

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

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

**Development:** 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.

**LBH Ref Nos:** 14387/APP/2018/1383

**Drawing Nos:** VSA18 04 - 005  
VSA18 04 - 002  
VSA18 04 - 004  
VSA18 04 - 003  
D A SIX BELLS  
VSA18 04 - 001  
Heritage Impact Assessment  
Design and Access Statement  
VSA18 04 - 006B  
VSA18 04 - 007A  
VSA18 04 - 008A  
VSA18 04 - 009A  
VSA18 04 - 010A

<b>Date Plans Received:</b>	13/04/2018	<b>Date(s) of Amendment(s):</b>	13/04/2018
<b>Date Application Valid:</b>	18/04/2018		08/06/2018
			07/09/2018

### 1. SUMMARY

Planning permission is sought for the erection of a new barn type building connected via a glazed link to the Grade II listed Six Bells Public House, on the footprint of now demolished out buildings. The public House has been vacant for some time and has fallen into a state of disrepair, due to neglect and lack of maintenance.

The current proposals will accommodate additional dining space associated with the re-opening of the public house as a restaurant and cocktail bar. Permission is also sought for the erection of a small timber storage shed. A number of internal alterations are also proposed as part of the refurbishment proposals and these are considered in the associated listed building consent application also on this agenda.

27 surrounding occupiers / premises have been consulted. 10 representations have been received. Whilst responses have been generally supportive, concerns have been raised regarding the lack of on-site parking and potential noise disturbance.

The proposed use will not change from the authorised use. However, the whole site is located within the Green Belt. The main policy issues in relation to this development are considered to be the impact on the heritage asset, the principle of additional development within the Green Belt and its impact on the openness, character and appearance of the Green Belt.

The applicant sets out 'very special circumstances' to justify such development. These relate primarily to the restoration of a deteriorating listed building, and enabling the long

term viability for any business run within it. Officers consider that the benefits, when weighed against the drawbacks of the proposed development are significant and therefore very special circumstances weighing in favour of the proposal exist in the case of the proposed development.

Given that the proposal involves a building in an area of the site that has been previously developed, that the car park layout / external arrangements will remain unchanged, the existing landscape character, and the proposed planting strategy, it is considered that the visual impacts of the proposal are unlikely to be of significant detriment to the character of the area, or the perception of openness of the Green Belt.

Overall, it is considered that the proposals will not pose significant harm to the character and setting of the Six Bells or the setting of other nearby assets. Crucially, it is considered that the proposals will help rehabilitate a deteriorating heritage asset and secure its preservation for many years to come.

The existing car park with 30 parking spaces will be re-surfaced/repared. The on-site parking provision is more than most other Public Houses in the Borough outside town centres and exceeds the Council's adopted parking standards.

Subject to conditions, it is considered that there are no amenity issues in terms of noise and disturbance for immediate neighbours.

Approval is recommended accordingly, subject to conditions.

## **2. RECOMMENDATION**

### **APPROVAL subject to the following:**

#### **1 RES3 Time Limit**

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

#### **REASON**

To comply with Section 91 of the Town and Country Planning Act 1990.

#### **2 RES7 Materials (Submission)**

Prior to the commencement of the superstructure (excluding demolition and site clearance) details of all materials and external surfaces, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

#### **REASON**

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **3 OM1 Development in accordance with Approved Plans**

The development shall not be carried out otherwise than in strict accordance with the plans hereby approved unless consent to any variation is first obtained in writing from the Local Planning Authority.

VSA18 04 - 006B

VSA18 04 - 007A

VSA18 04 - 008A  
VSA18 04 - 009A  
VSA18 04 - 010A

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **4 TL3 Protection of trees during site clearance and development**

Prior to the commencement of the superstructure (excluding demolition and site clearance), detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority. Such fencing should be a minimum height of 1.5 metres. The fencing shall be retained in position until development is completed. The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

1. There shall be no changes in ground levels;
2. No materials or plant shall be stored;
3. No buildings or temporary buildings shall be erected or stationed.
4. No materials or waste shall be burnt; and.
5. No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

#### REASON

To ensure that trees and other vegetation to be retained are not damaged during construction work and to ensure that the development conforms with policy BE38 of the Hillingdon Unitary Development Plan Saved Policies (2012).

