

## Report of the Head of Planning, Transportation and Regeneration

**Address** THE SIX BELLS PH DUCKS HILL ROAD RUISLIP

**Development:** Proposed barn extension to provide an extended dining area at ground floor and 8 no. guest rooms at first floor (Application for Listed Building Consent)

**LBH Ref Nos:** 14387/APP/2020/4128

**Drawing Nos:** Case of Need  
Design Access & Planning Statement (Dated 12th December 2020)  
BS 5837:2012 Tree Survey, Arboricultural Impact Assessment, Draft Arboricultural Method Statement & Tree Protection Plan (Dated 27th August 2020)  
Heritage Impact Assessment (Dated 12th December 2020)  
VSA20/11 - 011  
Location Plan  
VSA20/11 - 003  
VSA20/11 - 004  
VSA20/11 - 005  
VSA20/11 - 008  
VSA20/11 - 009  
VSA20/11 - 010  
VSA20/11 - 001A  
VSA20/11 - 002A  
VSA20/11 - 006A  
VSA20/11 - 007A

**Date Plans Received:** 15/12/2020

**Date(s) of Amendment(s):**

**Date Application Valid:** 15/12/2020

### 1. CONSIDERATIONS

#### 1.1 Site and Locality

The site is located on the west side of Ducks Hill Road, just north of the junction with Reservoir Road and contains a building known as the Six Bells Public House, which is Grade II listed (first listed on 10-Apr-1972), under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended, for its special architectural or historic interest.

The Six Bells Public House has been occupied and restored as part of the planning permission (reference 14387/APP/2018/1383) and Listed Building Consent (reference 14387/APP/2018/1385) granted in 2018. The barn building extension granted under these permissions has not, however, been started. The extant permissions were granted with the understanding that the extension to the Public House would provide extra space for the restaurant and make the project financially viable and self sustaining in order to secure the long term preservation of the heritage asset.

The application site forms part of designated Green Belt land and the Ruislip Motte & Bailey Archaeological Priority Area. Based on TfL's webCAT planning tool, the site has a poor

Public Transport Accessibility Level (PTAL) rating of 1b. Based on the Council's GIS, the site forms part of Flood Zone 1 and a Critical Drainage Area.

## 1.2 Proposed Scheme

This application seeks Listed Building Consent for the erection of a barn building to extend the existing premises, providing a restaurant at ground floor and 8 no. guest rooms at first floor. Based on measurements taken from the submitted plans, the proposed barn structure would measure as follows:

- Length: 20.33m
- Width: 9.01m
- Height at the eaves: 4m
- Highest point: 7.75m
- Footprint:  $20.33 \times 9.01 = 183.17\text{m}^2$
- Volume:  $(4 \times 9.01 \times 20.33) + (3.75 \times 9.01 \times 20.33)/2 = 732.69 + 343.45 = 1076.14\text{m}^3$

## 1.3 Relevant Planning History

14387/APP/2018/1383      The Six Bells Ph Ducks Hill Road Ruislip

Restoration of the Six Bells Public House, to include minor alterations to fittings internally and a new extension independent of the historic building to increase dining capacity.

**Decision Date:** 02-10-2018      Approved      **Appeal:**

14387/APP/2018/1385      The Six Bells Ph Ducks Hill Road Ruislip

Restoration of the Six Bells Public House, to include minor alterations to fittings internally and a new extension independent of the historic building to increase dining capacity (Listed Building Consent).

**Decision Date:** 18-10-2018      Approved      **Appeal:**

14387/APP/2019/528      The Six Bells Ph Ducks Hill Road Ruislip

Application for a Non-Material Amendment to planning permission Ref: 14387/APP/2018/1383 dated 18/10/18 (Restoration of the Six Bells Public House, to include minor alterations to fittings internally and a new extension independent of the historic building to increase dining capacity) to reduce the footprint of the proposed extension

**Decision Date:** 17-04-2019      Refused      **Appeal:**

14387/APP/2020/2775      The Six Bells Ph Ducks Hill Road Ruislip

Proposed barn extension to provide a restaurant at ground floor and 10 no. guest rooms at first floor, changing the use from a public house/restaurant to mixed use (Sui Generis), with associated works and landscaping.

