



## Woolf Bond Planning

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6 April 2021

London Borough of Hillingdon  
Environment and Community Services  
3 North, Civic Centre  
High Street  
Uxbridge  
Middlesex  
UB8 1UW

Dear Sir / Madam,

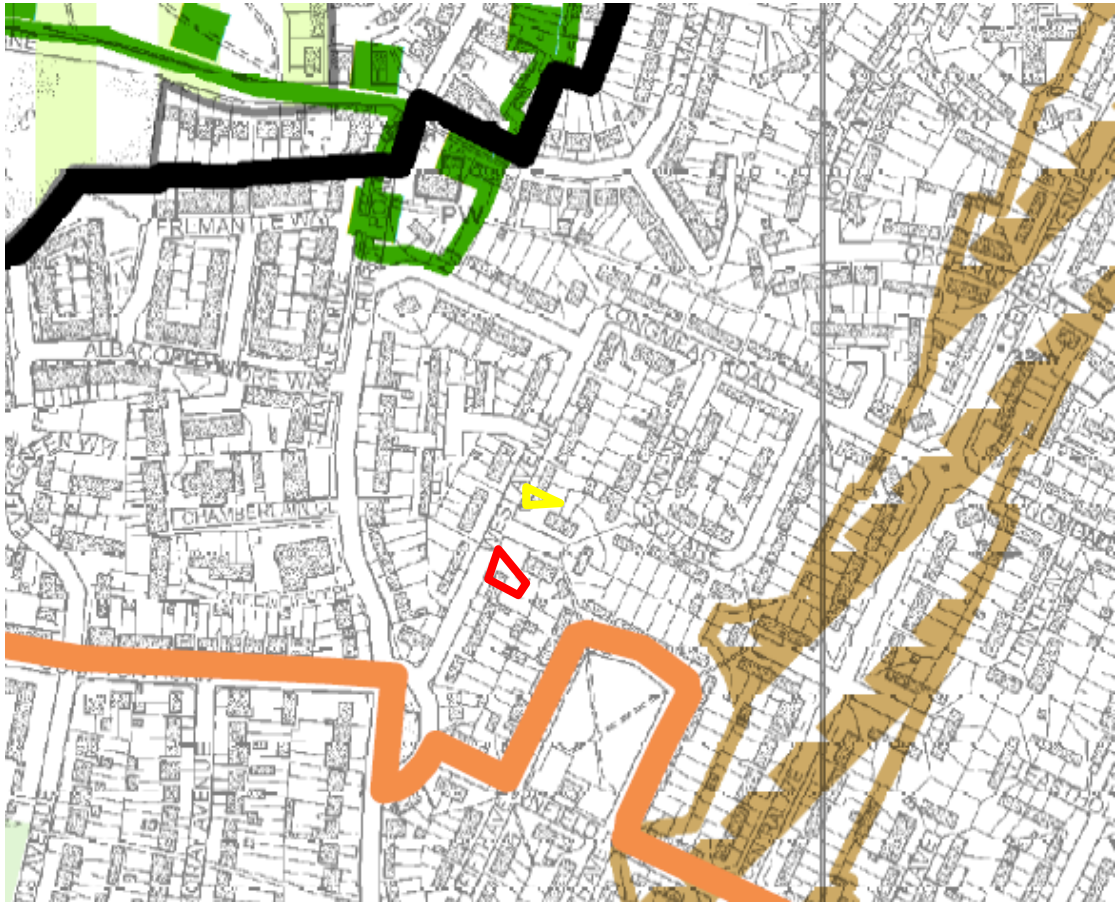
**Erection of a two storey, 1-bed end-of-terrace dwelling with associated amenity space and parking including installation of associated vehicular crossovers (existing dwelling retained with porch removed).**

### **LAND AT AND ADJACENT TO 18 WEST AVENUE, HAYES, UB3 2EY**

I write on behalf of the applicant in relation to the enclosed planning application for the development as described above relating to land at and adjacent to 18 West Avenue, Hayes, UB3 2EY. As indicated on the supporting plans, the proposed dwelling would be attached to the existing property.