#### **5 RES9 Landscaping (car parking & refuse/cycle storage)**

Prior to the completion of the superstructure works, a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping
  - 1.a Planting plans (at not less than a scale of 1:100),
  - 1.b Written specification of planting and cultivation works to be undertaken,
  - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate
2. Details of Hard Landscaping
  - 2.a Refuse Storage
  - 2.b Cycle Storage for 10 cycles
  - 2.c Means of enclosure/boundary treatments
  - 2.d Car Parking Layouts for 30 cars (including 3 disabled parking bays and demonstration that 20% of all parking spaces are served by electrical charging points (3 active and 3 passive)
  - 2.e Hard Surfacing Materials
  - 2.f External Lighting

### 3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years.

3.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

### 4. Schedule for Implementation

### 5. Other

5.a Existing and proposed functional services above and below ground

5.b Proposed finishing levels or contours

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

### REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2016).

## **6 RES15 Sustainable Water Management (changed from SUDS)**

Prior to the commencement of the superstructure (excluding demolition and site clearance), a scheme for the provision of sustainable water management shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate that sustainable drainage systems (SUDS) have been incorporated into the designs of the development in accordance with the hierarchy set out in accordance with Policy 5.15 of the London Plan and will:

i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;

ii. include a timetable for its implementation; and

iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime. The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

iv. provide details of water collection facilities to capture excess rainwater;

v. provide details of how rain and grey water will be recycled and reused in the development.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

### REASON

To ensure the development does not increase the risk of flooding in accordance with Policy OE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and London Plan (2015) Policy 5.12.

## **7 RES23 Visibility Splays - Pedestrian**

The access for the proposed car parking shall be provided with those parts of 2.4m x 2.4m pedestrian visibility splays which can be accommodated within the site in both directions and shall be maintained free of all obstacles to the visibility between heights of 0.6m and 2.0m above the level of the adjoining carriageway.

#### REASON

In the interests of highway and pedestrian safety in accordance with policy AM7 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **8 RES24 Secured by Design**

The dwellings shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No dwelling shall be occupied until accreditation has been achieved.

#### REASON

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (2015) Policies 7.1 and 7.3.

#### **9 RES25 No floodlighting**

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and direction of light sources and intensity of illumination. Any lighting that is so installed shall not thereafter be altered other than for routine maintenance which does not change its details.

#### REASON

1. To safeguard the amenity of surrounding properties in accordance with policies BE13 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012); and
2. To protect the ecological value of the area in accordance with Policy EC3 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **10 N12 Air extraction system - noise and odour**

No new air extraction system or external plant shall be used on the premises until a scheme for the control of noise and odour emanating from the site has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall then be fully implemented before the development is occupied/the use commences and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

#### REASON

To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (2016) Policy 7.15

#### **11 N13 Sound insulation of commercial/entertainment premises**

Prior to the commencement of the superstructure (excluding demolition and site clearance),, for the control of noise transmission to the adjoining dwellings has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be fully implemented before the development is occupied/use commences and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

#### REASON

To safeguard the amenity of the occupants of surrounding properties in accordance with Policy OE1 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (2016) Policy 7.15

#### **12            N14            Control of amplified music**

The use of the building hereby approved shall not commence until a scheme for the control of amplified music emanating from the building has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of physical works, administrative procedures, noise limits and other measures as may be approved by the Local Planning Authority. The scheme shall be fully implemented before the use commences and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

#### REASON

To safeguard the amenity of the occupants of surrounding properties in accordance with Policy OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012); and London Plan (2016) Policy 7.15.

#### **13            NONSC            Construction management plan**

Prior to the commencement of the superstructure (excluding demolition and site clearance), the applicant shall submit a construction management plan to the Local Planning Authority for its approval. The plan shall detail:

- (i) The phasing of development works
- (ii) The hours during which development works will occur
- (iii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.
- (iv) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).
- (v) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).
- (vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.
- (vii) The storage of demolition/construction materials on site.

The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

#### REASON

To safeguard the amenity of surrounding areas and to ensure that highway and pedestrian safety is not prejudiced, in accordance with Policies OE1 and AM7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **14            AR2            Sites of Archaeological Interest - access for investigations**

The developer shall afford access at all reasonable times to any archaeologist nominated by the Local Planning Authority in order to allow archaeological remains to be investigated, excavated and recorded prior to redevelopment. In this respect the developer shall follow the provisions of the Code of Practice agreed between the British Property Federation and the Standing Conference of Archaeological Unit Managers.