**Decision Date:** 18-11-2020      Refused      **Appeal:**

14387/APP/2020/2776      The Six Bells Ph Ducks Hill Road Ruislip

Proposed barn extension to provide a restaurant at ground floor and 10 no. guest rooms at first floor (Application for Listed Building Consent)

**Decision Date:** 18-11-2020      Refused      **Appeal:**

## Comment on Planning History

Planning permission (reference 14387/APP/2018/1383) and Listed Building Consent (reference 14387/APP/2018/1385) granted the restoration of the Six Bells Public House, to

include minor alterations to fittings internally and a new extension independent of the historic building to increase dining capacity. The Public House has since been occupied and restored but has not formally been extended. A site visit indicates that the building has been extended temporarily to provide additional capacity.

A planning application (reference 14387/APP/2020/2775) and Listed Building Consent application (reference 14387/APP/2020/2776) for a barn extension to provide a restaurant at ground floor and 10 no. guest rooms at first floor has been refused. The reasons for refusal are outlined as follows:

The proposed development, by reason of its siting, size, scale, and design, would constitute inappropriate development within designated Green Belt land and very special circumstances do not exist to outweigh the harm to the Green Belt by reason of inappropriateness. As such, the proposal is contrary to Policy EM2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy DME1 4 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.16 of the London Plan (March 2016) and the National Planning Policy Framework (February 2019).

The proposed development, by reason of its siting, size, scale, and design, would fail to preserve the significance of the Grade II Listed Building by posing 'less than substantial harm' to the significance of the designated heritage asset. Further, the proposed development is not considered to provide public benefits sufficient to outweigh the harm posed. As such, the proposal is contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the National Planning Policy Framework (February 2019).

The proposed development, by reason of its siting, size, scale, and design, would be detrimental to the character, appearance and visual amenities of the street scene. As such, the proposal is contrary to Policies BE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies (January 2020), Policies 7.4 and 7.6 of the London Plan (March 2016) and the National Planning Policy Framework (February 2019).

## **2. Advertisement and Site Notice**

**2.1 Advertisement Expiry Date:-** 3rd February 2021

**2.2 Site Notice Expiry Date:-** 25th January 2021

**Contact Officer:** Michael Briginshaw

**Telephone No:** 01895 250230

### 3. **Comments on Public Consultations**

#### EXTERNAL CONSULTATION

Letters have been sent to neighbouring properties, a site notice has been displayed and the application has been advertised in the local paper. A petition in support of the proposed development has been received with 30 signatories, although it is technically lodged against the Full Planning application reference 14387/APP/2020/4126. Only one comment has been received and states that there is no objection to the proposed development as long as sufficient parking on site is provided and noise levels are strictly regulated.

#### PLANNING OFFICER COMMENT:

It should be noted that car parking and control of noise is addressed under the Full Planning application submission (reference 14387/APP/2020/4126), as opposed to the Listed Building Consent application.

#### COUNCILLOR CORTHORNE:

I am writing to express my support for this fresh application following the recent committee decision.

I am given to understand that there has been dialogue between the applicant and officers and changes to the original proposals has been made to the scale and bulk of the development, which make it acceptable in planning policy terms.

I've previously indicated that the economic benefits should be recognised as part of the overall planning balance, and with these changes feel this should now be supported.

#### RUISLIP, NORTHWOOD AND EASTCOTE LOCAL HISTORY SOCIETY:

The Ruislip, Northwood and Eastcote Local History Society does not have any major concerns that the proposed extension will be detrimental to this listed building or the Green Belt. We appreciate that the revised proposals are suggesting that the extension be reduced in height and length which will lessen its impact on the original building and site. We think that a barn type appearance for the extension is appropriate and will be in keeping with the other buildings. We would stress for historical reasons that it is very important that the name 'The Six Bells' is retained and is still prominently displayed. This building has been in use as a public house since the early 1800s, when it was built. It was seen as the centre of the community at Ruislip Common and it was regularly used for wood sales and the occasional inquest. There used to be an earlier beer house on the corner of Howletts Lane and Breakspear Road with the same name of 'The Six Bells' but when the present building was constructed the licence and sign was transferred there. It is therefore important that the name continues to survive having been part of our local history for several centuries. If the proposals are sympathetic and present no harm to this listed building we would prefer to have the building in use rather than stand empty and fall into neglect and disrepair.

#### INTERNAL CONSULTATION

#### PARTNERSHIPS AND BUSINESS ENGAGEMENT MANAGER:

The application to extend the previously approved extension is supported from an economic development perspective. The investment in the premises will sustain a resource for the local community and it is refreshing to see investment in a commercial concern that is not linked to residential development.

It is noted that the extension will accommodate 10 ensuite bedrooms that will be used to provide bed and breakfast accommodation.

The application is supported for a number of reasons. It serves to secure the future of an established and popular community facility. The applicant advises that this development is crucial to the future viability of the business and given the financial challenges the licenced premises faced it is difficult to argue with this view.

