



PROGRESS PLANNING

23A Frays Avenue, West Drayton, UB7 7AF.

Erection of an Outbuilding.

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INTRODUCTION

- 1.1 This Statement accompanies a Householder Application submitted to the Local Planning Authority (the 'LPA') The London Borough of Hillingdon relating to the erection of an outbuilding (containing a home office with store & WC), in lieu of a (recently demolished) detached prefabricated garage at 23A Frays Avenue, West Drayton, UB7 7AF (the application 'site').
- 1.2 This application has been proceeded by extensive redesign work within the project team to ensure that the proposal will deliver an aesthetically appropriate replacement ancillary outbuilding suitable for its setting and ensure that there would not be a net increase in the amount of developed footprint within the site. The latter is important given the site is located within Flood Zone 2 and Flood Zone 3, and accordingly to ensure that there will be no drainage / flood implications arising from the proposal, the outbuilding will have a footprint no larger than the demolished garage and be sited in the exact same location as that garage built atop the retained slab of the same.
- 1.3 This approach, as the accompanying Flood Risk Assessment confirms, will ensure that the proposal will not give rise to an increase in flooding either on-site or within the surrounding area.
- 1.4 The outbuilding will have a simple rectangular form with gables to either end or a pitched roof. The exterior will be clad with varnished oak shiplap boarding into which timber sash windows, an aluminium cantilevered oriel window and glazed timber door will be set, all beneath a cedar shingle roofing.
- 1.5 The building will be located to the front of the host property off-set to the right-hand side of the same as per the former garage. The outbuilding will be located no nearer to the nearest neighbouring property (no.23 Frays Avenue to the north) than the former garage (images appended), though the building would in any case be screened from the rear garden / rear windows of no.23 (which is a chalet bungalow set forward on its plot) by a large outbuilding associated with no.23 which occupies fundamentally the full width of the mutual boundary between the 2 dwellings.
- 1.6 The simple design and siting approach taken, will reflect the architectural form of the host property and sit well within the verdant form of the immediate locale. The outbuilding would not be visible from the public realm primarily as 23A occupies a tandem plot behind no.23 which obscures all views of the location of the outbuilding from Frays Avenue.
- 1.7 The proposal will provide an ancillary outbuilding to be used by the applicant / the site owner as a home office with ancillary storage and WC facilities.
- 1.8 This report begins by providing a description of the site and surrounding area, including a review of the planning history. An analysis of relevant planning policy and guidance is then undertaken. This includes an assessment of other material considerations, such as the Flood Zone 2/3 siting, and the form of local development generally. Conclusions are set out at the end of the report.



ASSESSMENT

- 2.1 This section of the Statement assesses the site's immediate and wider context in terms of environmental, social and economic characteristics.

Environmental

- 2.2 The site is located to the south side of Frays Avenue set behind 23 Frays Avenue with which it shares a shared driveway. The site occupies a unique position being bordered to 3 sides by Fray's River and to the 4th by no.23. The site is 'L-shaped' with the dwelling located at the southern end of the site with the driveway forming the stem of the 'L' to the north to Frays Avenue. The host property is a single storey bungalow with a rectangular footprint aligned on a north/south axis and set centrally within the plot.
- 2.3 Frays Avenue is characterised by a mixed palette of built form primarily dating from the 1940s onwards, with the over-riding character being residential and, generally, detached. Architecturally, the Avenue is defined by medium to large mostly detached dwellings which are located, certainly along much of the south side of the Avenue, on elongated plots with the dwellings sited towards the front of the same. There are exceptions to this pattern including no.23A and its neighbour no.21A to the northeast, which are set behind frontage dwellings/plots and accessed via shared driveways serving the highway fronting properties. The predominant built form is individual dwellings with bungalows being prevalent in amongst two-storey properties.
- 2.4 Outbuildings to the front of dwellings fronting Frays Avenue are generally conspicuous by their absence. However, as testament by the garage formally in situ (aerial image shows the garage in situ in 1999, though it is believed it was far older), the host site had a building forward of its frontage and accordingly the proposed outbuilding, being in the same location and of similar dimensions, would continue this disposition of development.
- 2.5 The host property is not listed nor within or adjacent to a heritage asset.
- 2.6 The site accommodates a single detached dwelling. The site is surrounded by residential usage of varying scales, tenure, architectural style, and massing. The site is bordered to the east/south/west by Fray's River which forks to the north close to the junction of Coldham Mill Road / Weirside Gardens and Frays Avenue, and encompassing circa 25 dwellings including 23A, before it re-joins to the south of 23A from which it flows to the River Colne circa 200m to the southwest.
- 2.7 The site is fundamentally level and L-shaped. The site has a well-established level of landscaping with the same confined mostly to the flank and rear boundaries. None of the trees within/adjacent to the site are subject to a Tree Preservation Order.
- 2.8 The entire site lies partially within Flood Zone 2 and Flood Zone 3.