#### REASON

The site is within an area of archaeological interest and it is considered that all evidence of

the remains should be recorded in accordance with Policy BE3 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

## INFORMATIVES

### 1 I52 **Compulsory Informative (1)**

The decision to GRANT planning permission 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).

### 2 I53 **Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2015) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE1	Development within archaeological priority areas
BE10	Proposals detrimental to the setting of a listed building
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
OL1	Green Belt - acceptable open land uses and restrictions on new development
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
H2	Restrictions on changes of use of residential properties
H3	Loss and replacement of residential accommodation
H5	Dwellings suitable for large families
R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.13	(2016) Sustainable drainage
LPP 5.14	(2016) Water quality and wastewater infrastructure
LPP 5.7	(2016) Renewable energy
LPP 6.13	(2016) Parking
LPP 7.14	(2016) Improving air quality
LPP 7.16	(2016) Green Belt
LPP 7.19	(2016) Biodiversity and access to nature
LPP 7.2	(2016) An inclusive environment
LPP 7.3	(2016) Designing out crime
LPP 7.8	(2016) Heritage assets and archaeology
LPP 8.2	(2016) Planning obligations
LPP 5.2	(2016) Minimising Carbon Dioxide Emissions
NPPF	National Planning Policy Framework

### **3            I59            Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

### **4            I47            Damage to Verge - For Council Roads:**

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).



## **5 Control of Environmental Nuisance from Construction Work**

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit ([www.hillingdon.gov.uk/noise](http://www.hillingdon.gov.uk/noise) Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

## **6 118 Storage and Collection of Refuse**

The Council's Waste Service should be consulted about refuse storage and collection arrangements. Details of proposals should be included on submitted plans.

For further information and advice, contact - the Waste Service Manager, Central Depot - Block A, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB8 3EU (Tel. 01895 277505 / 506).

## **7 119 Sewerage Connections, Water Pollution etc.**

You should contact Thames Water Utilities and the Council's Building Control Service regarding any proposed connection to a public sewer or any other possible impact that the development could have on local foul or surface water sewers, including building over a public sewer. Contact: - The Waste Water Business Manager, Thames Water Utilities plc, Kew Business Centre, Kew Bridge Road, Brentford, Middlesex, TW8 0EE.

Building Control Service - 3N/01, Civic Centre, High Street, Uxbridge, UB8 1UW (tel. 01895 250804 / 805 / 808).

## **8 143 Keeping Highways and Pavements free from mud etc**

You are advised that care should be taken during the building works hereby approved to avoid spillage of mud, soil or related building materials onto the pavement or public highway. You are further advised that failure to take appropriate steps to avoid spillage or adequately clear it away could result in action being taken under the Highways Act 1980.

## **9 148 Refuse/Storage Areas**

The proposed refuse and recycling storage areas meet the requirements of the Council's amenity and accessibility standards only. The proposed storage area must also comply with Part H of the Building Regulations. Should design amendments be required to comply with Building Regulations, these should be submitted to the Local Planning Authority for

approval. For further information and advice contact - Residents Services, Civic Centre, Uxbridge, UB8 1UW (Tel: 01895 250400).

## **10            15            Party Walls**

The Party Wall Act 1996 requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:

carry out work to an existing party wall;

build on the boundary with a neighbouring property;

in some circumstances, carry out groundworks within 6 metres of an adjoining building.

Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations, or Planning Controls. The Building Control Service will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by the Council should be taken as removing the necessity for the building owner to comply fully with the Party Wall Act. Further information and advice is to be found in "the Party Walls etc. Act 1996 - explanatory booklet" published by the ODPM, available free of charge from the Residents Services Reception Desk, Level 3, Civic Centre, Uxbridge, UB8 1UW.

## **11**

The applicant is reminded of the requirement to comply with the Management Plan for Access and Maintenance of Thames Water Utility Sluices which has been approved under planning reference 43159/APP/2014/4421 dated 20-2-2015, in compliance with conditions 20 (Sustainable Water Management), 21 (Surface and Foul Water Drainage) and 31 (Surface Water Assessment) of planning permission 43159/APP/2013/1094 dated 30-10-13. This Management Plan sets out responsibilities of the Private Management company to ensure that TWUL has 24 hour access to inspect, maintain repair replace and clear the sluices as necessary.

## **12**

Under the terms of the Water Resources Act 1991, and the Thames Land Drainage Byelaws 1981, the prior consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of the River Colne, designated a 'main river'.