The days of public houses in locations such as the Six Bells surviving on 'locals' calling in for a couple of drinks are long gone. Public houses outside town centres have had to shift their focus to being family friendly establishments offering food and as with the Six Bells, party and function facilities.

The closure of public houses' which do not or can not adapt to changing economic circumstances is a very real concern. Real Estate advisers the Altus Group reported that already in 2020 (up to the middle of September) 315 pubs have closed. This follows on from 2019 when 473 pubs in England closed or were converted to other purposes. 2018 saw 914 pubs close.

It is noted that the proposal will create and secure ten full time and twenty part time jobs. At a time when unemployment is rising this is welcome news. Due to the hours the licenced sector operate and the fact that the proposal is to offer bed and breakfast, it is anticipated that the jobs on offer will by and large be taken by members of the immediate or local community. The creation of new employment in the licenced premises sector is at present very much against the current trend. At the end of September 2020 Fullers Brewery, one of the region's biggest owners of public houses announced that it was likely to make at least 10% of its staff in its chain redundant.

It is also worth noting that the contract for delivering the new development could potentially go to a local building contractor. Whilst this cannot be guaranteed, developments of this scale are likely to attract local firms to bid. They will have the advantage of already using mainly local employees and source materials through local supply chains.

#### PLANNING OFFICER COMMENT:

It should be noted that the proposal is for 8 no. guest rooms and not 10 no. ensuite bedrooms as referred to in the comments above.

#### CONSERVATION OFFICER:

1. Summary of comments: Objection

2. Historic Environment Designation (s)

- Grade II Listed Building - The Six Bells PH - NHLE: 1080240
- Ruislip Motte and Bailey Archaeological Priority Area (APA)

### 3. Assessment - Background/ Significance

The origin of The Six Bells public house (PH) is thought to date from the late 17th/ early 18th century however the site has benefitted from alterations over time. The building is originally of timber frame construction and externally finished in a painted brick to the front and side however the rear elevations remain as exposed red brick. It is a two-storey building with a cellar. The barrel drop can be seen along the pavement to the front of the building. There is a notable dentil detail below the half-hipped roof form, which is externally finished in plain clay tiles. Two tall chimney stacks bookend the original portion of the building along the south-east side elevation and one to the north-west side elevation. The front elevation is double fronted and symmetrical in appearance with a centrally positioned entrance door and a 19th century hood over the door with decorative barge boards. The former door comprised of a 3 panel door however this appears to have been altered to a modern 4 panel door. The replacement of the front door does not appear to be detailed as part of the consented works in 2018, therefore is likely to be unauthorised. The sash windows are positioned either side of the entrance door at ground and first floor. The ground floor sash windows are large, recessed openings with vertically sliding 10 over 10 multi-paned sash windows. The sash boxes are set behind the brickwork, a requirement following the 1774 Building Act. The first floor windows are proportionately smaller providing a sense of hierarchy to the building. The windows are of historic interest contributing to the building's significance. They can be a good indicator of the building's historic development overtime.

Evidence of historic structural movement can be seen by the existence of traditional wall tie pattress plates particularly towards the southern end of the building.

The building has benefitted from a number of additions overtime, including a collection of 20th century single storey built forms to the rear comprising of the kitchens and toilets. The piecemeal nature of the rear additions somewhat detracts from the overall composition of the building. There is also a single storey addition to the north-west side elevation used as a dining area. This is subservient in character, externally finished in dark stained weatherboarding and a plain tiled roof to match the original property. It was not uncommon for traditional buildings to have a small number of ancillary structures within the associated site area, usually used as a store or to house animals. From looking at historic maps there were a couple of small ancillary structures to the north-east of the main building.

Originally the building was formed part of a small hamlet historically known as Cheapside. The hamlet of Cheapside formed part of a group of three hamlets on the edge of what was Common Wood outside the enclosed Park Wood in Ruislip, the other two were known as Cannons Bridge and Park Hearne. Collectively they were referred to as Ruislip Common, as we know it today. Documentary evidence references Cannons Bridge as the earliest hamlet within the area. It wasn't until a mid-16th century Terrier that the land near Cannons Bridge was referred to as Cheapside. However, in the late 17th century it became known as 'in the withies' and then later changed to Withy Lane during the Victorian era. Prior to The Six Bells the small hamlet was served by a public house known as 'The Black Potts' which was located to the west of the application site. The license to serve beer/alcohol at The Six Bells was ideal due to its proximity to the road along a historic route and was most likely to reason The Black Potts ceased to exist. It was part of the route from Rickmansworth to Ealing, via Ruislip (a notable manorial holding). This would have aided in its establishment as a public house, as a stop along this historic route as well as serving the community of the small hamlet. (Source: Ruislip, Northwood and Eastcote Local History Society, Journal 2004, Article 04/1 by Eileen M. Bowlt)