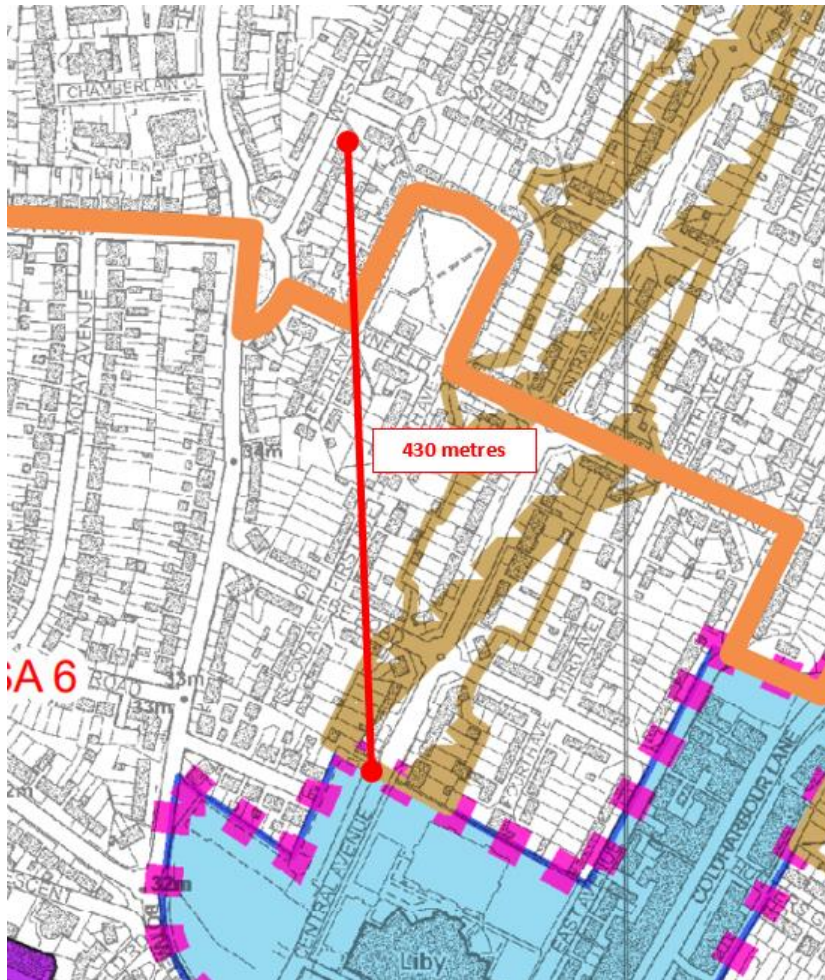
### **Site Context**

West Avenue is a residential street located within the settlement of Hayes. The avenue is characterised by conventional two storey red or brown brick properties, of a typically suburban character. No. 18 West Avenue forms a two storey semi-detached dwelling adjoining a group of terraced properties. It is also located opposite a further row of terraced homes. To the north of the site lies the junction of West Avenue and Rowan Place. The property benefits from an uncharacteristically large side garden. An extract taken from the Council's online Local Plan Proposals Map is provided over the page.



*Local Plan Proposals Map Extract with application site indicated in red and the location of the dwelling approved at 20 West Avenue (referenced below) bounded in yellow*

In addition, the below extract indicates the site's sustainable location within 430 metres from Hayes town centre (that includes many key services and facilities, including Hayes & Harlington train station).



*Local Plan Proposals Map Extract indicating site's proximity to Hayes town centre*

As demonstrated on the Local Plan proposals map extracts, West Avenue is located within the settlement of Hayes. It is within walking distance of a range of services and facilities including Lake Farm Park Academy and Hayes town centre (all within 800m of the site).

