

MADDOX PLANNING
PLANNING
STATEMENT

42 THE LARCHES, HILLINGDON, UB10 0DL
22 JANUARY 2025

Description of development

Demolition of rear outbuilding and erection of a double storey side extension to form a new house with associated bin and cycle stores and separation of rear garden to private amenity space.

Type of application

Full planning application

Applicant

Ravinder Shoor

List of supporting documents

1. Application forms, certificates and notices;
 2. Plans and drawings;
 3. Design and Access Statement, SMA Studio (December 2024); and
 4. Daylight and Sunlight Assessment, T16 Design (January 2025).
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Development plan

The adopted development plan comprises:

1. The London Plan, 2021
 2. Hillingdon Local Plan: Part 1 - Strategic Policies; 2012
 3. Hillingdon Local Plan Part 2 - Development Management Policies, 2020
 4. Hillingdon Local Plan Part 2 – Site Allocations and Designations, 2020
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Policies map

The site has no relevant designations on the policies map.

Planning policies

The following adopted and emerging planning policies are particularly relevant:

Policy number	Policy title	Referred to in paragraph number of this statement
London Plan (2021)		
H1	Increasing housing supply	4.2, 4.3
H2	Small sites	4.4

D1	London's form, character and capacity for growth	
D3	Optimising site capacity through the design-led approach	4.9
D4	Delivering good design	4.9
D6	Housing quality and standards	4.16, 4.17
D7	Accessible housing	4.20
T5	Cycling	
T6	Car parking	
T6.1	Residential parking	4.30
GG2	Making the best use of land	
GG4	Delivering the homes Londoners need	
Hillingdon Local Plan Part 1 (2012)		
BE1	Built environment	4.9
H1	Housing growth	4.2
Hillingdon Local Plan Part 2 (2020)		
DMH 2	Housing Mix	4.21, 4.22
DMH 6	Garden and Backland Development	4.5, 4.8
DMHB 11	Design of New Development	4.10, 4.15
DMHB 12	Streets and Public Realm	4.23, 4.25, 4.26
DMHB 14	Trees and Landscaping	4.33
DMHB 16	Housing Standards	
DMHB 18	Private Outdoor Amenity Space	4.6, 4.18
DMT 2	Highway Impacts	4.28

In this Statement, the Applicant gives full weight to policies contained in the development plan but, in accordance with section 38(5) of the Planning and Compulsory Purchase Act 2004, if a policy contained in a development plan for an area conflicts with another policy in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved, or published.

Other material considerations

Other material considerations (such as national planning policy and supplementary planning documents, area action plans and design briefs) include:

1. National Planning Policy Framework (NPPF, 2024)
2. Planning Practice Guidance

Relevant planning decisions

Reference/address	Description	Status/decision date	Referred to in paragraph number of this statement
On site			
9197/APP/2006/1439	Erection of a single-storey detached outbuilding/playroom at the end of the rear garden (application for a certificate of lawfulness for a proposed use or development)	Approved / 17 May 2006	
9197/APP/2005/3430	Erection of single storey detached outbuilding/playroom at the bottom of the rear garden (application for a certificate of lawfulness for a proposed use or development)	Refused / 13 December 2005	
9197/APP/2005/2191	Erection of two storey side and single storey rear extension	Approved / 28 July 2005	
9197/APP/2000/1430	Erection of two storey side and single storey rear extensions	Approved / 14 June 2000	
9197/APP/2000/554	Erection of two storey side and single storey rear extensions	Refused / 02 March 2000	
9197/APP/1999/2667	Erection of two storey side and single storey rear extensions	Refused / 22 December 1999	
Off-site			
LPA ref. 42412/APP/2024/70 APP/R5510/W/24/3342 376 59 St Mary's Road, Hayes	Division of site to construct new 2-bedroom dwelling	Allowed at Appeal / 18 November 2024	4.7
LPA Ref - 68002/APP/2020/3011 Appeal Ref. APP/R5510/W/20/3266 175 156 York Avenue, Hayes	Part two storey, part single storey side/rear extension and conversion of dwelling into 1 x 2-bed and 1 x 3-bed self contained dwellings with associated parking and amenity space and widening of the existing vehicular crossover	Allowed at Appeal / 09 June 2021	4.7, 4.15

Density and height

Units per hectare	51.28
Habitable rooms per hectare	102.56

Beds per hectare	51.28
Floor area ratio (total gross external area of all floors/site area)	42%
Site coverage ratio (gross external area of ground floors/site area)	25%
Maximum height in metres above ground level of building	Existing house = 8.3m New house = 6.9m

Contents of this statement

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2. Pre-application engagement
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Main benefits of the scheme

The proposed development is an excellent opportunity to improve the economic, social, and environmental conditions of the area and it is in overall accordance with the development plan policies on housing.

