Special Local Character and requires all new proposals to reflect the character of the area and its original layout. Any alterations should respect the established scale, building lines, height, design and materials of the area.

6.9 Policy DMHB11 requires new development to incorporate principles of good design to the highest standards including harmonising with the street scene with specific reference to the scale of proposed development, and relative height, mass and bulk of adjacent structures. Furthermore, high quality materials and finishes should be included to aid the architectural composition and quality of detailing.

6.10 The approval granted for the demolition and rebuild of No 16 Frays Avenue (cross referred to above and within Section 3) was designed by the same architect and consultant team. The replacement dwelling has since been constructed and makes a positive addition to the streetscene (as shown in the images at Section 2).

6.11 Accordingly, the design rationale has been informed by the successful approach applied at the adjoining site.

6.12 The accompanying drawings package and 3D model images (enclosed in **Appendix 2**) help to clearly demonstrate how the proposed footprint and massing of the new dwelling compare with the existing property. In summary:

- The front projection of the new dwelling matches that of the host property and ensures that it harmonises with the established building line of other houses fronting Frays Avenue to the immediate north and south;
- The proposed dwelling will maintain the two metre separation distance between the southern side elevation and boundary shared with No 16 Frays Ave. Furthermore, the proposed scheme will create a new, increased separation distance of 2.74 metres to the shared northern boundary following the demolition of the existing garage. This represents a significant increase when compared to the previous appeal scheme and effectively preserves the sense of openness at the site;
- The new property will focus additional massing to the rear of the site where views are largely screened within the streetscene. The replacement dwelling will project approximately 3.5 metres further from the main rear elevation of the existing property at ground floor, and 6 metres at first floor. This approach will ensure that the replacement dwelling is consistent with the rear building line of neighbour properties and was previously acknowledged as acceptable by the Inspector in respect of the appeal scheme;
- Furthermore, as shown on the accompanying drawings package, the roof form has been simplified, with the removal of the previously proposed front dormer to reduce massing. Furthermore, the overall height of the replacement dwelling has been reduced compared to the appeal scheme, ensuring that no part of the new dwelling extends beyond the maximum height of the existing property, and
- All existing rear outbuildings along the northern boundary will be removed and the proposed property will retain clear 45 degree views from all habitable room windows on immediate neighbouring properties to the north and south.

6.13 The reduced scale and height of the revised dwelling respond positively to the visual character of the existing property and neighbouring houses as they appear within the streetscene and the wider ALSC. As demonstrated on the enclosed elevation plans and model images, it will incorporate high quality external materials including new external brick and roof tiling together with coloured framed window detailing.

6.14 As explained within Section 3, the Inspector was supportive of the design approach adopted in association with the appeal scheme, confirming that:

*“The proposed dwelling’s simple architectural detailing and large, single pane windows would not be objectionable given that other recent dwellings in the road exhibit similar characteristics. The use of bricks would not replicate the render which characterises the existing dwelling but, were I minded to allow the appeal, this could be addressed by a planning condition.”*

- 6.15 Essentially, the proposal for No 14 Frays Avenue adopts a similar design rationale and seeks to achieve additional residential floorspace at the site in a manner that respects the scale and visual appearance of the existing dwelling and streetscene (as shown on the comparison elevation plans that form part of the submission package), whilst presenting a carefully considered contemporary external design that makes a positive contribution to the immediate surrounding area and wider ASLC.
- 6.16 As demonstrated on the streetscene elevation and front elevation drawings (which overlay the outline of the existing dwelling for comparison), the proposed dwelling respects the character of the existing property by reducing the scale and massing towards the shared northern boundary via the incorporation of a hipped roof design and the introduction of an enlarged visual gap as referenced above.
- 6.17 The proposed fenestration will harmonise with the neighbouring properties either side (as shown on the streetscene plan and model images) and the applicant is happy to accept a condition requiring the submission of all external materials (including guttering and downpipes) for the agreement of the Council prior to any works commencing in the same manner as for No 16 Frays Avenue.
- 6.18 The proposed roof adds visual interest to the new property by incorporating a pitched roof on the front part of the dwelling with subservient hipped element. This reduces in height/scale to the rear in the form of a hipped roof with reduced centralised crown element (although this will not be readily visible within the streetscene). The roof design slopes away from the northern and southern neighbouring boundaries, helping to massing of the new property within the plot.
- 6.19 Again, this approach has been informed by the successful application at No 16. In determining for approval, the Council confirmed within the delegated report that:
- “It is noted that the proposal includes a large crown roof which is normally resisted as it is not an established feature within the area. However, the Conservation Officer considers that on balance the ridge detail and sunken nature of the crown element would reduce its appearance when viewed at street level, providing the perception of a traditional, fully pitched roof form.”*
- 6.20 As outlined in Section 3, the appeal scheme was dismissed by the Inspector on the following grounds:
- “Criterion B of Policy DMHB 5 of the LPP2 relates to extensions and is not relevant, but Criterion A requires new development to reflect the character and original layout of the ASLC. The existing dwelling is notably large in relation to other properties in the street, emphasised by the fact that there are bungalows on either side. Whilst the proposal would respect the building line and overall pattern of the estate, it would be higher than the existing dwelling and would narrow the gap to the adjacent bungalow at No 12, notwithstanding the removal of the existing attached garage. Although the front gable and hipped roof of the proposal would reflect the style of the existing dwelling, the proposed dormer window would emphasise the dwelling’s size, notwithstanding that there are dormer windows in nearby dwellings with two floors of accommodation. Overall, the dwelling’s massing would be at odds with, and harmful to, the character of the area.”*
- 6.21 An explanation of how the revised scheme has been prepared to address the outstanding design-based concerns is set out below.