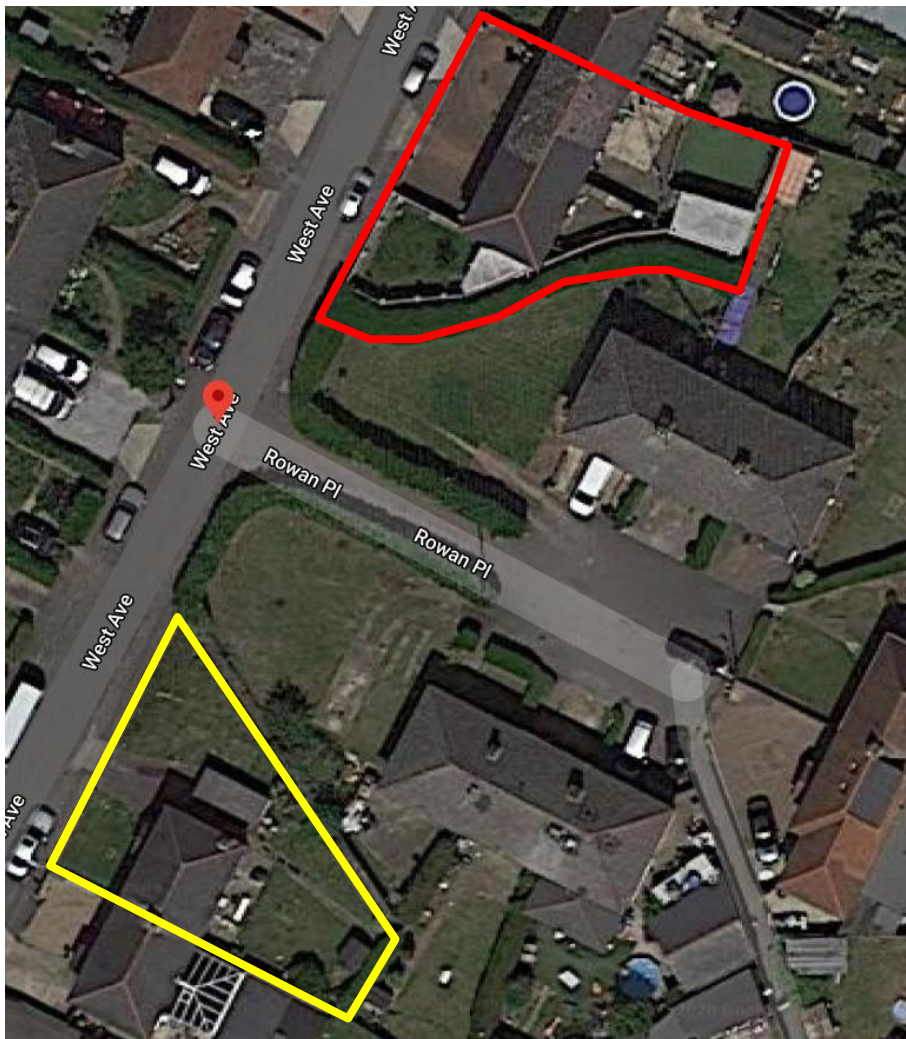
### **Planning History**

Of particular relevance to this application is an approved 2010 application (LPA Ref. 63612/APP/2010/1927) that sought permission for a similar dwelling to that that now proposed on land adjoining 20 West Avenue (to the immediate north of the application site).

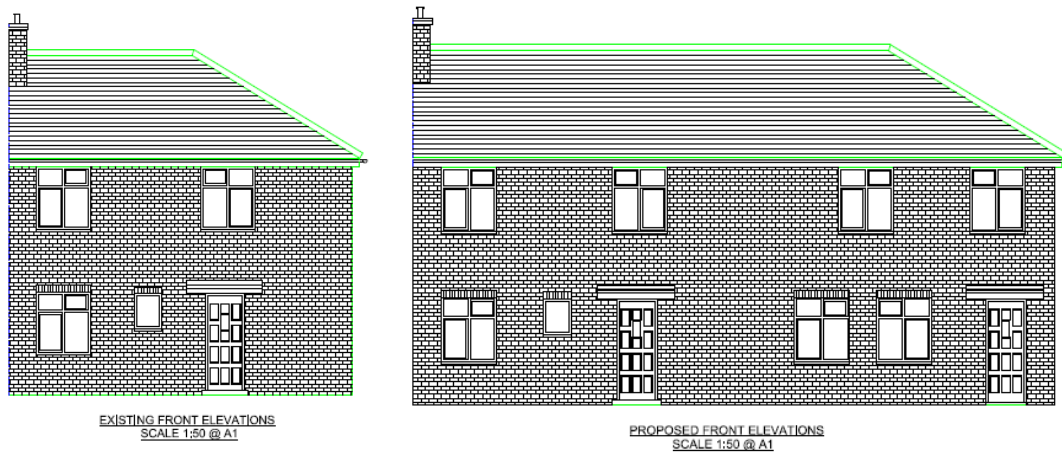
The images below form extracts from the approved drawings relating to the now constructed dwelling adjoining 20 West Avenue:



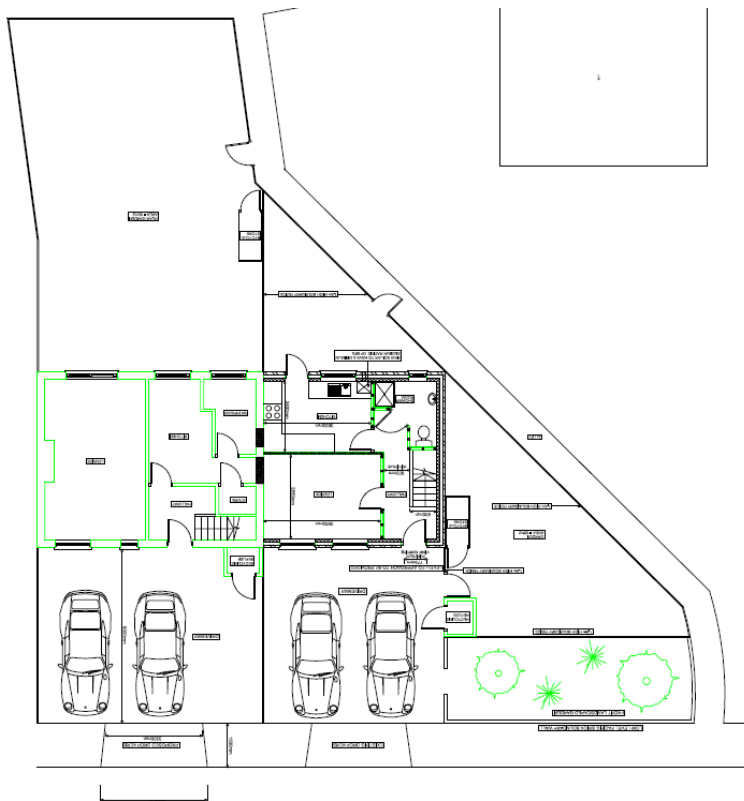
Extract from submitted Location Plan (20 West Avenue site indicated in red, application site indicated in yellow)



