

**1086:
CONSTRUCTION OF A NEW TWO-BEDROOM FLAT
AT 107 WEST DRAYTON ROAD, HILLINGDON, UB8 3LE:**

1086-D01: DESIGN AND ACCESS STATEMENT:

DESIGN AND ACCESS STATEMENT

**TO BE READ IN CONJUNCTION WITH DRAWINGS NOS:
1086-01, -02, -03, -04, -05, -06, -07, -08, -09, -10.**

THE PROPOSAL

The application property comprises a three-storey block of 5no. Purpose-built 2-bedroom flats with parking, constructed under Planning Approval Ref: 7796/APP/2016/2758 , completed during 2019.

It is proposed to commission a new 2-bedroom residential unit on the rooftop of the existing building.

The existing structure will be adapted at roof level to receive a bespoke prefabricated structure, which will be craned into position with the minimum of disruption to occupiers of the existing flats or to traffic and adjacent neighbours.

The new structure will be positioned and designed to minimise visual impact.

This is a Full Planning Application, but the scope of the works is similar to that for which Permitted Development (PD) Rights would apply had the existing building been constructed before 2018.

SITE DESCRIPTION

The site is in a corner position southeast of a busy highway intersection between A465 West Drayton Road and A437 Harlington Road.

The junction is faced by an established brick wall some 1.8m high along the back-pavement line, which encloses a landscaped garden.

The roof shape can be seen clearly at the centre of the aerial view below.

The proposed dwelling structure will be set back well within the white surrounding parapet wall.

The site has vehicular and pedestrian access from West Drayton Road, on the Northern edge of the site, leading to car parking bays and the Ground Floor entrance lobby.

The remainder of the site footprint allows for refuse and cycle storage enclosures and garden amenity space.

The east boundary adjoins access to the neighbouring property to the south.



Aerial view showing the site to the SE of the traffic intersection.

APPLICATION CONTEXT

The existing building was successfully developed according to Approved Plans and has been fully occupied since completion.

To address national and local demographic and market need, National policy introduced an opportunity within the Planning Framework for Permitted Development (PD) to allow an additional storey on existing residential buildings, within certain defined circumstances.

While these circumstances are only applicable to buildings constructed prior to 2018, the constraints are met specifically with the current proposal.

This application is therefore for Full Planning Permission to erect a new dwelling at roof level on the existing building.

It will be set back behind the existing perimeter parapet, which will not be altered, and designed and positioned to minimise visual impact from ground level and from other properties, as described later.

Adequate parking and refuse collection facilities already exist on the site, and the new unit will have significant outdoor amenity area at roof level without incurring any overlooking of neighbouring properties.

PLANNING HISTORY

The existing building was approved under 7796/APP/2016/2758 and constructed soon after in accordance with the approved documents.

A subsequent application 7796/APP/2019/1312 sought approval to add an additional flat at roof level, but was refused.

The decision was appealed, ref: APP/R5510/W/19/3243428, and the appeal was dismissed by the Planning Inspectorate.

The current application has been reconfigured significantly compared with that previous submission, in order to take into account the concerns expressed by the Case Officer and the Inspector, and it is submitted that the revised design has overcome the issues that invalidated the refused proposal.

The reason for refusal was identified to:

"comprise visually dominant development in an area characterised by mainly two-storey development....." (Hillingdon BC Planning)

And have:

"..... the effect of the proposed development on the character and appearance of the area" (Planning Inspectorate).

The issue was further expanded in the Appeal dismissal, and the details are discussed later in this statement.

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This Application has been prepared with acknowledgement of the constraints and recommendations of the Hillingdon Local Plan (2012) and Supplementary Planning Guidances, and The London Plan - The Spatial Development Strategy for London (2016) and national guidance under NPPF (2018).

Part 1 Policies:

PT1.BE1

PT1.H1

(2012) Built Environment

(2012) Housing Growth

Part 2 Policies:

AM7: Consideration of traffic generated by proposed developments.

AM 14: New development and car parking standards.

BE 13: New development must harmonise with the existing street scene.

BE 15: Alterations and extensions to existing buildings

BE 19: New development must improve or complement the character of the area.

BE 20: Daylight and sunlight considerations.

BE 21: Siting, bulk and proximity of new buildings/extensions.

BE 22: Residential extensions/buildings of two or more storeys.