The heritage value of the Listed Building is duly recognised by its notable historic and architectural interest. It forms part of the history of the area and is a good example of a traditional building of its time. The strong communal value of the site is evident and contributes to the significance of the heritage asset. It must be duly noted, as defined in Annex 2: Glossary, National Planning Policy Framework (NPPF), June 2019 is, 'Significance derives not only from a heritage asset's physical presence but also from its setting.'

The setting of the heritage asset and impact of the proposed development has been assessed with reference to Historic England 2017 Good Practice Advice Planning Note 3 (GPAN3), The Setting of Heritage Assets.

The surroundings of a heritage asset contribute to how it is experienced, and the setting of a heritage asset can be influenced by a number of natural and/or human factors. Whilst the wider environment to the east and south of the site has changed, to the north and west it has remained undeveloped. This strongly contributes to the site's sense of openness and semi-rural environment, appropriately protected by the Greenbelt designation of the land. It is a key reminder of the once rural past of the area and small hamlets which established settlement in this location. The immediate experience of the Listed Building has somewhat been compromised by the existing rear additions and the large expanse of hard standing to the north. Nevertheless, the semi-rural environment, wider woodland backdrop and low-density of development neighbouring the site contributes to the building's setting. Whilst some additions are not entirely in keeping, the hierarchy of the site has been maintained. The 2018 approved structure to the rear is intended to remain subservient to the original building. These elements form part of the building's setting, positively contributing to its significance.

As briefly mentioned above, consent was granted in 2018 for a subservient extension to the rear of the building to allow for an increased dining provision for the business, enabling the repair of the building at that time. Whilst the historic portion of the building has been restored and is currently in use, the rear addition is yet to be constructed. As existing a large, enclosed timber pergola structure with a solid flat roof form has been erected on site providing a substantial area of covered seating. The structure has been enclosed with Perspex and extends up to Ducks Hill Road. This structure is located within the curtilage of the Listed Building and has a negative impact upon its setting. It does not benefit from planning permission or listed building consent.

#### 4. Assessment - Impact

The principle of the proposed development would be the same as the previous scheme, refused in December 2020 (planning refs:14387/APP/2020/2775 and 14387/APP/2020/2776). In comparison to the refused scheme the number of bedrooms proposed has been reduced to 8. The built form itself has been reduced at the rear, the drawing annotation indicates 3m, in any instance this would need to be accurately checked on the submitted drawing. The building would be the same width as previously proposed, positioned in the same location and proximity to the listed building. The design concept would still adopt the barn-style approach.

In light of the above, the proposed development would still have a harmful impact on the setting of the listed building. The assessment below is not significantly different to comments provided in relation to the refused scheme.

The submitted existing and proposed floor plans fail to include the small single storey structure attached to the south-east side elevation of the listed building. This should be clearly included on the submitted drawings to ensure plans accurately depict the existing site situation.

Paragraph 1.7.1 within the submitted Heritage Impact Assessment refers to the building as 'at risk' however it is clearly evident the building has been restored alongside the recent erection of the large enclosed pergola structure, with the site in use as a bar and grill restaurant.

Whilst the principle of a structure in the proposed location on the site has been established in order to increase the dining capacity for the restaurant, the 2018 approved, barn-like structure would remain subservient to the listed building and at such time of approval a balanced judgement was made taking into account the condition of the listed building.

The proposed development, which would be notably larger than the approved structure, would negatively affect the setting of the Listed Building. The building would be bulkier in form exacerbated by its increased scale, bulk, footprint and height. It would have a greater dominant presence on the site and be highly visible from the street scene and within the site itself. The development would fail to respect the scale and setting of the original Listed Building. The lack of subservience would diminish any sense of hierarchy to the site. The Listed Building in itself is an important historic built asset recognised by its Grade II designation and strongly contributes to the historic settlement of the area. The existing and proposed additions to the building and site, cumulatively, would no longer be ancillary to the original building harming its significance and setting.

The 2-storey structure would fail to relate to the original, approved, design concept as an ancillary, subtle addition to the site, competing with the original listed building. The roof ridge height appears to match the listed building along the south east elevation however it appears to be slightly higher along the north west elevation. This may be due to variations to the ground levels however the development should remain entirely subordinate to the principal heritage asset.