Satellite view (Source: Google Earth) (20 West Avenue site indicated in red, application site indicated in yellow)



*Extract from the approved Existing and Proposed Front Elevation (proposed dwelling on the right) adjoining 20 West Avenue*



*Extract from the Site Plan approved adjoining 20 West Avenue*

The application approved adjoining 20 West Avenue was approved under the authority's delegated powers. The approval and completion of the scheme adjoining 20 West Avenue indicates that the principle of the erection of a two storey property in a terraced form should also be appropriate on the application site adjoining 18 West Avenue.

It is evident in particular from the Location Plan and Site Plan that the application site's characteristics are very similar to that approved at 20 West Avenue. Namely, the land forms surplus side garden to an existing end of terrace property and offers the opportunity for an infill development of a character that will not result in harm to the surrounding area and in a form that has significant comparables with that recently constructed at 20 West Avenue.

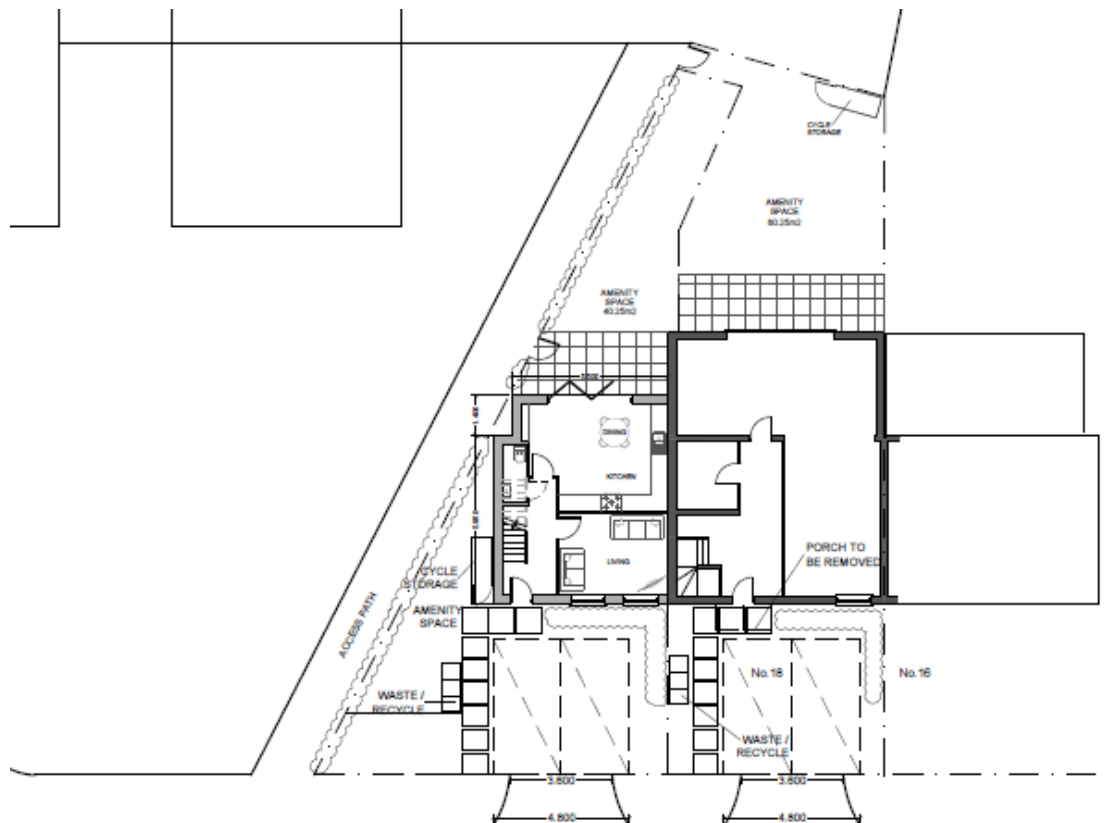
A previous application was refused on the site in late 2020 for the reasons set out below (LPA Ref. 73777/APP/2020/3239):