BE 23: Requires the provision of adequate amenity space.

BE 24: Requires new development to ensure adequate levels of privacy to neighbours.

BE38: Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

DMH 2: Mix of housing units

DMH 11: Housing Mix

DMH 16: Design of New Development

DMH 17: Housing Standards

DMH 18: Residential Density

DMHB 18: Private Outdoor Amenity Space

HDAS-LAY: Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

LPP 3.3 (2016) Increasing housing supply

LPP 3.4 (2015) Optimising housing potential

LPP 3.5 (2016) Quality and design of housing developments

LPP 7.2 (2016) An inclusive environment

LPP 7.4 (2016) Local character

LPP 8.3 (2016) Community infrastructure levy

NPPF-2 2018 - Achieving sustainable development

NPPF-5 2018 - Delivering a sufficient supply of homes

NPPF-6 2018 - Building a strong competitive economy

P.81. flexible policies

NPPF-7 2018 - Ensuring vitality of town centres

P.85. encourage residential development

NPPF-8 2018 -Promoting safe and healthy communities

P.93. estate regeneration

NPPF-11 2018 - Making effective use of land

P.117. ...makes as much use as possible of previously-developed or 'brownfield' land"

P.122. ... effective use of land..."

P.123. ... make optimal use of the potential of each site...."

NPPF-12 2018 - Achieving well-designed places

P.127.a,b,c,d,e,f.

P.131. "....outstanding or innovative designs....."

London Plan (2017)

Relevant policies include:

3.3 Increasing housing supply

3.4 Optimising housing potential

3.5 Quality and design of housing developments

3.11 Affordable Housing Targets

5.2 Minimising carbon dioxide emissions

5.3 Sustainable design and construction

5.17 Waste Capacity

6.9 Cycling

6.13 Parking

7.1 Lifetime Neighbourhoods

7.4 Local character

7.5 Public realm

7.6 Architecture

8.2 Planning Obligations

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PROPOSALS AND DESIGN

The proposal comprises a single two-bedroom dwelling to be constructed off-site and craned into position supported off the existing structure to Engineer's calculated designs.

This method of delivery and installation will minimise disturbance to existing occupants, avoid prolonged works adjacent to neighbours and cause only very short-term traffic management requirement.

The new dwelling will be served by the existing staircase, which will be extended with full width and headroom to the new level.

However, the enclosure of the staircase at roof level will be carefully designed to have a profile that cannot be seen from the street below or even from distant outside views.

All services in the existing building have adequate capacity to accommodate the new dwelling, and connections will be made into the existing ducted incoming and outgoing facilities.

The structure of the new dwelling will be fabricated with a steel frame to enable structural rigidity for assembly in component sections, with fully-preinstalled insulation, internal services and glazing units to meet energy and daylight performance in excess of all statutory and advisory standards.

The external cladding will comprise a rain screen of material of high integrity that can be specified to meet a range of visual appearance preferences as discussed later.

AMOUNT

The application site has an area shown by the red line on the drawings of some 0.06 Ha.

The existing development comprises 5no. 2-bedroom flats with Gross Internal Areas (GIAs) in excess of LHS standards, and the proposal comprises a single 2-bedroom dwelling of approximately 76 sq. m. GIA, excluding the staircase.

Of this internal floor area, the layout includes dimensions that exceed the requirements of London Housing Standards (LHS) in respect of height and glazing area, Living/Kitchen/Dining floor area, Bedroom floor areas and minimum width, storage areas, and outdoor amenity areas, as shown in the Layout Description below.

Standard of accommodation

Policy 3.5 of the London Plan 2015 states that housing developments should be of the highest quality internally and externally and should ensure that new development reflects the minimum internal space standards (specified as Gross Internal Areas) as set out in table 3.3 of the London Plan (amended March 2016).

LAYOUT

The new dwelling is approached via the existing staircase, which is extended under a low profile insulated canopy leading into a lobby within the dwelling structure.

The existing lift is not extended to the top level, but can be used up to the existing second floor level without disturbing the existing occupiers as it is accessed from a communal lobby.

An entrance lobby is provided within the dwelling, which leads to doorway at the corner of a large open-plan Living / Dining / Kitchen Area which features double-aspect glazing to the west and south including doors opening out onto private garden terraces that are enclosed with glazed security screens.