Social

- 2.9 The site is located approximately 625m from West Drayton train station (National Rail / Elizabeth Line / bus services and commercial/retail services lining Station Road to the south of the same. The site benefits from a poor Public Transport Accessibility Level rating - being in Zone 1B and forecast to so remain to at least 2031 - albeit within 100m properties of the site are properties in Zone 2 and soon after Zone 3.
- 2.10 Along Station Road, some 500m from the site, are convenience and comparative retail opportunities alongside other traditional suburban town-centre uses including West Drayton Post Office, food shops, a pubs, takeaways and hairdressers / beauticians, banking facilities and hotel accommodation.
- 2.11 The proposal will not increase the density of residential development on the site, though will provide an ancillary outbuilding for use by the applicant / the site owner thereby providing an alternative working environment for the owner as encouraged, in spirit, through paragraph 82 of the NPPF (2021).

Economic

- 2.12 The site is located within a residential area and will make efficient use of previously developed land – indeed a previously developed part of the site which can be formed without breaking ground. The home office will make efficient use of a site which is not unduly distanced from transport / retail facilities despite the PTAL 1B rating and will facilitate the owner being able to work from home thereby marginally reducing the need to travel to a place of work off-site.
- 2.13 The proposal would provide a job opportunity during the build process.

POLICY

- 3.1 Section 54(a) of the Town and Country Planning Act (1990) as amended by Section 38(6) of the Planning and Compulsory Purchase Act 2004, states that Local Planning Authorities should determine planning applications in accordance with the development plan, unless material considerations indicate otherwise.
- 3.2 The Development Plan and Supporting Documents includes:
- The National Planning Policy Framework (2021)
 - The London Plan (2021)
 - Hillingdon Local Plan Part 1 – Strategic Policies (2012)
 - Hillingdon Local Plan Part 2 - Development Management Policies (2020)
 - Hillingdon Local Plan Part 2 – Site Allocations and Designations (2020)
- 3.3 The current NPPF was adopted in 2021 and provides the principal policy background to the consideration of the proposal. As with the 2012 NPPF, Annex 1 again sets out guidance on the implementation of the NPPF and reinforces the importance of up to date plans. However, paragraph 219 confirms that the relevance of policies adopted prior to the NPPF will continue to carry weight '*according to their degree of consistency*' with the Framework – the closer the Plan policies align with the Framework the greater the weight that may be given to them in considering applications. To this end, it is evident that considering Part 1 of the Local Plan being over 5 years old, that to all intents and purposes it is Part 2 and the NPPF which are the principal Policy document with the weight attributable to Part 2 and other local policies being secondary depending on their degree of consistency with the NPPF. This submission proceeds on this basis.
- 3.4 Planning permission is required for the proposal due to not being Permitted Development by virtue of provisions within Class E, Schedule 2, Part 1 to the General Permitted Development Order (2015) which confirms at E.1 (c) that buildings forward of the principal elevation of the original dwellinghouse, do not qualify as Permitted Development.

National Planning Policy Framework (2021)

- 3.5 At the heart of the NPPF is a presumption in favour of sustainable development – paragraph 11 sets out the approach to how plan and decision making should apply a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay (paragraph 11 c and 11d).
- 3.6 The NPPF states at paragraph 38 that Authorities should approach decision making in a positive and creative way. Authorities are encouraged to work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area in which the development is to be located. Decision makers are encouraged to approve applications for sustainable development where possible – in other words Authorities should look for solutions



rather than problems. To this end the LPA are encouraged to engage with the Applicant should the accompanying proposal be found wanting.