- 1. The proposed development by reason of its siting in this open prominent position, its size, scale, bulk, depth, width and proximity to the side boundary, would result in the closing of an important gap characteristic to the area, resulting in a cramped appearance. The proposal would therefore represent an overdevelopment of the site to the detriment of the visual amenities of the street scene and the character and appearance of the surrounding area. The proposed development is therefore contrary to policies DMHB 11, DMHB 12 and DMHD1 of the Hillingdon Local Plan - Development Management Policies (2020) and Policies 3.5 and 7.4 of the London Plan (2016).**
- 2. The proposal would result in the provision of a vehicular crossover of excessive width, close to a highway junction, and would also result in the proposed parking space being located in front of the main door entrance to 18 West Avenue, which would physically obstruct access for household occupiers. The proposal would thus result in conditions detrimental to pedestrian and highway safety, contrary to policies DMT 2 and DMT 6 of the Hillingdon Local Plan: Part Two – Development Management Policies (January 2020).**
- 3. The proposed development, by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the size and layout of the proposed unit would result in an over-development of the site detrimental to the residential amenity of existing and future occupiers. The proposal is therefore contrary to Policies DMHB 11 and DMHB 18 of the Hillingdon Local Plan: Part Two – Development Management Policies (January 2020).**

We detail how the scheme responds to the previous reasons for refusal later in this statement.

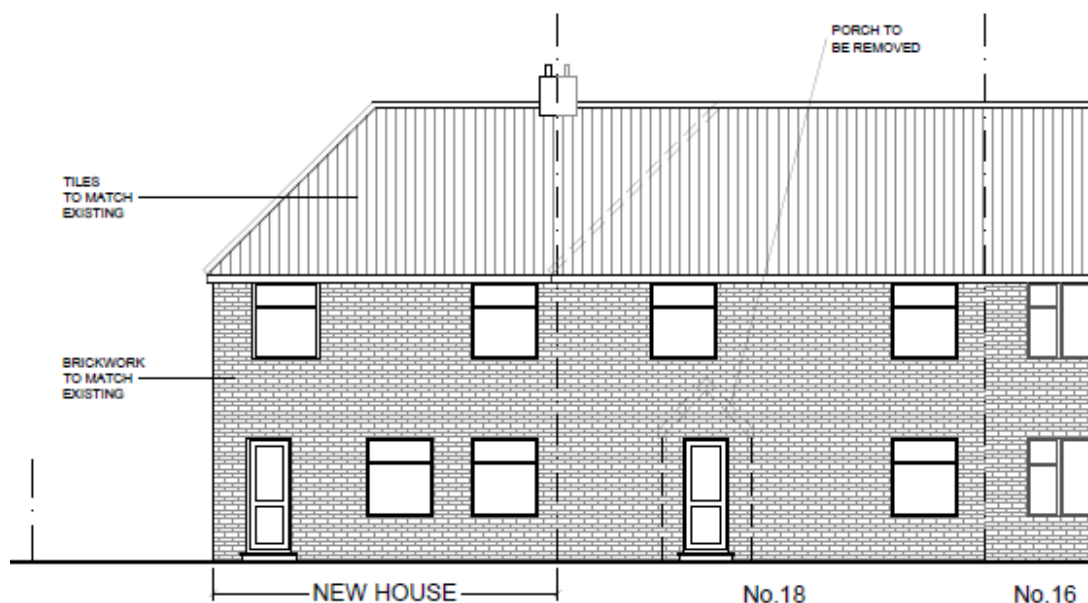
### **Proposed Scheme**

A copy of the key application plans including the proposed block plan and front elevation are provided below. In summary, the proposed scheme is for a 1 bedroom new dwelling in the form of a terraced extension to the existing dwelling. It follows a building line both to the rear and front consistent with the existing property. Two new parking spaces are proposed in front of the dwelling, the existing detached garage is demolished and 2 spaces are retained in front of the existing 18 West Avenue property. The proposed design is of the same scale and height as the existing property and features a window design consistent with the host property. Further, the scheme includes a hipped roof at an angle akin to the existing property and provides an appropriate end to the terrace. Private amenity space is proposed to be re-provided for the existing property to the rear and two areas of amenity space provided to serve the new property, one to the side and another to the rear. Further, an area of proposed green landscaping is proposed on the front of the site immediately adjacent to the West Avenue street scene.