The living space will therefore benefit from a southern aspect and daylight will penetrate into the central hall area (which also has a rooflight).

The Living Area includes a kitchen area fitted with low- and high-level storage cupboards and a rooflight, and leads to hallway with rooflight, storage cupboard and shelf unit.

This hallway in turn leads to a fully-fitted bathroom with rooflight, and two bedrooms.

The smaller bedroom has a window facing north and storage cupboard, and the large bedroom has double-aspect glazed doors leading out to a garden terrace, and a storage cupboard, and is large enough to allow flexible use as a study/ home office.

The terraces will comprise lightweight crate frames with trays to accomodate a choice of finish, all sustainably drained into the existing rainwater system or collection tanks.

As described below, the dwelling structure is set well back from all sides of the existing building, behind the existing parapet wall, with the glazed terrace enclosure screens also set back from the parapet.

This means that the occupiers of the new dwelling will have complete privacy from overlooking from outside and will enjoy long distance views across trees and rooftops without being able to look downwards and compromise neighbour privacy.

Impact upon neighbouring amenity

Policy states that proposals must be designed to ensure that they would not have an undue negative impact upon the amenity of neighbouring properties in terms of loss of light, quality of living conditions, privacy, visual intrusion and noise, and this has been respected with the proposed design.

Areas:

Living/ Dining / Kitchen: 31 sq m.

Bedroom 1: 12.0 sq m. Min width 2750mm

Bedroom 2: 16.7 sq m. Min width 4100mm

Storage 3.4 sq m.

Outdoor amenity 39.5 sq m

Ceiling heights 2.5m

SCALE AND APPEARANCE

The matter of scale and appearance is of key importance for this application.

The grounds for refusal of an earlier application at the Site are listed below for comparison, as the current proposal has been configured to fully meet the intentions of Local and National Policies, and is believed to have overcome those earlier objections:

A previous Planning application to develop a roof-storey dwelling on this site (7796/APP/2019/1312), was refused on the following single grounds:

"The proposed development, by virtue of its siting in this open, visually prominent position, the additional height, size, scale and bulk, would comprise visually dominant development in an area characterised by mainly two storey development would therefore represent an overdevelopment of the site to the detriment of the visual amenities of the junction, the general street scene and the character and appearance of the surrounding area.

The proposed development is therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.4 of the London Plan (2016) and the Council's adopted Supplementary Planning Documents HDAS: Residential Extensions and HDAS: Residential Layouts."

The matter was considered by the Planning Inspector on appeal, and dismissed on the following grounds which endorse the same Reason for Refusal, but expanded his opinion to justify the dismissal:

".....Main Issue

3. The main issue is the effect of the proposed development on the character and appearance of the area.

Reasons

The appeal site comprises a three-storey apartment building with a flat roof. It is located on a corner of the busy crossroads of West Drayton Road and the A437 Harlington Road. This contributes to the prominence of the site.

The approach to the appeal site from the south along Harlington Road is characterised by pairs of two-storey dwellings with pitched roof profiles, occasionally interspersed with three storey properties. The appeal property is located at the end of a row of dwellings on a stretch of West Drayton Road, between Dawley Road and the crossroads. The southern side of this stretch is characterised by pairs of two-storey semi-detached dwellings with catslide roofs, which lead up to the appeal site.

The northern side comprises mainly pairs of two storey semi-detached dwellings with hip roofs. As such, two storey pairs of dwellings with pitched roof profiles are noticeably distinctive elements of the mainly twentieth century suburban character and architectural rhythm of the area.

Within this context, the proposed fourth storey mass would, in accumulation with the three storey mass of the host building, result in a visually harsh step up in scale and angularity of profile, next to the preceding row of 'catslide semis' on West Drayton Road. Moreover, the partly grey clad, angular mass of the fourth storey would further distract from and visually jar with the character of the

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area. The prominence of the site and the proximity of the host building to the culminating catslide semi at No 105 West Drayton Road would emphasise the discordance of the proposed addition. The above effects would be noticeable to various degrees from viewpoints along West Drayton Road and Morello Avenue. The proposed fourth storey would also loom up jarringly, viewed from the gardens of No 105.

Furthermore, the proposal would appear as a 'top heavy' angular addition, which would compete discordantly with the modernist style appearance of the rounded-corner facade of the host building that faces onto Harlington Road.