- 3.7 Paragraph 119 advises that Policies promote the effective use of land to meet the need for new homes *'and other uses'* while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic Policies should ensure that local objectively assessed needs are identified in a way that makes as much use as possible of previously developed or 'brownfield' land. The site qualifies as PDL having reference to the definition of the same in the NPPF. In this instance the office building will occupy the siting of previous physical development.
- 3.8 Paragraph 126 and Section 12 of the NPPF sets out the Government's approach to Design in the round. This NPPF raises the bar set by the 2012 NPPF confirming that the *'creation of high quality buildings and places'* is fundamental to what the planning and development process should be striving to achieve. Indeed *'good design is a key aspect of sustainable development'*. Paragraph 130 notes proposals which are of poor design and fail to improve the character and quality of an area, should be refused. The proposal accords with the thrust of 130 by proposing a new building with an enhanced external appearance compared to the concrete slab prefabricated garage that was formally in situ, thereby resulting in a visually attractive form of building exhibiting good architecture, layout, and functionality. Further, the design would be sympathetic to the host property, would maintain the 'sense of place' previously evident, would have no visual impact on the appearance of the street scene being entirely screened from the same by 23 Frays Avenue and outbuilding and maintain the amount of site developed in terms of footprint and location of the same.
- 3.9 The NPPF states LPAs should approve all individual proposals wherever possible unless the adverse impacts of the proposals would significantly and demonstrably outweigh the benefits when assessed against the NPPF. It is contended that the proposal accords with the Development Plan in the round.
- 3.10 Applicable London Plan Policies include D1, D4, D6, D11, H1, H2, H8, H10, G7, SI I2, SI 13, T6 and T6,1.
- 3.11 Applicable Part 1 Policies include BE1 (Built Environment) and EM6 (Flood Risk Management).
- 3.12 Applicable Part 2 Policies include DMHB 5 (Areas of Special Local Character), DMHB 11 (Design of New Development), DMT 6 (Vehicle Parking), DMHD2 (Outbuildings), DME1 8 (Waterside Development), DMEI 9 (Management of Flood Risk) and DMEI 10 (Water Management, Efficiency and Quality).



The Principle of Development

- 3.13 The principle of development is acceptable having reference to (in particular), policies DMHD 2, DMHB 5, and DMEI 9. To elaborate, the outbuilding would be ancillary in use and ancillary in scale to the host property, not facilitating a self-contained dwelling, would maintain, indeed improve, on the appearance of the Area of Special Character would not, though having a footprint no greater than that of the former garage and being sited atop the retained slab of the same, ensuring there would be no increase in surface water flooding on / off site attributable to the proposal. The accompanying Flood Risk Assessment considers the latter in greater detail.
- 3.14 The on-site tree scape would not be affected by the proposal.
- 3.15 The site comprises previously developed land upon which development is encouraged in both Local and National planning policy. Further, and whilst within PTAL Zone 1B, the site is still considered sufficiently close to transport nodes, commercial facilities, and shopping frontages / services for development - even ancillary residential development – to take place. The principle of development upon the site is considered acceptable in principle.
- 3.16 Given the built form, layout and appearance of the local built environment, the almost entirely residential nature of the same and the location of the siting set back from the street scene, it is considered that the proposal would reflect the character of the area and its original layout thereby aligning with criteria A of DMHB 5 Area of Special Local Character. Indeed, as noted above, the replacement of an unattractive concrete walled prefabricated garage structure with a wooden clad building in the same location, would improve – albeit marginally given its limited visibility from the public realm – on the overall appearance of the Area of Special Local Character.
- 3.17 Further, the building architecture is considered entirely appropriate within its' local verdant context. Indeed, it is opined that the proposal will improve on the architectural form evident within the site, and unquestionably enhance the quality of outbuildings within the curtilage of no. 23A.

RELEVANT PLANNING HISTORY

- 4.1 The site was the subject of a recent planning application seeking consent for the demolition of the existing dwelling and erection of a two-storey replacement, replacement garage and addition of a home office. The application (ref 820/APP/2021/4418) was withdrawn on 16th May 2022.
- 4.2 There are no current / recent applications on sites immediately bordering the application site. Further afield, consent was granted on 4th February 2020 for the replacement of a bungalow with 2 x 3 bed dwellings at 20 Frays Avenue to the north (ref: 17012/APP/2020/368) and the erection of an ancillary outbuilding to the rear of 40 Frays Avenue to the west (ref: 3650/APP/2018/3777 allowed on Appeal on 13th May 2019).
- 4.3 The 40 Fray Avenue Appeal determination is of interest since the issued considered by the Inspectorate included the acceptability of the proposal within the Area of Special Local Character, and the usage of the building remaining ancillary to the host dwelling and not facilitating the creation of a self-contained dwelling. On the first matter, the remote siting of that building to the rear of the no.40 prevented it being visually intrusive in the context of the ASLC, and on the second matter and whilst 60sq.m in floor area (some 3 x larger than the proposed garage) the usage was found ancillary (and was conditioned to remain so) and impractical to lend itself to becoming a self-contained dwelling. All these characteristics are equally applicable to the proposed outbuilding, which would be almost entirely unseen from the public realm of the ASLC, remain ancillary & subordinate to the host dwelling and be entirely impractical to become a self-contained dwelling in the future by virtue of its siting and scale, positioning viz a viz the host dwelling and lack of allocatable land to form a new self-contained curtilage.