WEST AVENUE

*Proposed Site Plan*



*Proposed Front Elevation*

## Planning Policy Considerations & Response to Reasons for Refusal

The relevant development plan comprises the London Borough of Hillingdon Local Plan Part 1 – Strategic Policies (November 2012) and the Local Plan Part 2 - Development (January 2020) together with the London Plan (2016).

In addition, the National Planning Policy Framework ('NPPF') forms an important material consideration in decision making at the national level. This states at paragraph 123, part (a):

**“Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. In these circumstances:**

**a) plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. This will be tested robustly at examination, and should include the use of minimum density standards for city and town centres and other locations that are well served by public transport. These standards should seek a significant uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be inappropriate”;**

Of further relevance is Policy H2 (Small sites) in the London Plan that states:

**“A Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making in order to:**

- 1) significantly increase the contribution of small sites to meeting London’s housing needs**
- 2) diversify the sources, locations, type and mix of housing supply**
- 3) support small and medium-sized housebuilder**
- 4) support those wishing to bring forward custom, self-build and community-led housing**
- 5) achieve the minimum targets for small sites set out in Table 4.2 as a component of the overall housing targets set out in Table 4.1”.**

The application site is located within a built-up residential area which lies in close proximity to a wide range of local services and facilities including bus stops. The scheme provides for an effective and efficient use of land without proposing a density that is out of keeping with the site’s surroundings as indicated above, taking account of the need to ensure retention of privacy to both current and future neighbours. The scheme is therefore consistent with NPPF paragraph 123, part (a) and the emerging London Plan.

Further, paragraph 68, part (c) of the NPPF states:

**“Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should:**

**...**

**c) support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes”;**

The proposed scheme accords with the above objective by forming a windfall site that is suitable for development within an existing settlement. Such development is to be supported and great weight given to the use of such sites for housing

development. The scheme provides a material contribution towards the identified minimum housing requirements in the London Borough of Hillingdon. It follows that the principle of residential development in this location is to be supported subject to the consideration of detailed development management matters.

Policy DMH 6 (Garden and Backland Development) of the Part 2 – Development Management Local Plan states as follows:

**“There is a presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity. In exceptional cases a limited scale of backland development may be acceptable, subject to the following criteria:**

- i) neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;**
- ii) vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;**
- iii) development on backland sites must be more intimate in mass and scale and lower than frontage properties; and**
- iv) features such as trees, shrubs and wildlife habitat must be retained or re-provided.”**

The Proposed Site Plan indicates that the privacy of existing homes and gardens of the existing properties along West Avenue and Rowan Place will be retained, with a separation distance of the proposed dwelling from 2 Rowan Place reflecting that considered acceptable at the 20 West Avenue site. Paragraph 7.1 of the officers report confirms that the scheme previously considered was acceptable in all residential amenity it respects:

**“Overall it is considered that the proposed house would not cause harm to the amenity of nearby residents. The development would not result in any further overlooking or loss of amenity for neighbouring occupants”**

With respect to the vehicular access, there is sufficient space as indicated on the plan to accommodate 2 parking spaces per dwelling without harm to the neighbouring properties. Furthermore, the provision of parking for the proposed dwellings has been arranged to ensure that it does not generate undue disturbance or impacts upon the amenity of neighbouring properties. It follows that the scheme is consistent with the Council's parking standards.

In respect of scale, as indicated on the elevations, the proposal would be consistent with the neighbouring property at both ridge and eaves level and includes a hipped roof akin to the existing dwelling and that found at the 20 West Avenue scheme. The design also ensures that the properties read as a terrace of dwellings reflecting other properties on West Avenue, thereby reflecting the built form and character of the road. These considerations were further assessed in the officer's report assessing the 20 West Avenue scheme:

**“The street scene and surrounding area is characterised by a mix of two storey detached houses and blocks of terraced houses. As such, the conversion of the pair of semidetached houses, 20 and 22 West Avenue,**