I appreciate the appellant's intention to reduce the impact of the proposal through glazing and set back from the parapet wall.

However, for the reasons described above, I conclude that the proposed development would harm the character and appearance of the area. As such, it would conflict with Policy BE1 of the London Borough of Hillingdon Local Plan Part 1 Strategic Policies (2012), Policy DMHB11 of the DMP and Policy 7.4 of the London Plan (2016)¹. Together, the policies seek to ensure that development complements local context and character."

In summary therefore, the refusal grounds comprise one factor:

1.

The additional height, size, scale and bulk, would comprise visually dominant development.

- a. Because the site is in a dominant position
- b. In consideration of the visual approaches from the south and from the east
- c. The proposal would have an overbearing visual presence, viewed from 105 W. Drayton Road
- d. The proposal would be an unbalanced addition to scale and style of the host building.

The current application submits a proposal that addresses each of these aspects:

1a:

The site is positioned on the corner of a road junction that has been the subject of intensified traffic use over recent years, and highway upgrades have led to the intersection zone becoming an open space of hard-surface with incessant vehicle movements and limited soft landscaping to provide visual relief.

A few trees have been planted within the zone on islands for pedestrian crossing, and those together with mature trees on some flanks of the intersection zone do provide some visual screening of the site as discussed below.

Fundamentally, the intersection zone is a high-intensity vehicle zone from which views of the site are a meaningful consideration.

However the submitted drawings illustrate the angles and instances from which the proposal can be seen.



View from the West: West Drayton Road.



View from West : the 'set-back' proposal will be inconspicuous.

The refusal grounds have included concerns that the earlier proposal compromises the local character when viewed approaching the site from the south and from the east. The submitted drawings show that the existing building includes a perimeter parapet of some 500mm height. Set back from that parapet at a distance of 900mm, the proposal shows a

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glazed screen providing safety enclosure to the garden amenity areas for the proposed dwelling. This screen will be 1100mm tall and will prevent occupants from approaching the parapet and looking down on surrounding gardens or pavement areas.

As shown on the submitted diagrams, viewed from the street, these screens will not be visible from close to the building, and from greater distances they will reflect sky tones and obscure views of the proposed dwelling beyond.

The dwelling structure is set further back from the parapet at a distance of between 1.9 metres and 3.2 metres, and is also constructed with external walls that slope inwards to make the roofline further receded from view. The flat roof is kept as low as possible while meeting internal space requirements, and the external materials of the walls will be of a mid-tone colour that will blend against the backdrop of a grey or blue sky.

The result is that the proposed dwelling will be visible only from certain positions and distances, and that those views will be unobtrusive and will not compromise the character of surrounding development.

1b:

Specific mention is made of views when approaching the site from the south and from the east:

From the South:

Harlington Road approaches from the south and has evolved to include the A437 traffic route separated from the original Harlington Road to the east by a green swathe including some mature trees. These trees, together with more substantial and mature trees in front of the properties at 299 to 303 Harlington Road, form a very significant visual barrier completely obscuring the proposal site from most angles when travelling northwards towards the site, as shown in the photos below, and the submitted illustration diagrams.



View from the South: Harlington Road; showing site completely obscured from view.



Similar view direction closer to intersection: note the proposal will be set back from the existing parapet and still obscured from this viewpoint.



View from the South at "old" Harlington Road: the site is not visible due to mature trees.

It can also be noted that while the locality has been characterised in the reports as comprising predominantly two-storey dwellings with pitched roofs, against which the proposal site, being three-storey with a flat roof, is a *"harsh step-up in scale"*, while there are in fact a number of three-storey buildings with pitched roofs (305 to 315 Harlington Road, 16 to 33 Aintree Close, flat roofs), while the most prominent site opposite the proposal site comprises a petrol filling station and other commercial buildings of industrial character.

In addition, mature trees to the south of the proposal site, and on each side of Harlington Road immediately to the north of the intersection, are of a height and density that form contextual references that diminish the visual impact of the proposal building.

From the East:

The existing building at the proposal site has been built to the 'building line' fronting the south side of West Drayton Road, and while the gables of the existing neighbouring properties reach their full height on that line, the proposed dwelling on the proposal site will be set back from that line as described.

Those approaching from the east, especially pedestrians, will be unable to see the proposal site until almost adjacent, as shown below.