- 6.22 **The new dwelling would be higher than the existing dwelling** - The height of the proposed dwelling has been reduced so that it projects no higher than the ridge height of the existing property.
- 6.23 **The new dwelling would narrow the gap to the adjacent bungalow at No 12, notwithstanding the removal of the existing attached garage** - The proposed scheme will create a new, increased separation distance of 2.74 metres to the shared northern boundary following the demolition of the existing garage. This represents a significant increase when compared to the previous appeal scheme and effectively preserves the sense of openness at the site.
- 6.24 **The proposed dormer window would emphasise the dwelling's size, notwithstanding that there are dormer windows in nearby dwellings with two floors of accommodation** - As shown on the accompanying drawings package, the roof form has been simplified, with the removal of the previously proposed front dormer to reduce massing.
- 6.25 Against this background, the development proposal has been carefully designed to address the Inspector's outstanding design-based concerns.
- 6.26 It therefore represents a high quality, modern interpretation of the varied visual character and built form of the surrounding area and accords with design guidance set out within the NPPF and adopted local policy, specifically Policies DMHB5 and DMHB11 of the Site Allocation and Development Management Policies Document.

#### **Impact Upon Neighbouring Properties**

- 6.27 The scheme has also been designed in a manner that ensures there will be no adverse overlooking or overbearing impacts upon any neighbouring properties. The only windows positioned within the first floor side elevations facing Nos 12 and 16 Frays Ave will be obscurely glazed.
- 6.28 New habitable room windows will be situated within the rear elevation at first floor level, which reflects the existing relationship with No 12 and 16 Frays Avenue which also has rear habitable room windows at upper floor level. Accordingly, there will be no harmful overlooking impact.
- 6.29 The eaves height of the new property will reflect those of the existing dwelling. Furthermore, given the separation distances to each side of the new dwelling (and the rear massing ensuring that clear 45-degree views will be retained), there will be no unacceptable adverse overbearing or sunlight/daylight impacts resulting from the new property.
- 6.30 As such, the scheme complies with Policy DMHB5 and DMHB11.

#### **Residential Living Standards**

- 6.31 The development proposal has been carefully designed to ensure that a generous private, rear garden will be retained for new residents which significantly exceed the Council's private amenity space targets.
- 6.32 All internal rooms will exceed targets set out within the National Space Standards and provision will be made within the site for vehicle parking, secure cycle accommodation and refuse storage.
- 6.33 The development therefore complies with Policy DMHB18 and DMHB16.

## Highways

6.34 In refusing the previous application, the Council raised the following parking/access concerns within the Delegated Report:

- The development provides 4 car parking spaces in the front garden. Adopted car parking standards would require a maximum of 2 car parking spaces. The proposal also omits the provision of 2 secure and accessible cycle spaces and the provision of electric vehicle charging points. Had the application been recommended for approval, a condition would have been imposed to secure the appropriate level of provision.
- The new vehicle crossover would directly impact on designated resident permit parking bays, which has not been addressed in the submission. In addition, the proposed access arrangements are not supported by relevant technical highways drawings demonstrating safe entry and exit onto the highway. As the application is being recommended for refusal, officers have not sought revised plans.
- Taking the above points into consideration, the proposed development as presented, would result in an overprovision of car parking, fail to promote sustainable transport and would give rise to highway safety concerns.