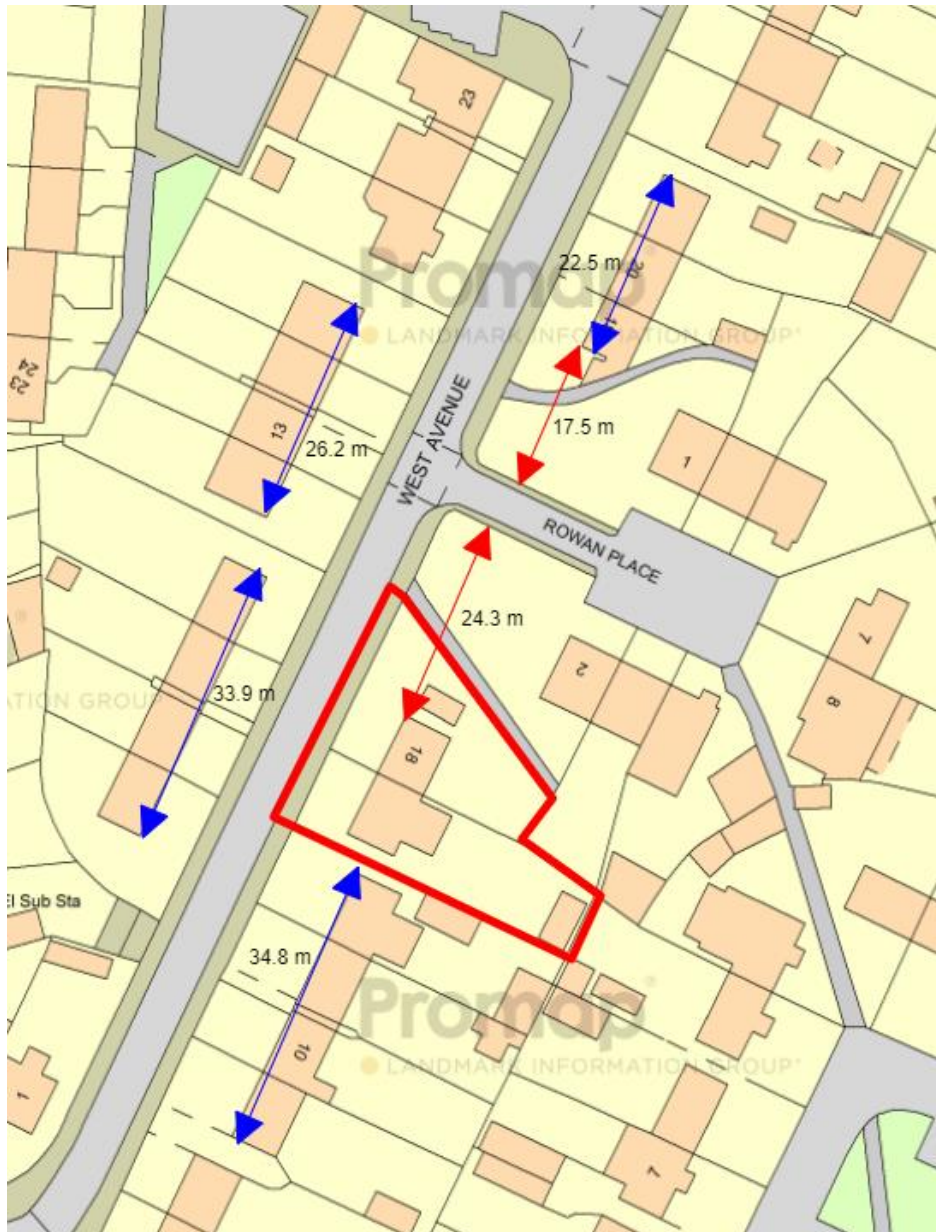
to a terrace of three properties would not appear out of keeping with the street scene. A similar scheme was allowed on appeal at 38 West Avenue (48078/APP/2009/1459). In that application, no objections were raised to the conversion to provide a terrace of 3 houses.

The proposed house would not breach the return building line in Rowan Place. It would match the size, scale, bulk, design and appearance of the pair of semi-detached houses, nos. 20 and 22 West Avenue. The chamfered corner at ground floor level together with the first floor cantilevering over has been omitted from the scheme. The south east corner of the proposed house would now abut the side boundary with the high level hedge along the alley way. However, this is not considered to result in a cramped form of development as the alley way would retain a sufficient open gap along that side of the new house.

The 2m high boundary treatment located around the perimeter of the proposed external amenity space servicing the dwelling unit has now been reduced to 1.8m high matching that of the existing close boarded timber fence in that area fronting the road. As such, this is not considered to represent an overbearing and visually intrusive form of development harming the appearance of the street scene" (Sic) (page 15).

As explained in the above quotation the character of the area is defined by a mix of two storey detached and terraced houses. Such proposals have previously been approved to extend such properties at 38 and 20 West Avenue, including at appeal. The proposed building line, size, scale, design and appearance of the proposal matches the host 18 West Avenue dwelling. Further the proposed siting in relation to the site's side boundary is the same and a similar boundary treatment can be created. In addition, a private side garden to serve the new dwelling can be provided, alongside front landscaped areas so to enable an improved green landscaped frontage to the street scene.