As noted above whilst the design of the building appears to be somewhat influenced by a barn style structure, as proposed it fails to respect and truly embrace the architectural principles and qualities of a traditional agricultural barn. The barn structure would dominate the site as the larger built form drawing undue attention to it. The reference made in the supporting design and access statement and heritage statement shows a photograph of the Grade I listed medieval barn in Harmondsworth however incorrectly describes it as The Great Barn in Ruislip. In this instance a threshing barn would be an inappropriate design precedent. It would establish a farmstead character to the site. Historically the site has not operated as a typical historic farmstead, the concept of erecting a barn style building would deviate from the character and significance of the site as a public house, in turn failing to respect or preserve the setting of the Listed Building.

Historic timber framed barns are typically characterised by steeply pitched, tiled roof forms. The roof form tends to dominate the appearance of the building, in turn reducing the bulk of the structure, above the ground floor level. The proposed roof pitch would be shallow resulting in a higher eaves line and the timber clad elevations dominating the appearance of the building. Whilst the building may be reduced in length, the bulk and volume would essentially be relocated as part of the first-floor space.

The inclusion of multiple roof lights and windows to the gable ends of the proposed barn would result in a pastiche building. Furthermore, it is unclear why a window opening is required into what appears to be a storeroom, to the front of the building at first floor, further obscured by shelving internally. The submitted drawings do not include the detailed infrastructure that would be necessary for the proposed use, including soil vent pipes, mechanical ventilation, rainwater goods, fire safety measures etc. Such infrastructure poorly applied can diminish the overall design aesthetic. It is assumed the proposed lift would be a platform lift therefore not requiring an over run. The inclusion of a lift over-run as an 'add-on' feature would be inappropriate and an incongruous feature considering the slope of the roof.

The use of the roof space for 8 guest rooms would establish a permanent alternative new use on the site. There is no evidence before me indicating that the site or building was used primarily as a historic inn.

The argument that the development is required for the preservation of the Listed Building is unfounded and lacks evidence to justify the proposal. As existing the Listed Building has been restored and there is no evidence before me as to why the approved additional dining facility would not enable the continued care and maintenance of the building. Any development proposed as a means of supporting the care and repair of a listed building must be considered for the benefit of a heritage asset itself.

The submitted information fails to demonstrate the need for the specified 8 guest rooms and increase to the internal dining capacity, which appears to be laid out as an event space. It would need to be clearly demonstrated in any instance that the income generated from the proposed development would solely be used for the care and repair of the designated heritage asset. As submitted, it would fail to demonstrate that the proposal would be minimum necessary to secure the long-term future of the designated heritage asset. In any instance, if we were to consider this type of development, quantitative evidence would be required to justify the harm caused by the development and it would need to meet a number of tests.

To confirm the building was not formally included on Historic England's Heritage at Risk register. The 2018 approved scheme recognised that the building was in need of repair, with the additional dining capacity contributing to the future preservation of the building. The Listed Building's former 'state' is now irrelevant taking into account the condition of the building at present.

The proposal appears to be connected to the circumstances of the present time rather than the urgent need for repairs to the Listed Building to allow for its use. There is no indication on how permanent the current circumstances are. The permanent nature and negative impact of the proposed development must be materially considered.

The development would detract from the site's significance as a public house and would be considered a negative contributor to the setting of the heritage asset. The proposed development would result in significant permanent harm to the setting of the Listed Building. It would need to be noted that harm to the setting of a heritage asset is not limited to physical or visual impact. Other considerations including to how users interact with site and its history form part of the building's significance.

The proposed development would erode the setting of the Listed Building. Taking into consideration the paragraph 196 of the National Planning Policy Framework (2019) the

proposed development would result in less than substantial harm to the setting and significance of the listed building. In any instance under sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990 a statutory duty is placed upon the decision maker(s) to pay special attention to the preservation of the Listed Building and its setting. Paragraph 193 (NPPF, 2019) would also be relevant in this instance.

## 5. Conclusion: Objection - Harm to the setting of the Listed Building

### 4. Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

DMHB 11 Design of New Development

LPP 7.8 (2016) Heritage assets and archaeology

NPPF- 16 NPPF-16 2018 - Conserving & enhancing the historic environment

### 5. MAIN PLANNING ISSUES

The main planning issue relates to the impact of the proposed works on the character, appearance and setting of the Grade II Listed building. The following planning policies are considered relevant:

Policy 7.8 of the London Plan (March 2016) states that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy BE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) seeks a quality of design in all new development that enhances and contributes to the area in terms of form, scale and materials; is appropriate to the identity and context of the townscape; and would improve the quality of the public realm and respect local character.