6.35 In response to these comments, the scheme has been revised to retain the existing parking and access arrangements at the site.

6.36 Paragraph 116 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.

6.37 In assessing the appeal scheme, the Inspector concluded that the proposal would not adversely impact on-street parking or the highways network. Accordingly, the proposal is considered acceptable on highways and parking grounds, having regard to the NPPF and Policies DMT1, DMT2, DMT5 and DMT6.

## Biodiversity Net Gain

6.38 As explained on the planning application forms, the proposed development will impact upon less than 25 square metres of on-site habitat and/or 5 metres of on-site linear habitats such as hedgerows and is therefore exempt from BNG requirements.

6.39 In determining the appeal, the Inspector commented that:

*“The appellant has argued that the proposal meets the de minimis exemption which applies to development that does not impact a priority habitat and impacts less than 25sqm of onsite habitat and 5m of linear habitats such as hedgerows. However, in the absence of a completed small sites metric showing the pre-development biodiversity value of the onsite habitat, I have no evidence before me that the de minimis exemption applies.”*

6.40 Paragraph: 004 Reference ID: 74-004-20240214 of the Planning Practice Guidance confirms that:

*“When providing reasons for the de minimis exemption, an applicant should provide sufficient evidence to support their justification. In cases where the development would be smaller than 25 square metres, the description of development, existing and proposed site plans, and the development’s area size (in square metres) may be sufficient evidence.”*

- 6.41 Accordingly, this revised application includes a site plan to clearly demonstrate that less than 25 sqm of onsite habitat and/or 5 metres of linear habitat will be impacted as a result of the proposed development.
- 6.42 The proposed development will provide an opportunity for biodiversity net gain due to the increase in areas of soft landscaping at the site following the removal of the existing garage and rear outbuildings.
- 6.43 Should the Council be willing to support the revised application, the applicant is happy to provide details of the landscape/biodiversity enhancements via condition, if necessary.
- 6.44 On the basis of this assessment, the development proposal complies with Policies DMHB5, DMHB11 and DMHB12 Development Management Policies.

## 7 CONCLUSIONS

7.1 It is concluded that the revised scheme is in accordance with the NPPF and the Council's adopted Local Plan. It therefore constitutes appropriate development and should be supported for the following reasons:

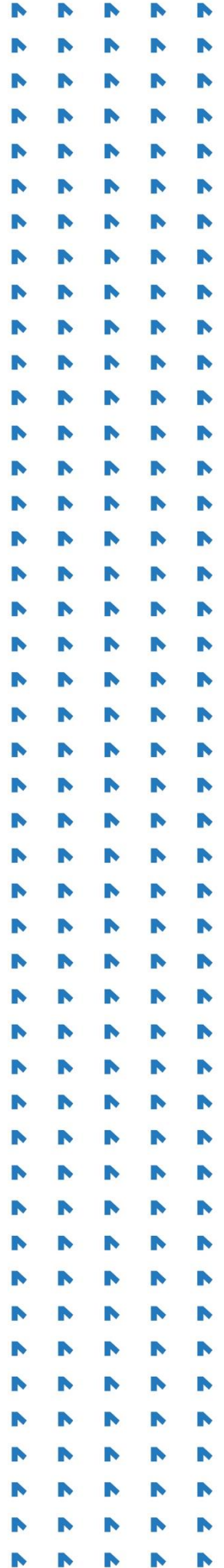
- The principle of redeveloping an existing detached residential property has been demonstrated by the Council's approval of several similar developments at nearby sites within the ASLC under the same policy framework and by the Inspector in assessing the recent appeal;
- The approach to the design of the scheme has been informed by the assessment of the previous approved application at No 16 Frays Avenue;
- The proposed dwelling will incorporate a simple contemporary design with high quality external materials and detailing that will enable the development to respond positively to the visual character of the streetscene and wider ASLC. The design rationale approach has been agreed by the Planning Inspectorate;
- The height of the proposed dwelling has been reduced compared to the previous application and will successfully assimilate within the streetscene, projecting no higher than the ridge of the existing dwelling in line with the Inspector's comments;
- The proposed dwelling will maintain the two metre separation distance between the southern side elevation and boundary shared with No 16 Frays Ave. Furthermore, the proposed scheme will create a new, increased separation distance of 2.74 metres to the shared northern boundary following the demolition of the existing garage. This represents a significant increase when compared to the previous appeal scheme and will positively contribute to one of the key positive characteristics of the ASLC (namely the sense of openness between houses);
- Furthermore, as shown on the accompanying drawings package, the roof form has been simplified, with the removal of the previously proposed front dormer to reduce massing in accordance with the Inspector's comments;
- There will have no adverse impact upon the amenity of the occupiers of any neighbouring properties by way of overlooking, overbearing or overshadowing, and
- The scheme has been designed to provide a suitably high quality living environment for new and existing residents by ensuring appropriate levels of privacy, dual outlook and a design which exceeds all internal space standards.