View from the East: West Drayton Road;

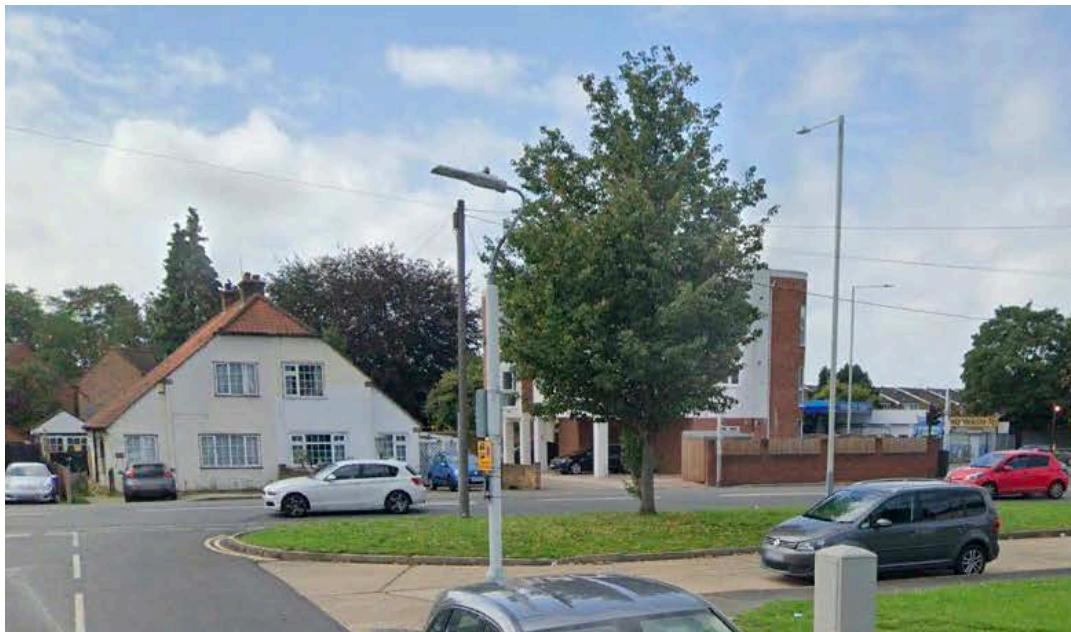
The properties from 87 to 105 West Drayton Road are described as being of a 'catslide-roof' design that would be compromised by the proposal. However, while the current proposal reduces the possibility of that perception by having a reduced profile, it should be noted that the 'catslide roof' is not inherent local vernacular style but rather a bespoke solution for that much earlier development site, and therefore analytically a stand-alone visual element.

In addition, as shown below, the adjacent property at 105 W. Drayton Road, has had a substantial upper-level extension with a flat roof, which significantly contradicts any suggestion that the design appearance of the 87 to 105 properties is compromised by proposals at no. 107.



Upper-storey addition to 105 West Drayton Road.

A further mention from the Inspector was of the View from Morello Avenue, which is on the north side of West Drayton Road. As can be seen below the proposal building is often obscured from view, and the diagrams show that the proposed new dwelling will show only minimal profile when view from the adjacent Morello Avenue pavement level.



View from Morello Avenue.

1c:

It was assessed that the earlier proposal had an overbearing visual presence when viewed from the adjacent property at 105 W. Drayton Road.

It was noted that the Hillingdon Case Officer carefully considered the relationship of the the proposals with both 105 West Drayton Road and 299 Harlington Road neighbours and found there was no adverse impact, but the Appeal Inspector included a perceived impact in his dismissal findings.

Two changes mean that this is no longer an appropriate observation.

The no. 105 property has recently constructed a substantial extension, being a rectangular upper-storey building with a flat roof, with obscure utility windows facing the flank boundary.

Previous concerns that the property was compromised by the process of building works or potential overlooking of a rooflight are now therefore allayed.

Secondly, the proposal for a new dwelling at the application site has been substantially redesigned. While the footprint of closer to the elevation above the service entrance than the street-front elevations, it has no windows on that side, and is set back behind the parapet with walls raked back at angle, so as to be unseen from the adjacent property, as shown on the submitted diagrams.



The proposal will be set back from the existing parapet wall with no windows facing no. 105.