## **13**

Your attention is drawn to the fact that the site is within the Denham Aerodrome Traffic Zone and under the flight path. Denham Aerodrome is a long established Civil Aviation Authority Licensed Aerodrome providing facilities for business aviation and flying training for both fixed and rotary wing aircraft and may be available for use at any time. It is likely that any occupants of the proposed development will both hear and see aircraft operations, including aircraft taking off at full power and landing and it is important that all concerned are aware of the juxtaposition of the sites.

## **14**

Under the terms of the Water Resources Act 1991, and the Thames Land Drainage Byelaws 1981, the prior consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of the River Colne, designated a 'main river'.

## **15            11            Building to Approved Drawing**

You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed

precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.

#### **16**

You are advised this permission relates to Listed Building Consent only and in no way removes the requirements to comply in full with the terms and conditions of planning permission Ref: 70734/APP/2015/2847.

#### **17**

This letter does not convey any consent or approval required under any enactment, byelaw, order or regulation, other than Section 8 and 17 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### **18            I59            Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

#### **19            I6            Property Rights/Rights of Light**

Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.

#### **20            I70            LBH worked applicant in a positive & proactive (Granting)**

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 the 'Saved' UDP 2007, Local Plan Part 1, 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.

### **3.        CONSIDERATIONS**

#### **3.1      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 listed Grade 2 (first listed on 10-Apr-1972), for its special architectural or historic interest.

The Six Bells Public House is an 18th century building with alterations over 2 storeys, with painted brick and brick dentil cornice. The building supports a high pitched tiled roof, half hipped at the right. Fenestration comprises replaced recessed sash windows with glazing bars, those on ground floor with external louvred shutters. There is a half glazed central door under a gabled hood on curved brackets and a long weatherboarded lean-to right extension. The building includes the now obscured remains of the early rear outshot and

the series of further single storey additions from the early and late C20th.

The building is set in extensive grounds, mostly of scrub grass, shrubs and quite a dense tree cover, with a large car parking area to the north and decking and outbuildings to the west of the main structure. The whole site falls within the Green Belt. None of these trees are protected by a Tree Preservation Order.

The site is at the extreme northern end of the High Street at the beginning of Duck Hill Road, flanked by C20th housing and a group of large industrial units that are now a garden centre to the east, across Duck Hill Road.

The site does not fall within an archaeological priority area.

### **3.2 Proposed Scheme**

Planning permission is sought for the erection of a new barn type building connected via a glazed link to the main listed building, but will be constructed as a stand alone structure. The proposals will involve the removal of what appears to be unauthorised dilapidated outbuildings and structures.

Following negotiations, the net footprint of the new building has been reduced from 167m<sup>2</sup> to 103m<sup>2</sup>, the width reduced from 8.95m to 6.4m and the length reduced from 21m to 19m. In addition, the ridge height has been reduced from 8.6m to 7.0m. External materials will comprise timber cladding and clay tiles.

At the time of submission of this application, the Six Bells PH was unoccupied and had not been trading as a public house for some time. As a result, the site had fallen into a state of deterioration, through neglect and poor maintenance. The current proposals will lead to the re-opening of the public house as a restaurant and cocktail bar, which the applicant submits will help secure its long term preservation and ongoing contribution to the local community.

Permission is also sought for the erection of a small timber storage shed.

A number of internal alterations are proposed as part of refurbishment proposals and these are considered in the associated listed building consent application also on this agenda.

### **3.3 Relevant Planning History**

#### **Comment on Relevant Planning History**

The Six Bells has developed over many years with a number of small outbuildings and other enclosures.

## **4. Planning Policies and Standards**

### **UDP / LDF Designation and London Plan**

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.EM6	(2012) Flood Risk Management
PT1.EM1	(2012) Climate Change Adaptation and Mitigation
PT1.EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains
PT1.HE1	(2012) Heritage

Part 2 Policies:

AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE1	Development within archaeological priority areas
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BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
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OL1	Green Belt - acceptable open land uses and restrictions on new development
BE13	New development must harmonise with the existing street scene.
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BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
H2	Restrictions on changes of use of residential properties
H3	Loss and replacement of residential accommodation
H5	Dwellings suitable for large families