Notably, the proposed development will:

- Deliver new housing on a site in an accessible location in line with national and local planning policy objectives.
- Result in the creation of local employment opportunities through the construction of the development.
- Encourage new residents to use more sustainable modes of transport through the provision of easily accessible cycle storage.
- Provide for a contribution towards the Council's Community Infrastructure Levy that will enable the delivery of wider benefits to London Borough of Hillingdon.

1.0 Site and area description

- 1.1 The site address is 42 The Larches, Hillingdon. The site area is 382sqm.
- 1.2 The application site comprises a two-storey semi-detached property and its garden located on the southern side of The Larches. To the rear garden of the property is a large single storey outbuilding. To the front of the property is an area of soft landscaping and vehicle crossover to provide off-street parking.
- 1.3 Both pedestrian and vehicular access is provided from The Larches. There is informal off-street car parking, albeit no formal cycle parking. The site has a PTAL rating of 1b.
- 1.4 The site is situated within Flood Zone 1 'low probability of flooding' (with reference to the Environment Agency Flood Map for Planning as held online). The site does not contain any listed buildings, nor is the site located within a designated Conservation Area.
- 1.5 The surrounding area is residential in character comprising a mix of property types. To the east are bungalow properties and to the north and west are two storey terraces and semi-detached properties.

2.0 Pre-application engagement

- 2.1 Pre-application engagement has taken place prior to the submission of the planning application with Officers at London Borough of Hillingdon (LBH). A written response was issued on 29 October 2024 (ref. 9197/PRC/2024/160).
- 2.2 The submitted pre-application scheme was for: *'Erection of a double storey side extension to form a three bed five-person house with associated bin and cycle stores and separation of rear garden to private amenity space'*.
- 2.3 A full summary of the feedback is provided below, alongside a headline summary of the Applicant's response to each of the points previously raised - referencing relevant design and technical material where applicable which should be read in full.

Table 1: summary of pre-application feedback

Planning Officer comments	How comments have been addressed
The proposal would provide a new unit which would add to the housing stock.	This is welcomed.
The proposed development would result in the loss of garden land, where is a presumption for their retention as per Policy DMH 6 due to the 'need to maintain local character, amenity space and biodiversity'	The proposals result in a minimal 5sqm loss of garden land. Refer to paragraphs 4.5-4.8 of this planning statement, which sets out that on balance, the scheme complies with the purposes of Policy DMH 6.
The proposals result in the loss of a 'spacious gap' which is a characteristic feature of the area.	Refer to paragraphs 4.12 -4.15 of this planning statement.
Separation to side boundaries do not retain sufficient space.	Gap has been increased along the eastern boundary to 2m at the rear of the house and approx. 2.4m at the front, from approximately 1m at pre-application stage.
Greater attempts should be made for the new dwelling to appear subordinate to the host dwelling.	The roof height of the new house has been reduced by approximately 500mm, and access to house is from the side to allow the front of the new house to look in keeping with the street. It now appears similar to a conventional "side extension".
The proposals do not have any harmful impacts upon Number 42 in respect of loss of light and enclosure.	This is welcomed.
The proposals would have a degree of overdominance and overbearing impact to Numbers 44,46 and 48 the Larches due to proximity to shared boundary.	Ridge height of the building has been reduced, and separation distances to shared boundary with these properties has been increased.
A 1.2m wide accessway should be provided between the adopted highway and the existing and proposed dwellings.	1200mm accessway has been provided.
Cycle parking quantum is acceptable, albeit store is in an inaccessible location.	Cycle store has been moved towards the front of the site, to a more accessible location.
A maximum of three parking spaces should be provided. One of these spaces should be active EVCP (Electrical Vehicle Charging Point) and the other two should be passive EVCP.	Plans have been updated to address these points.
Dimensions of parking spaces, carriageway and footway widths, pedestrian visibility splays, cycle	Notes have been added to the planning drawings.

parking bays and refused collection/storage points etc should be shown and annotated on future plans.	
Proposals should comply with Part M.	Proposals are M4(2) compliant.
Proposals comply with Policy D6 of London Plan in respect of internal amenity space.	Proposals continue to meet Policy D6 requirements.
External amenity space falls short of required 60sqm as per Policy DMHB 18. The location of the existing outbuilding would result in an 'odd' shape, which should be explored.	Outbuilding has been demolished, which has facilitated a policy compliant level of private amenity space for both the new dwelling (85sqm) and the host dwelling (93sqm). This also results in a more standard garden shape.
10% BNG required, unless it can be demonstrated that the site is exempt.	The site is exempt from providing BNG under the self build exemption.