1d:

It was stated that the previous proposal would be an unbalanced addition to the scale and style of the existing host building.

The submitted floor plans show that the footprint of the proposed additional dwelling has been carefully related to the footprint of the existing building, which translates to the parapet perimeter at roof level, while being set back, firstly behind glazed safety barriers and further behind new amenity areas.

This ensures that the form of the new construction has little or no visible profile from all potential viewpoints, and the visual effects further minimised by the raked-back walls with soft-tone colouring.

The existing building is of an individual design and the curved corners of the street elevations, which reflect cues from early 20th-century styles that still have examples remaining in the borough, were clearly effective in softening the profile of the building in this corner position.

However when considering the overall form of the building, it may now be observed that the limited view of new proposal will provide an appropriate complementary rooftop component that beneficially terminates the visual form of what is otherwise a truncated shape.

It should also be noted when viewing the submitted drawings and diagrams, that 2-dimensional images can give an impression of height that is unrealistic compared with real-world views from street level.

LANDSCAPING

Planted landscaping and hardstanding will be specified by the architect to ensure that the proposal is completed with the intended attention to detail to deliver a high quality living environment by enhancing the provided outdoor amenity areas.

The surface areas will be laid on specially-constructed trays to span structural support node connections, and will drain sustainably into the existing rainwater system.

The planting will include carefully-specified shrubs in containers that will grow sustainably in those conditions, and while reaching early maturity will remain of a scale appropriate to the rooftop environment.

Significantly those plantings will enhance the skyline of the building beyond existing, and will blend with the backdrop of trees when viewed from some angles while further minimising potential distant views of the proposed dwelling structure.

REFUSE COLLECTION

Dedicated bin stores for both landfill and recyclable waste separate bins are already provided in keeping with Borough Collection requirements and have the capacity to include the proposed additional dwelling unit.

It is considered that the proposal would comply with policy 5.17 of the London Plan.

AMENITY SPACE

As described the proposed dwelling will have outdoor amenity spaces at the same floor level, accessible directly and totalling some 39 sq. m.

TRANSPORT

There are many bus and train routes and pedestrian and cycle pathways in the area as provided by local Policies to encourage the use of public transport, as established for the existing dwellings on the site.

Cycle storage is required for new development in accordance with London Plan policy 6.9: Cycle storage should be secure, sheltered and adequately lit; for a dwelling of the nature proposed, two cycle storage spaces would be required.

Dedicated storage space for two cycles for each dwelling on the site is already provided, including capacity to provide for the proposed new dwelling.

PARKING

Policy requires that development would not adversely affect pedestrian or cycle movements, safety, the convenience of local residents, on street parking or traffic management.

A total of 7 no. car spaces are provided on site which is deemed to be appropriate including allowance for the proposed additional dwelling.

SECURITY

The configuration of the site and the inclusion of statutory locking equipment will ensure levels of privacy and security.

The building is overseen from the rear properties at Sienna Close, and the access driveway will be refurbished with security lighting.

SUSTAINABILITY

Materials sourcing and site waste will be responsibly managed with attention to whole-life consumption and in accordance with relevant regulations and conditions of approval.

The off-site fabrication and efficient installation process will greatly reduce work-time, waste, disruption of routines and energy consumption compared with traditional construction methods.

All services will be supplied and connected within the existing installed networks.

London Plan policy 5.3 seeks to ensure the highest standards of sustainability are achieved for developments which includes minimising carbon dioxide emissions, maximising recycling, sourcing materials with a low carbon footprint, ensuring urban greening and minimising the usage of resources such as water. These matters will be addressed at the detail design stage of the proposal.

DEVELOPER CONTRIBUTION

The Applicant will expect to meet this requirement either under Conditioning or by submitting an Undertaking prior to issue of a Decision.

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SUMMARY:

- The proposal will provide a new dwelling that will add to the Borough housing stock without utilising additional ground space.
- The proposal will take advantage of previously developed land and is configured in a form that would comply under Permitted Development, had the original building been constructed two years earlier.
- Concerns about the the design of an earlier submission for the site have been considered carefully, and the current application addresses all aspects to deliver a solution that has no detrimental impact on neighbour amenity of local character.
- The proposal provides a quality new home with standards in excess of LHS requirements.
- The construction and installation method proposed will minimise disruption for existing occupants, neighbours, and surrounding traffic movement.

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