Policy HE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

Policy DMHB 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that:

A) The Council will expect development proposals to avoid harm to the historic environment. Development that has an effect on heritage assets will only be supported where:

i) it sustains and enhances the significance of the heritage asset and puts them into viable

uses consistent with their conservation;

- ii) it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss, in accordance with the NPPF;
- iii) it makes a positive contribution to the local character and distinctiveness of the area;
- iv) any extensions or alterations are designed in sympathy, without detracting from or competing with the heritage asset;
- v) the proposal would relate appropriately in terms of siting, style, scale, massing, height, design and materials;
- vi) buildings and structures within the curtilage of a heritage asset, or in close proximity to it, do not compromise its setting; and
- vii) opportunities are taken to conserve or enhance the setting, so that the significance of the asset can be appreciated more readily.

Policy DMHB 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states:

- A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.
- D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building.

In order to consider the impact of the proposed development, it is considered pertinent to quantify the previously approved development and compare it to the currently proposed development.

#### APPROVED SCHEME

Based on measurements taken from the plans submitted, the barn structure approved under permission references 14387/APP/2018/1383 and 14387/APP/2018/1385 approximately measured as follows:

- Length: 18.8m
- Width: 6.33m
- Height at the eaves: 2.92m
- Highest point: 7.04m
- Footprint:  $6.33 \times 18.8 = 119.04\text{m}^2$
- Volume:  $(2.92 \times 6.33 \times 18.8) + (4.12 \times 6.33 \times 18.8)/2 = 347.5 + 245.1 = 592.6\text{m}^3$

#### PROPOSED SCHEME

Based on measurements taken from the submitted plans, the proposed barn structure would measure as follows:

- Length: 20.33m
- Width: 9.01m
- Height at the eaves: 4m
- Highest point: 7.75m
- Footprint:  $20.33 \times 9.01 = 183.17\text{m}^2$
- Volume:  $(4 \times 9.01 \times 20.33) + (3.75 \times 9.01 \times 20.33)/2 = 732.69 + 343.45 = 1076.14\text{m}^3$

## COMPARISON

Evidently, the proposed development would increase the footprint of the development by 64.13m<sup>2</sup> (equating to 53.87% increase) and would increase the volume of the development by 483.54m<sup>3</sup> (equating to 81.57% increase).

In terms of the harm posed to the setting of the Grade II Listed Building, it is noted that paragraph 193 of the NPPF (February 2019) states that great weight should be given to the conservation of heritage assets. It is acknowledged that the height and length of the proposed development has been reduced when compared to the previously refused applications (references 14387/APP/2020/2775 and 14387/APP/2020/2776). Specifically, the harm to the setting of the Listed Building should be viewed in the context of the previously approved application which establishes merit for the development of the footprint adjoining the Public House.

As stated by the Council's Conservation Officer, the proposed development would negatively affect the setting of the Listed Building by virtue of its scale, footprint and height. It would have a dominant presence on the site and be highly visible from the street scene and within the site itself. Although the height has been reduced to match that of the existing Public House, the proposed building would not be considered ancillary to the main Listed Building and the infrastructure associated with the proposed use would further erode the setting of the Listed Building. Accordingly, the proposed development would harm the significance and setting of the heritage asset.

In this instance, the extent of harm is considered to be 'less than substantial', therefore requiring consideration of paragraph 196 of the National Planning Policy Framework (February 2019). This states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

It is noted that the development approved under application references 14387/APP/2018/1383 and 14387/APP/2018/1385 provided public benefit by restoring the Grade II Listed Building, reversing the harm caused to its significance, generating local employment, supporting the viability of the business, supporting the preservation of the heritage asset and providing a community hub.

Significantly, the Grade II Listed Building has already been restored and is operating as a public house. In this respect, the harm caused to the heritage asset has been reversed and is not applicable to the current situation. It is acknowledged, however, that the costs of such restoration do have a financial impact on what can be brought forward on-site in terms of further development. Although this is not a public benefit of the current application, it is inherently linked and is therefore afforded some weight in the consideration process.

Based on the HCA's Employment Density Guide 3rd Edition (November 2015), the proposed development would generate a range between 11 and 14 jobs. In comparison, the approved scheme would have generated between 6 and 8 jobs. The proposed development would therefore generate between 3 and 8 jobs more than the scheme previously permitted. It should be noted that the applicant states that the development would create 24 jobs and that the development would utilise local business for its delivery. Accordingly, the employment generation of the proposed development is considered to be a public benefit of the scheme, although this benefit can be applied to most forms of

development in some capacity and is only given limited weight.