- 2.4 Following receipt of the written pre-application feedback from Officers, the scheme has been comprehensively amended, most notably so that it's scale and massing is more subordinate to the host dwelling. Several other design improvements have been made as summarised within the DAS, as well as justification for compliance with Policy DMH 6.

3.0 Proposed development

- 3.1 The proposed description of development is for the “*demolition of rear outbuilding and erection of a double storey side extension to form a new house with associated bin and cycle stores and separation of rear garden to private amenity space*”.

Table 2: proposed accommodation schedule

Unit no	No bedrooms and persons	GIA (sqm)	Private amenity space (sqm)
1	2B3P	72	85

Layout

- 3.2 The building will comprise a self-contained dwelling, with the main entrance at ground level on the eastern elevation. The existing rear garden for No 42 will be separated to provide private amenity space for both the host dwelling and the newly proposed dwelling. The existing outbuilding in the garden will be demolished to provide more regularly shaped private amenity spaces for both dwellings.

Scale and massing

- 3.3 The proposed building is two storeys in height.

Tenure

- 3.4 The proposed residential unit will be private.

External appearance

- 3.5 The proposed materials have been selected to resemble and complement the existing house, including the proposed use of brick and roof tiling.

Landscaping

- 3.6 The front of the site will be hard landscaped as existing, with a patio to the east. The private garden will be laid to lawn.

Amenity space

- 3.7 The new dwelling (No.42A) will have a 85sqm private garden.

Access and parking

- 3.8 Pedestrian access will be proposed off the Larches as existing, via a 1200mm footway. A total of three parking spaces are proposed for the two properties, with two being passive EVCP spaces and one active EVCP space. A proposed cycle store is situated to the front of the site, behind the front boundary fence. This will have capacity for two spaces.

Accessibility

- 3.9 The unit is M4(2) ‘Accessible and adaptable dwellings’ compliant.

Refuse and servicing

- 3.10 The refuse store is proposed for the use of both properties, including the retained no.42 The Larches and the newly proposed, no. 42A, located close to the pedestrian access of the site. It is anticipated that refuse will be collected on street on The Larches, as is the current arrangement for the house currently on site.

4.0 Considerations

- 4.1 Section 38(6) of the Planning Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. This section therefore assesses the proposal against the development plan policies outlined above and examines relevant material considerations where appropriate. The assessment draws on the application documents listed at Section 1 of this statement. The main planning considerations are:

- Principle of development
- Design
- Quality of accommodation
- Housing mix
- Neighbouring amenity
- Highways and parking
- Trees and biodiversity
- Refuse and recycling

Principle of development

- 4.2 Local Plan Policy H1 requires the Council to meet and exceed its minimum strategic dwelling requirement, where this can be achieved, in accordance with other Local Plan policies. Policy H1 of the London Plan sets a borough delivery target of 10,830 new homes over a ten-year period (1083 per year) between 2019/20 and 2028/29.
- 4.3 The site is located within a residential area, and the proposed dwelling would contribute to much needed housing and would contribute towards the Council's housing targets in line with London Plan policy H1.
- 4.4 London Plan policy H2 states that 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 to significantly increase the contribution of small sites to meet London's housing needs and achieve the minimum housing targets for small sites. Being below 0.25ha in size, the proposal would deliver an additional home required to be provided on small sites.
- 4.5 Local Policy DMH 6 sets out a presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity.
- 4.6 Through the removal of the 35sqm outbuilding and subsequent addition of a dwelling (40sqm), there is only a modest loss of 5sqm of garden land. As such, such a minor loss in area is considered negligible in this instance and outweighed by the benefit of an additional dwelling. As will be outlined within the following section, we consider that the existing gap is not characterful of the surroundings, and as the proposals satisfy the private amenity space requirements as per policy DMH 6, together with being exempt from providing BNG, the proposals are not considered to be contrary to any of the purposes of retaining garden land within the borough under policy DMH 6.
- 4.7 It is also worth noting that there is precedent for the redevelopment of garden land, as per the recently allowed Appeals at 156 York Avenue (LPA ref. 68002/APP/2020/3011; Appeal ref. APP/R5510/W/20/3266175) and 59 St Mary's Road (LPA ref. 42412/APP/2024/70; Appeal ref. APP/R5510/W/24/3342376) which further supports the principle of the proposals. Within both of these decisions, the appointed Inspectors did not apply Policy DMH 6 in their decision making, despite these proposals comprising the development of 'garden land' by definition. As such, in similar circumstances, we challenge the relevance of Policy DMH 6, in that it should not be a material policy to the consideration of the planning application.