Reference was made in the officer's report relating to the previous application whereby the proposal would harmfully reduce the gap between the site and Rowan Place and in addition that the proposal would have a terracing effect upon the semi-detached pair of existing dwellings. As indicated using respective red arrows on the plan below, the existing gap between the flank elevation serving the existing No. 18 West Avenue property and Rowan Place is circa 24 metres. By comparison, the similar proposal whereby No. 20 West Avenue was extended benefits from a gap of 17.5 metres. The infilling of the relevant gap can therefore be assessed as entirely consistent with the character of the area and would still retain a spacious gap of circa 40 metres between the flank elevations of the two dwellings either side of Rowan Place. In addition, the blue arrows indicate the prevailing character of West Avenue that generally forms blocks of terraced development comprising three to four dwellings in length. The proposal would result in a terrace of a width that is still considerably less than other examples found in the immediate locality (such as those illustrated in the street view image below). Further, the scale of development would be a conventional two storeys with a ridge and eaves height matching the existing property (and other examples on West Avenue). Finally, a hipped roof would further mitigate any conceivable suggestion of the scheme forming an overdevelopment.



Annotated plan indicating separation distances and width of properties



Nos. 3 to 9 West Avenue (Source: Google Street View)

Policy DMHB 18 (Private Outdoor Amenity Space) in respect of private outdoor amenity space indicates that all properties should have good quality and useable private outdoor amenity space. The policy (Table 5.3) indicates that for a 1 bedroom house (as proposed) a minimum of 40 square metres should be provided. As indicated on the site layout, the proposed development ensures that the residents of the new dwelling alongside the retained one at 18 West Avenue (identified at section 7.5 of the previous officer's report to provide an appropriate provision) will have amenity space in excess of these minimum requirements. Furthermore, the orientation of the properties, with the gardens to the southeast ensure that they will have sunlight for the majority of the day. The additional amenity space proposed to the side of the proposed dwelling, although lying to the north of the building, will still be served by daylight across a significant period of the day as the provision of parking on the land adjacent ensures that there are no structures which would block natural daylight from this area. The provision of two separate amenity areas for the proposed dwelling is reflective of the solution agreed in the nearby 20 West Avenue proposal. This therefore further demonstrates the appropriateness of the proposed amenity space that exceeds the Council's policy requirements.

In summary, the proposal can be found to be consistent with Policy DMH 6. The proposed separation distances are consistent with those normally required in development management situations, appropriate car parking and access can be provided for both the existing and proposed property and the scale and mass of the development is consistent with that of the adjoining dwelling at 18 West Avenue and reflects that approved at the property adjoining 20 West Avenue. It follows that the site offers a rare opportunity where a surplus side garden in a sustainable location can be developed in a policy compliant manner for additional residential development.

In relation to the proposed parking solution, the scheme provides an appropriate number of spaces consistent with Policy DMT 6 and now provides for appropriate breaks between parking space areas such that the crossovers are not of an excessive width. In addition, the front doors are not hindered by the location of the car parking spaces such that the scheme is appropriate in highway respects.

Policy DMHB 17 (Residential Density) indicates that locations that have a suburban character should achieve between 35 and 70 units per hectare on sites where proposing terraced development. The erection of an additional dwelling on this site means that with the retained existing home, a density of around 59 dwellings per hectare would be achieved. This density is reflective of that approved for the dwelling adjacent to 20 West Avenue and the need to deliver new residential dwellings in settlement locations. The proposal is therefore consistent with this policy objective.

It therefore follows that the application site represents an appropriate location for potential additional residential development with an existing plot size depth that enables a scheme to come forward that still provides for an appropriate relationship having regard to the existing character of the area. The retained and proposed house would benefit from appropriate garden sizes. Such garden areas are entirely appropriate for use by families in a sustainable, urban location and as previously noted reflects that approved in the dwelling adjacent to 20 West Avenue.

The scheme, as shown on the site layout plan shows areas for landscaping that will break up and soften the areas of built form whilst demarking private and public areas. This approach is reflective of that agreed for the dwelling adjoining 20 West Avenue and therefore, with the landscaping proposed, the scheme will not appear out of keeping with the built up residential character of the surrounding area.

For the above reasons, the proposal is entirely consistent with the Part 2 Development Management Policies document, such that the principle of development can be supported.

### **Summary**

The application seeks permission for a similar scheme to that which was granted permission by the Council in September 2010 for the site adjoining 20 West Avenue (LPA Ref. 63612/APP/2010/1927). Further, the scheme has been positively amended so to ensure it appropriately responds to the previous refusal and can now be approved.

As set out above, the proposed dwelling, the subject of this application will have no material impact on highway safety or residential amenities and is appropriate in design terms. Further, it contributes towards the Council's minimum housing needs in a sustainable, settlement location.

To conclude and in my professional opinion, the proposed dwelling would represent a positive addition to the street scene without any adverse impact on neighbouring amenity or other technical considerations. It complies with the development plan and the application can therefore be supported.

Yours sincerely,

***Woolf Bond Planning***

Encs.