R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.13	(2016) Sustainable drainage
LPP 5.14	(2016) Water quality and wastewater infrastructure
LPP 5.7	(2016) Renewable energy
LPP 6.13	(2016) Parking
LPP 7.14	(2016) Improving air quality
LPP 7.16	(2016) Green Belt
LPP 7.19	(2016) Biodiversity and access to nature
LPP 7.2	(2016) An inclusive environment
LPP 7.3	(2016) Designing out crime
LPP 7.8	(2016) Heritage assets and archaeology
LPP 8.2	(2016) Planning obligations
LPP 5.2	(2016) Minimising Carbon Dioxide Emissions
NPPF	National Planning Policy Framework

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable

## **6. Consultations**

### **External Consultees**

The application has been advertised as a development that affects the setting of the Grade 2 listed building. 27 surrounding occupiers / premises have been consulted. 10 representations have been received, the contents of which are summarised below.

- > Although welcoming the re-opening of the building which is being beautifully decorated, I am concerned that as a facility for functions there is a lack of parking
- > Venue could be used for functions, resulting in inadequate parking.
- > I hope that the Six Bells car park will be sufficient for its customers, as any extra demand will push clients to parking in nearby streets
- > I'm against this development until the plans show more parking.
- > If more parking is provided for their patrons this venture would be very welcome.
- > Concern is that the private road adjacent to the Six Bells may be used for customers parking and would like a sign to be erected to state that no parking is permitted on the private road, for use by residents only.
- > While we appreciate the building cannot be left derelict, the application as it stands will inevitably increase pressure on the surrounding streets.

- > Noise pollution from the venue will cause issues as its very close to a dense residential area.
- > We wish the applicant success and look forward to working with him to minimize potential adverse impacts of his success on the neighbourhood & community.
- > The thought and care that has gone into the application to establish a discerning restaurant on the Six Bells site is encouraging
- > The site has been run down since the ph was closed. The grounds should be refurbished for families and places for children to play.
- > The thought of a higher end restaurant is welcome and would be a pleasant addition to the local area
- > The ph/restaurant has historically been mismanaged with noisy patrons and live music until very late
- > Previous activities on the site causing noise, parking and drunken / anti-social nuisances well into the early hours of the morning
- > Noise - this has been the biggest nuisance historically. We would ask that a condition is placed on licensing that noise pollution from the venue should not exceed a specific threshold.
- > We would support the application if licensing conditions explicitly stipulate the proprietor take responsibility for noise limitation premises.
- > Hours of use should be controlled.
- > The proposed extension should be fully soundproofed to avoid noise outbreak.
- > Parking management to discourage patrons parking on the adjacent private road.
- > Replenished road markings
- > Council should look into parking management in the wider area (Mad Bess Woods and the Lido)
- > Create incentives not to use cars
- > Encourage patrons to use public transport
- > Commit to increased rubbish clearance & bus-stop bin capacity.
- > Addition of CCTV, to enhance security and reduce crime
- > We would welcome a decent and responsible restaurant, using industry-leading sound proofing as a pleasant addition to the local area and would encourage a sustainable reengagement of the Six Bells in the community.

## CADENT GAS

Cadent Gas has no objection to the proposed planning application at Six Bells Ducks Hill Road Northwood as the HP gas pipeline in the vicinity will not be affected.

RUISLIP RESIDENTS ASSOCIATION - No response

### **Internal Consultees**

#### CONSERVATION OFFICER

The architect has now provided planning reference numbers, as requested, proving that side and rear extensions to the listed building were approved in the 1990's. Since they did receive consent, there is accordingly less justification for pursuing their removal.

Previous conservation comments in response to a request for pre-application advice on a similar proposal were very positive.

The Officer site visit indicated that the interior of the listed building has already lost most of its character, including the ground plan. Its remaining significance is not sufficient to warrant the use of a very high standard in considering the application.

The work already carried out in the extensions means that it is now impracticable to reach amicable agreement about removing them or diminishing their size.

For the reasons above, it no longer appears appropriate to seek revisions to the scheme to enhance the listed building.

As stated before, there is no objection to the proposed new 'barn' for dining, and the current revised proposal is a significant improvement on the earlier version, especially regarding the reduction in the height and the lowering of the eaves.

Accordingly, there are no grounds for opposing the scheme, which has the advantage of providing a new use for the listed building.

**CONCLUSION:** Approval recommended.

## HIGHWAY ENGINEER

### Site Characteristics & Background

The site consists of an existing Public House (PH) which is to be restored and extended with an existing vehicular access which serves an existing 30 space car park for the A3 use.