- 4.8 However notwithstanding, we consider that the proposals fundamentally comply with the principles of Policy DMH 6 (if this is considered to be an applicable policy), and will deliver a single home, which would adequately meet an identified local need.

Design

- 4.9 Policies D3 and D4 of the London Plan (2021) requires that new development is of high-quality design and responds to a site's context. Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place.
- 4.10 Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all development will be required to be designed to the highest standards and incorporate principles of good design. Policy DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) advises that development should be well integrated with the surrounding area.
- 4.11 The proposed development involves the erection of a double storey side extension to No 42 The Larches to form a new self-contained dwelling.
- 4.12 Concerns were raised by Officers within the pre-application response that the proposed development would *"infill a spacious gap which is a characteristic feature of the area and close the gap in-between the host and the adjacent bungalow"*. Concerns were also raised that the previous separation distance (1m) to the eastern boundary was inadequate, and that the proposals would imbalance the pair of semi-detached properties, due to the proposed ridge height.
- 4.13 The Council have referred to this space as an important undeveloped gap. However, it is considered these characteristics of the area (i.e., gaps) are largely defined by the open grassed corners of junctions, rather than the enclosed space within the rear/side yard of the appeal property. The proposed development would reduce the distance between No's 44-46 The Larches and the side elevation of the building, but a separation gap would remain similar to neighbouring properties on the Larches, and the site would not appear cramped compared to neighbouring properties. This echoes the judgment of the Inspector within Appeal Ref. APP/R5510/W/20/3266175 which should be given due consideration in this case.
- 4.14 Following the pre-application enquiry, significant positive design changes have been made to the proposal with the separation to the eastern boundary increased to 2m at the rear of the house and approximately 2.4m at the front, from approximately 1m at pre-application stage. In addition, the roof height of the new house has been reduced by approximately 500mm, and access to the house is from the side to allow the front of the new house to look in keeping with the street. It now appears similar to a conventional "side extension".
- 4.15 Whilst Policy DMHD 1 should not be applied in this case given it is not householder development, as confirmed under Appeal ref: APP/R5510/W/20/3266175 whereby the Inspector specifically stated that: *"Policy and accompanying text relates to householder development. As the proposal concerns the erection of a new dwelling, albeit attached to an existing dwelling, the Policy is not directly relevant in this case"* - Officers advised within the pre-application response that the *"overarching aim of Policy DMHB 11 is to ensure that the proposed development integrates well with the surrounding area"*. As such, whilst compliance with Policy DMHD 1 is unnecessary, for the reasons above, the proposals are considered to maintain their subordinate appearance to the main dwelling and integrate well with the surrounding area.

Quality of accommodation

Internal

- 4.16 Regarding internal accommodation, Policy D6 of the London Plan (2021) sets out the requirements for the gross internal floor area of new dwellings at a defined level of occupancy.

- 4.17 The proposed dwelling (95.2sqm) exceeds the policy requirement set out under D6 of the London Plan (93sqm). The proposed ceiling heights also satisfy D6 standards, and the dwelling is dual aspect, delivering high levels of natural light intake and ventilation.

External

- 4.18 Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development and conversions will be required to provide good quality and usable private outdoor amenity space. Amenity space should be provided in accordance with the standards set out in Table 5.3, which requires houses with two bedrooms to provide a minimum of 60 square metres of private useable amenity space.
- 4.19 Through the demolition of the existing rear garden outbuilding, the proposals will provide for an 85sqm private garden for the new dwelling, as well as retaining 93sqm for the host dwelling. This will also result in a regularly shaped garden plot for both units, to deliver useable, substantially sized private amenity space.

Accessibility

- 4.20 The proposed dwelling will be M4(2) compliant in line with London Plan Policy D7.

Housing mix

- 4.21 Policy H10 of the London Plan (2021) states that new development should consist of a range of unit sizes. Policy DMH 2 of the Hillingdon Local Plan: Part 2 -Development Management Policies (2020) states that the Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need. The Council's current information on housing need indicates a substantial boroughwide requirement for larger affordable and private market units, as identified in the Strategic Housing Market Assessment (SHMA) 2016.
- 4.22 In accordance with Policy DMH 2 of the Hillingdon Local Plan: Part 2 -Development Management Policies (2020), developments should demonstrate how the provision of family housing has been optimised to address local needs. The proposals constitute the addition of a single-family dwelling, which would meet an identified need within the SHMA, and therefore fully complies with Policy DMH 2.