7.2 In light of the above, the proposed scheme has been demonstrated to comply with the NPPF, the London Plan (most notably Policies D3, D6, and H2) and the Hillingdon Local Plan (most notably Policies DMHB5, DMHB11, DMHB15, DMHB16, DMHB18 and DMT6).

7.3 The proposed works should therefore be considered acceptable.



# Appendix 1





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## Appeal Decision

by J Heppell BA (Hons) MA MRTPI

an Inspector appointed by the Secretary of State

Decision date: 06 February 2026

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### Appeal Ref: 6001276

### 14 Frays Avenue, West Drayton, Hillingdon UB7 7AF

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
  - The appeal is made by Gurmeet Singh against the decision of the Council of the London Borough of Hillingdon.
  - The application Ref is 38871/APP/2025/1797.
  - The development proposed is described as “demolition of existing detached residential dwelling, attached garage and rear outbuildings followed by construction of a replacement dwelling (C3) with associated external alterations including a new vehicular access and boundary wall to the front elevation”.
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### Decision

1. The appeal is dismissed.

### Preliminary Matters

2. I have simplified the appellant’s description of development to remove elements which are not necessary to describe the proposal.

### Main Issues

3. The main issues in this appeal are:
  - the effect of the proposal on the character and appearance of the area;
  - whether the proposal satisfies the requirement for biodiversity net gain (BNG); and
  - the effect of the proposal on on-street parking and the highways network.

### Reasons

#### *Character and appearance*

4. The appeal site is located within the West Drayton Garden City Area of Special Local Character (ASLC). The supporting text to Policy DMHB 5 of the Local Plan Part 2: Development Management Policies Adopted Version, 16 January 2020 (LPP2) identifies Areas of Special Local Character as non-designated local heritage assets that have a character and identity which local residents value and the Council wishes to preserve or enhance. It explains that ASLCs recognise particularly good examples of more familiar types of development.
5. In respect of non-designated heritage assets, the National Planning Policy Framework (the Framework) requires a balanced judgement to be made having regard to the scale of any harm or loss and the significance of the heritage asset.

The ASLC's significance derives from its regularity of form, spacious tree lined frontages, and generally long rear gardens. The area is characterised by a mix of houses and bungalows both traditional and modern, with Frays Avenue exhibiting a notable variety of dwellings.

6. The appeal site is one of the older properties in the street, but although its materials and fenestration are expressive of its era, its overall form makes only a moderate contribution to the character and appearance of the ASLC. As such, its demolition would not harm the significance of the asset or conflict with Criterion C of Policy DMHB 5, which protects buildings that positively contribute to the character and local importance of the ASLC. Moreover, its demolition would align with the planning permissions previously granted to demolish and replace dwellings at 16, 20 and 45 Frays Avenue<sup>1</sup>.
7. Criterion B of Policy DMHB 5 of the LPP2 relates to extensions and is not relevant, but Criterion A requires new development to reflect the character and original layout of the ASLC. The existing dwelling is notably large in relation to other properties in the street, emphasised by the fact that there are bungalows on either side. Whilst the proposal would respect the building line and overall pattern of the estate, it would be higher than the existing dwelling and would narrow the gap to the adjacent bungalow at No 12, notwithstanding the removal of the existing attached garage. Although the front gable and hipped roof of the proposal would reflect the style of the existing dwelling, the proposed dormer window would emphasise the dwelling's size, notwithstanding that there are dormer windows in nearby dwellings with two floors of accommodation. Overall, the dwelling's massing would be at odds with, and harmful to, the character of the area.
8. The proposed enlargement of the dwelling's footprint rearwards would not be harmful given that the rear portion of the proposed dwelling would step, and its rear elevation would broadly align with the properties on either side. The proposed dwelling's simple architectural detailing and large, single pane windows would not be objectionable given that other recent dwellings in the road exhibit similar characteristics. The use of bricks would not replicate the render which characterises the existing dwelling but, were I minded to allow the appeal, this could be addressed by a planning condition.
9. Taking all the above matters into account, I conclude that the proposal would diminish the significance of the asset and, in so doing, harm the character and appearance of the area, contrary to Policy D3 of the London Plan March 2021 (LP), policies BE1 and HE1 of the Local Plan Part 1: Strategic Policies (Adopted November 2012) (LPP1) and policies DMHB 5, DMHB 11 and DMHB 12 of the LPP2. Together these policies require development to be appropriate to the identity and context of Hillingdon's townscapes and to conserve and enhance Hillingdon's historic landscape. The proposal would conflict with paragraphs 129 and 135 of the Framework, which require proposals to be sympathetic to local character and history, and to maintain an area's setting.