DESIGN

The Proposal

- 5.1 The scheme proposes the erection of a detached single storey outbuilding containing a home office, WC, and small storage space. The building would be wooden clad, gabled ended beneath a shallow pitched ridge at 3.578m AGL.
- 5.2 The outbuilding would occupy the same footprint and position as the concrete walled single garage previously in situ. The building would be accessed via a single door on the house-facing side of the building and be located a couple of meters away from the host dwelling.
- 5.3 The proposed building massing, material palette and form would result in a building of acceptable design form which would be thoroughly in keeping with the local context / street scene and sit well with the host and adjacent residences.
- 5.4 Given applicable designations, Development Plan policies and the support for well-designed ancillary outbuildings conveyed through Policies such as DMHD 2, the proposal will safeguard the character and appearance of the area and align with all other DMHD 2 criteria. The proposal is acceptable by definition and does not raise matters not in accordance with the Development Plan.

Amount

- 5.5 The proposal comprises the replacement of 1 ancillary outbuilding with another. The scale, siting, amount, and plot coverage proposed would not change and accordingly the outbuilding would sit entirely comfortably within the site, within the local built context and not be otherwise than an acceptable form of development in this locale.

Density

- 5.6 The proposal does not give rise to considerations relating to increasing housing density.

Affordable Housing

- 5.7 The proposal does not give rise to considerations relating to the provision of affordable housing not being a major development as defined in the NPPF.

Amenity Space

- 5.8 The proposal would not reduce the amount of amenity space available within the site.

Layout, Scale and Overlooking

- 5.9 The outbuilding would be screened from the nearest residential dwelling, no.23 Frays Avenue, by a large outbuilding associated with that property which is sited on intervening ground. This situation, coupled with the lack of fenestration openings in the north elevation towards no.23, would negate concerns relating to the potential loss of amenity to no.23 - or indeed to any other adjacent occupiers.

- 5.10 The building, with its small 5.87 wide x 3.6m footprint and c3.6m ridge height, would be very modest in scale and entirely subordinate to no.23A. Indeed, it would be amongst the smallest outbuildings in the locale having reference to aerial views of the site/surrounds. That the building would have the same footprint as the former garage, and not be demonstrably larger otherwise in terms of volume, would ensure a high level of continuity evident on the site in terms of relationships to adjacent dwellings

Appearance

- 5.11 Chapter 12 of the NPPF elaborates upon the need for development to achieve well-designed places, and indeed how the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve.
- 5.12 The design would have a material palette, fenestration design, roof form, massing and design which would be entirely complementary to the site and locale in which it would be located.
- 5.13 It is contended that given the adjacent built context, which exhibits outbuildings of various built forms, vintages and designs, the development would sit entirely comfortably within the local architectural palette.

Landscaping

- 5.14 The proposal does not necessitate change to the landscaping stock within the site.

Access / Parking / Cycle Storage / Refuse & Recycling

- 5.15 Vehicular access and egress to the site / to the building will continue to be attained directly from Frays Avenue via the shared driveway with no.23.
- 5.16 The dwelling would continue to be served by sufficient on-site parking space for 3 vehicles and associated turning space.
- 5.17 Secure cycle storage would be provided within the outbuilding.
- 5.18 The proposal does not give rise to considerations relating to the provision of refuse & recycling storage.
- 5.19 The proposal does not give rise to considerations relating to the provision of electrical charging points.

Drainage

- 5.20 The site is partially within Flood Zone 3 and 2, with the building itself being located within the Zone 2 part of the site. With reference to DMEI 9, there is considered no more suitable site for the positioning of the development within the site, than atop the footprint of the demolished garage. This positioning will ensure – as the accompanying Flood Risk Assessment confirms – that the proposal would not increase the risk or consequences of flooding on site or indeed off-site.

CONCLUSION

- 6.1 The bulk, massing, overall volume / spread and ridge height of the outbuilding, is considered commensurate against all assessment criteria in relation to the Area of Special Local Character, the street scene and to all matters of amenity generally. That the proposal would maintain the status quo in terms of drainage and flooding owing to not increasing the amount of development footprint within the site, further compounds the acceptability of the proposal. The design is therefore considered acceptable in the round and is commended accordingly.
- 6.2 LPAs should approve all individual proposals wherever possible unless the adverse impacts of the proposals would significantly and demonstrably outweigh the benefits when assessed against the NPPF. The proposal is deemed in line with National, Local and London Plan Policy in the round. It is contended that the scheme is of a form able to receive a positive response which it is hoped the LPA will recognise and respond proactively and positively too.



Appendix 1 - Site Photographs