The address is located in Ruislip on Duck's Hill Road which is a heavily trafficked 'Classified' road and is located adjacent to Duck's Hill garden centre and in proximity of Ruislip Lido. This section of road is generally dominated by residential units without on-site parking provisions. Duck's Hill Road is extensively covered by all day waiting restrictions in order to allow an unimpeded flow of traffic on this heavily trafficked road. A new Controlled Parking Zone (CPZ) encompassing the address and general location has been introduced in the area and operates for seven days a week between 9am and 7pm. The PTAL for the site is considered as low at a level of 2 and therefore heightens dependency on use of private motor transport.

### Appraisal

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP policy states that new development will only be permitted where it is in accordance with the Council's adopted parking standards. The maximum standard for an A3 extension would require in the region of 3 on-site spaces to be provided in order to comply with the adopted parking standard. The existing PH footprint (without extension) would demand up to 5 spaces to accord with the Council's current standard. Hence it can be argued that there is a substantive on-site parking over-provision at present i.e 30 spaces which can therefore accommodate any minor increase in parking demand associated with the proposed extension. It is also noted that there is no practical scope to extend the existing car park due to resultant negative impacts on remaining amenity space and general land constraint within the envelope.

In summary, there are no specific concerns with this restoration and extension of the building footprint due to the relatively small scale extension (GIFA - 189m<sup>2</sup>) and the highly 'parking controlled' nature of the local highway network which would lessen any potential untoward displacement onto the public highway road network as a consequence of the proposal.

The only parking requirement in this case is related to providing 9-10 cycle spaces in order to conform to the Council's adopted cycle parking standard which has not been demonstrated as part of the submission but can be secured via planning condition.

### Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy requires the Council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. It is anticipated that there will be no discernible difference in vehicle bound activity resulting from the 'small scale' A3 extension as compared to the existing usage.



### Operational Refuse Requirements

The Council's Waste Management (WM) department have stated that stopping a refuse vehicle outside of the address is not permitted owing to the presence of parking restrictions outside the address (operating seven days a week from 8am to 6.30pm). They would therefore be precluded from exercising their refuse collection duty from the public highway. They have therefore suggested that their vehicles should be able to enter and leave the site envelope in a forward gear or reverse into the site for a distance not exceeding 12m as is the recommended best practice for large service vehicles.

Unfortunately it is not feasible for refuse vehicles to enter and leave the site in a forward gear due to internal site constraints nor would the Highway Authority suggest reversing into the site from the heavily trafficked Duck's Hill Road, as general road safety could be compromised even with adherence to the aforementioned maximum recommended reversing distance of 12m.

Refuse collection should therefore be undertaken directly from the public highway, as is norm, irrespective of any waiting restrictions present on the public highway which do not preclude the stopping of a refuse vehicle whilst exercising their refuse collection duty on this or any other public highway. There are no further observations.

### Construction Logistics Plan (CLP)

A full and detailed CLP will be a requirement given the constraints and sensitivities of the local road network in order to avoid/minimise potential detriment to the public realm. It will need to be secured under planning condition.

### Conclusion

The application has been reviewed by the Highway Authority who are satisfied that the proposal (subject to the recommended cycle provision) would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016).

### TREE AND LANDSCAPE

This site is occupied by a Grade II listed building with outbuildings and a car park, situated at the southern end of Ducks Hill Road on the west side. The building was formerly used as a pub, although it has been vacant for some months. The site has extensive mature tree cover - a result of being at the southern end of Ruislip Woods. It creates a perfect interface between the suburban character of the High Street to the south and the rural land to the north. There are no TPO's or Conservation Area designations affecting the site. The site lies within the Green Belt.

COMMENT: The response to the planning questionnaire (Q19) confirms that no trees will be removed to enable the development. The D&A Statement confirms that the plan is to restore the listed building and rationalise / remove some of the piecemeal outbuildings.

The layout plan indicates that the car park layout / external arrangements will remain unchanged. If the application is to be approved, tree protection should be secured and landscape enhancements sought.

RECOMMENDATION: No objection subject to conditions COM8, COM9 (parts 1,2,4,5) and RES10.