#### *Biodiversity net gain*

10. BNG is required under the statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (the Act), inserted by the Environment Act 2012. The appellant has stated that the development would be completed by the

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<sup>1</sup> LPA Refs 53156/APP/2020/2990, 17012/APP/2020/368 and 24351/APP/2016/1304.

current homeowner, who has been intrinsically involved throughout the entire design process, and on this basis an exemption from BNG is sought by reference to Paragraph 17 of Schedule 7A of the Act.

11. Self-build and custom build proposals qualify for an exemption provided the development consists of no more than 9 dwellings, is on a site that has an area no larger than 0.5ha, and consists exclusively of dwellings that are self-build or custom housebuilding. The proposal satisfies the first two criteria, being less than 9 dwellings and on a site of less than 0.5ha. To satisfy the third criterion, the appellant has offered to be bound by a condition to secure the submission of a BNG metric should a self build exemption not be successfully secured.
12. However, on the basis of the evidence before me, a condition requiring occupation of the dwelling by the person who built it would not meet the tests in paragraph 57 of the Framework. A deed of unilateral undertaking under s106 of the Town and Country Planning Act 1990 is therefore required. As I have not been supplied with a completed undertaking, there is no mechanism to secure the development as self-build, and consequently the proposal does not qualify for an exemption from BNG.
13. The appellant has argued that the proposal meets the de minimis exemption which applies to development that does not impact a priority habitat and impacts less than 25sqm of onsite habitat and 5m of linear habitats such as hedgerows. However, in the absence of a completed small sites metric showing the pre-development biodiversity value of the onsite habitat, I have no evidence before me that the de minimis exemption applies. The appellant has suggested that the proposal would provide an opportunity for BNG where soft landscaping would replace the garage and outbuildings which are to be demolished, but again this has not been evidenced.
14. I therefore conclude that the proposal fails to satisfy the requirement for BNG in Schedule 7A of the Town and Country Planning Act 1990, and conflicts with the guidance on habitats and biodiversity contained in the Framework. The proposal would not accord with Policy G6 of the LP, Policy EM7 of the LPP1 and policies DMEI 7 and DMHB 14 of the LPP2, which together aim to secure BNG as part of new development.

#### *On-street parking and the highways network*

15. The proposal would retain the existing vehicular access to the site, meaning that there would be no change to visibility splays, and no impact on the existing street parking bays in front of the site. Whilst cycle storage and electric vehicle charging points are not shown, there is ample space for these to be provided, and were I minded to allow the appeal a condition could deal with these matters.
16. I have not been made aware that existing residents of the property are prevented from applying for parking permits, and whilst the proposal is for a larger replacement dwelling, no reasoning has been advanced for preventing future residents from applying for permits. Moreover, the proposal provides an appropriate level of onsite parking in accordance with the Council's standards. I therefore find that the proposal would not give rise to increased parking stress, and would not necessitate a deed of unilateral undertaking under s106 of the Town and Country Planning Act 1990 to prevent future occupiers from applying for parking permits.

17. I conclude that the proposal would not adversely affect on-street parking and the highways network, and would accord with policies T2, T4, T6 and T6.1 of the LP and policies DMT 1, DMT 2, DMT 5 and DMT 6 of the LLP2. Together these policies seek to manage transport impacts, ensure safe vehicular access, provide adequate parking and make provision for cyclists.

### **Conclusion**

18. For the above reasons, the proposal conflicts with the development plan, when read as a whole. Material considerations do not indicate that a decision should be taken other than in accordance with the development plan. I therefore conclude that the appeal should be dismissed.

*J Heppell*

INSPECTOR

# Appendix 2