Neighbouring amenity

- 4.23 Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that all development will be required to be designed to the highest standards and incorporate principles of good design. It should also not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space. The Council will aim to ensure that there is sufficient privacy for residents, and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties or onto private open spaces.

No 42 The Larches

- 4.24 As within pre-application ref. 9197/PRC/2024/160, the proposed dwelling would not project into the 45-degree line of site from the closest rear habitable room windows and as assessed by Officers within their formal response *"it is not considered that the development would be significantly overbearing nor would it cause a loss of light or overshadowing"*.

No's 44, 46 and 48

- 4.25 At its narrowest point, the proposed dwelling would be located 2m away from the shared boundary (an increase from 1m within the pre-app), giving a separation distance of approximately 14m to the rear facing windows of the above properties. Officers cited within their pre-application response that this falls short of the required 21m as *"stated within policy DMHB 11"*. No such requirement is stated within this policy. However, supporting paragraph 5.38 of the High Buildings and Structures Policy DMHB 10 recommends a

“minimum of 21 metres separation distance between windows of habitable rooms”, albeit the proposals have been configured so that there are no windows on the eastern flank elevation that would allow for any overlooking.

- 4.26 The planning drawings show that the 25-degree line of sight would not be impacted, and brick articulation is provided on the eastern elevation to provide visual interest to the building. These measures, together with design improvements to make the new dwelling more subordinate to the host dwelling, are considered to preserve neighbouring amenity, as required by Policy DMHB 11.
- 4.27 Finally, the submitted daylight and sunlight assessment confirms that the proposal fully accords with BRE Guidance in relation to daylight and sunlight impacts, and therefore entirely acceptable in this respect.

Highways and parking

Access

- 4.28 Local Plan Policy DMT 2 states that development proposals must ensure that: i) safe and efficient vehicular access to the highway network is provided to the Council's standards and iii) safe, secure and convenient access and facilities for cyclists and pedestrians are satisfactorily accommodated.
- 4.29 The proposals comprise one new double footway crossover which would provide vehicular access to the host and proposed dwelling. As requested by Officers within the pre-application enquiry, safe pedestrian access will be provided for the new dwelling through a 1200mm wide footpath between the adopted highway and the existing and proposed dwellings.

Parking

- 4.30 Hillingdon Local Plan: Part 2 Policy - DMT 6 requires that new development will only be permitted where it accords with the council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network. London Plan (2021) Policy T6.1 (Residential Parking) requires that new residential development should not exceed the maximum parking standards as set out in table 10.3.
- 4.31 Given the site's Outer London PTAL ranking of 1b, a maximum of three car parking spaces should be provided (equating to 1.5 spaces per dwelling). The proposals provide for three car parking bays, with one of these being an active EV charging bay.
- 4.32 The London Plan Table 10.2 – Minimum Cycle Parking Standards requires dwellings with two or more bedrooms to have a minimum of 2 no. secure and undercover long stay cycle parking spaces. An easily accessible, covered, secure cycle store is provided to the front of the site, which will provide policy compliant levels (i.e., two spaces) for the new dwelling.

Trees and biodiversity

- 4.33 Policy DMHB 14 of the Hillingdon Local Plan: Part Two Development Management Policies (2020) requires that all development retains or enhances existing landscaping, trees, and biodiversity.
- 4.34 The Site is exempt from providing BNG under the self-build exemption.

Refuse and recycling

- 4.35 Two bin stores are provided within the front portion of the site, and refuse collection will continue via the highway. To conform to accepted 'waste collection distances' from the public highway, the storage area should ideally be within 10m of a refuse vehicle, with the scheme complying with these standards.

5.0 Conclusions

- 5.1 The proposed development complies with Section 38(6) of the Planning Compulsory Purchase Act 2004, which states that determination of planning application's must be made in accordance with the Development Plan unless material considerations indicate otherwise. This Planning Statement has demonstrated that the proposal is in accordance with the aims of the Development Plan, with a range of planning benefits that weigh strongly in favour of the scheme.

Benefits of the proposal

- Deliver new housing on a site in an accessible location in line with national and local planning policy objectives.
- Result in the creation of local employment opportunities through the construction of the development.
- Encourage new residents to use more sustainable modes of transport through the provision of easily accessible cycle storage.
- Provide for a contribution towards the Council's Community Infrastructure Levy that will enable the delivery of wider benefits to London Borough of Hillingdon.