It is acknowledged that the proposed development would support the viability of the business and would in turn support the preservation of the heritage asset. This consideration is undermined, to an extent, by the fact that the site has already been permitted a barn extension which would expand its capacity and support its viability. It is noted, however, that at least 315 public houses have closed in England in 2020 and follows the closure of 473 public houses in 2019 and 914 public houses in 2018. The closure of public houses which do not or cannot adapt to changing economic circumstances is therefore a very real concern.

In terms of the circumstances specific to the Six Bells Public House, it is highlighted that the Public House is only one of three public houses which provides such a use to the local community (based on a 800 metre radius survey of the site). It is worth noting that the site is also not located within a local centre or town centre and does not benefit from the support of such co-locations. This is considered to support the need to diversify the business in order to safeguard its long term viability.

It is agreed that public houses form important hubs for communities. Specifically, paragraph 92 of the NPPF (February 2019) states that planning decisions should plan positively for the provision and use of community facilities such as public houses to enhance the sustainability of communities and residential environments. This is also supported by Policy HC7 of the Publication London Plan (December 2020). In terms of the current application, it is important to factor in the significant public support for the proposed development, taking the form of a supporting petition with 30 signatories, as well as support from the Eastcote Conservation Panel, the Eastcote Residents Association and the Ruislip, Northwood and Eastcote Local History Society.

As addressed in the Full Planning application report, planning conditions will also be applied to secure further benefits from the proposed development if recommended for approval. This includes ecological benefits which are to be secured as part of an ecological enhancement scheme.

In accordance with paragraph 196 of the NPPF (February 2019), the 'less than substantial harm' posed to the setting of the heritage asset has been weighed against the public benefits of the proposal. In the context of Public Houses in England and more specifically the Six Bells Public House, the proposed development is considered to provide public benefits to outweigh the harm posed. Conditions are also proposed to safeguard the special architectural and historic interest of the listed building. On balance, the proposed development is accepted and is not considered contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016), Policy HC1 of the London Plan (December 2020) and the NPPF (February 2019).

## **6. RECOMMENDATION**

**APPROVAL subject to the following:**

**1            LB1            Time Limit (3 years) - Listed Building Consent**

The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

**REASON**

To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

**2 COM4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers VSA20/11 - 006A, VSA20/11 - 007A, VSA20/11 - 008, VSA20/11 - 009, VSA20/11 - 010, VSA20/11 - 011 and shall thereafter be retained/maintained for as long as the development remains in existence.

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (March 2016).

**3 LB2 Making good of any damage**

Any damage caused to the building in execution of the works shall be made good to the satisfaction of the Local Planning Authority within 6 months of the works being completed.

**REASON**

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

**4 LB3 Works to building's interior**

Unless specified on the approved drawings, the Local Planning Authority's agreement must be sought for the opening up of any part of the interior of the building.

**REASON**

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

**5 LB9 Samples of materials**

Prior to commencement of development, samples of all materials and finishes to be used for all external surfaces of the building, including the erection of a sample panel, shall be submitted to and approved in writing by the Local Planning Authority.

**REASON**

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

**6 NONSC Detailed Drawings**

Prior to commencement of development, detailed drawings of the proposed infrastructure shall be submitted to and approved in writing by the Local Planning Authority. This shall include detail of the:

- (i) Soil vent pipes;
- (ii) Mechanical ventilation;
- (iii) Rainwater goods; and
- (iv) Fire safety measures.

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

#### REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### 7 LB10 Internal and External Finishes (Listed Buildings)

All new works and works of making good to the retained fabric of the building, whether internal or external, shall be finished to match the existing fabric with regard to methods used and to material, colour, texture and profile.

#### REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### 8 LB12 Hidden Features

Any hidden historic features which are revealed during the course of works shall be retained in situ, work suspended in the relevant area of the building and the Council as local planning authority notified immediately. Provision shall be made for the retention, proper recording, as required by the Council.

#### REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 - Strategic Policies (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon's Local Plan: Part 2 - Development Management Policies (January 2020), Policy 7.8 of the London Plan (March 2016) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

### INFORMATIVES

- 1 The decision to GRANT Listed Building Consent has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

The decision to GRANT Listed Building Consent has been taken having regard to

**2** the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

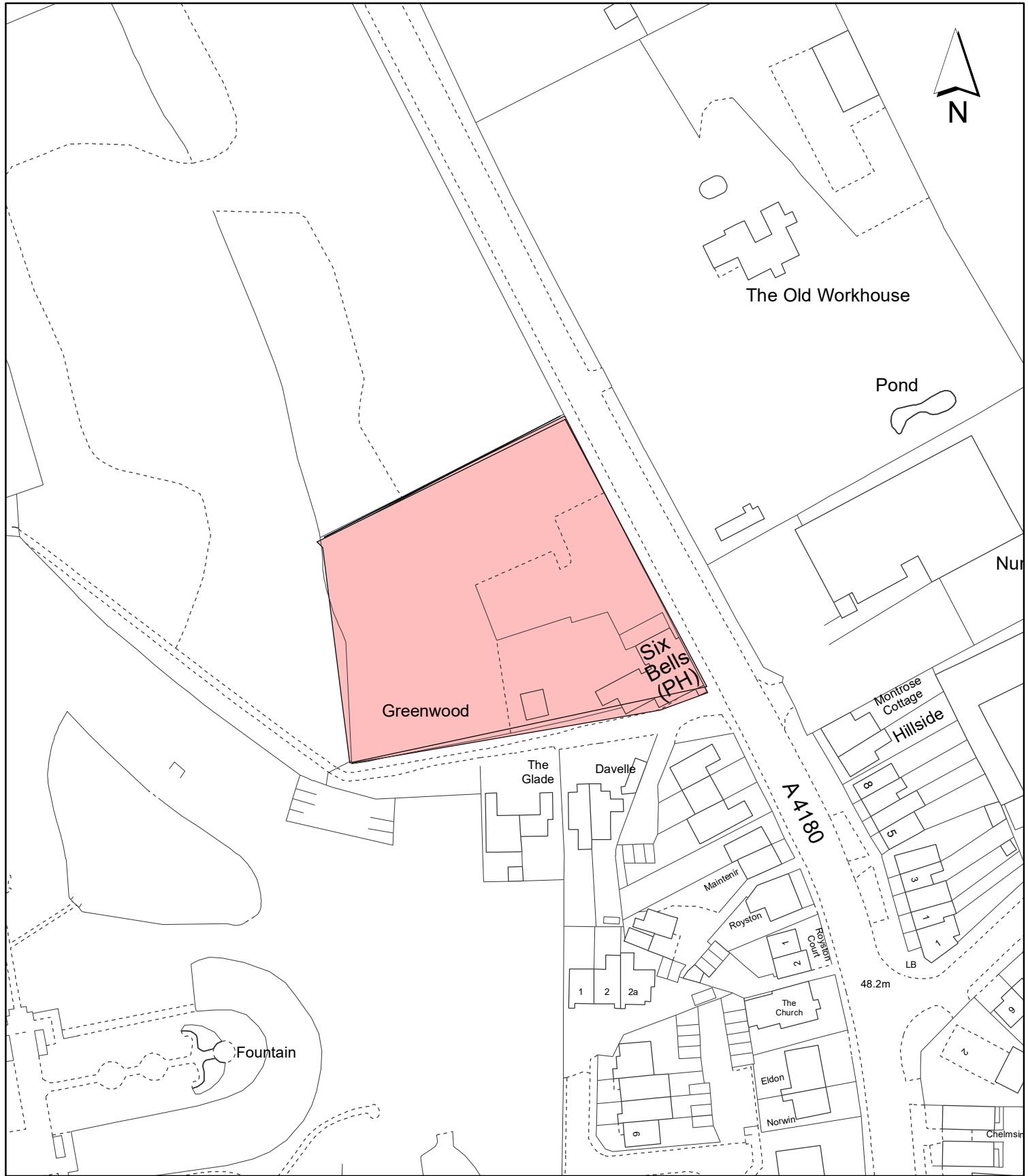
DMHB 1 Design of New Development

LPP 7.8 (2016) Heritage assets and archaeology

NPPF- 1 NPPF-16 2018 - Conserving & enhancing the historic environment

**3** In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

**4** All unauthorised timber structures within the confines of the site should be removed prior to the commencement of the development hereby approved.



**Notes:**

 Site boundary

For identification purposes only.

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Site Address:

**THE SIX BELLS PH  
DUCKS HILL ROAD  
RUISLIP**

**LONDON BOROUGH  
OF HILLINGDON**  
Residents Services  
Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW  
Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

**14387/APP/2020/4128**

Scale:

**1:1,250**

Planning Committee:

**North**

Date:

**February 2021**



**HILLINGDON**  
LONDON