### WASTE MANAGER

Refuse vehicles will not be permitted to stop outside the property between 08:00 - 17:30 due to traffic regulations. For this reason suitable access will be required for the refuse vehicle to enter and exit the property. The access road should be capable of withstanding a maximum gross vehicle weight of 26 tonnes. If it is not possible for the vehicle to drive into and out of the property in a

continuous forwards direction a swept path analysis should be provided to show how the vehicle will manoeuvre. If reversing is unavoidable then the distance should not exceed 12 metres. The vehicle should be able to enter and exit in a forwards motion. Paths between the container chamber and collection vehicles should be free from kerbs or steps or inclines with a gradient of more than 1:12, be non-slip and a minimum of 2m wide.

They should have foundations and a hard wearing surface that will withstand the loading imposed by wheeled containers. The collector should not be required to move the waste and recycling bins from the storage point to the collection vehicle for a distance of more than 10 meters. Containers should be provided for both general waste and recycling.

(Officer Note: See Highway Engineer's comments)

## **ACCESS OFFICER**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

Whilst there are no accessibility concerns regarding the fundamental design, it is unclear whether level access would be achieved from the existing structures, and what route a wheelchair user would need to follow to gain access into the proposed dining facility. Further detail should be submitted. Adequate circulation for customers, and particularly for wheelchair users, should be considered at an early stage.

(Officer note: The restored Six Bells will have level threshold entrances and where historic fabric allows, levels will be equalised within the new complex of buildings).

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

The historic use of the site was as a public house and restaurant (former Class A3 of the Town and Country Planning (Use Classes) Order 1987 (as amended), although the site has been vacant for a number of years. The Use Classes Order has since been amended to differentiate Class A3 (Restaurants and cafes) from Class A4 (Public houses, wine bars or other drinking establishments). The current proposals can be considered to be a mixed use falling within both Class A3 and A4 of the Use Classes Order as amended, which previously comprised a single Use Class A3 classification. As such, the proposed use will not change from the authorised use.

As set out elsewhere in this report, the proposals are considered to help preserve and conserve the historic asset. The proposal satisfies policies within the Local Plan, which seek to keep listed buildings in their historic use. In addition, the proposal is consistent with Central Government advice contained in the NPPF, which encourages the re-use of previously developed land more efficiently.

However, the whole site is located within the Green Belt. The main policy issue in relation to this development is considered to be the principle of additional development within the Green Belt and its impact on the openness, character and appearance of the Green Belt. Given the sensitivity of the Green Belt, the onus would be on the Council to ensure that only the minimum level of development necessary in the Green Belt is allowed.

In terms of local policy, Part 1 of the Local Plan continues to give strong protection to

Green Belt land. The relevant policy in the Local Plan is EM2 which makes clear that: "The Council will seek to maintain the current extent, "Any proposals for development in the Green Belt and Metropolitan Open Land will be assessed against national and London Plan policies, including the very special circumstances test".

Policy OL1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) restricts development of Green Belt land to predominantly open uses, whilst Policy 7.16 of the London Plan, adopted 2016, gives the strongest protection to the Green Belt in accordance with national guidance. That guidance is contained in the National Planning Policy Framework (NPPF) which notes that the essential characteristics of Green Belts are their openness and permanence.

Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. New buildings are generally inappropriate, but subject to a number of exceptions set out in para 89 of the NPPF, including the limited infilling of previously developed land, provided it has no greater impact on the openness of the Green Belt, and the purposes of including land within it. To the extent that this is a less restrictive approach than Saved UDP Policy OL1, it is entitled to greater weight by virtue of the NPPF.

The floor area of the dilapidated outbuildings that have been removed is 190m<sup>2</sup>. There was also a themed play area which was 86m<sup>2</sup> in extent, giving a total of 276m<sup>2</sup>. The area of the new barn (dining area) will be 103m<sup>2</sup>, which represents a reduction in footprint of built development on the site.

Notwithstanding the fact that the works would not increase the developed area of the site, it is considered that the building would have a greater impact on the openness of the Green Belt in this location, given that parts of the structure would be higher than the demolished structures and would have a greater mass. On balance it is therefore considered that the proposal constitutes inappropriate development. As the proposal amounts to inappropriate development in the Green Belt, it follows that there is a need to establish whether very special circumstances arise.

The applicant sets out 'very special circumstances' to justify such development. These relate primarily to the restoration of a deteriorating listed building, and enabling the long term viability for any business run within it, as set out below.

- i) The proposals will reverse the loss of significance and harm that the last few years of neglect have caused. The extra restaurant space that the extension will provide, will help the building preserve itself and is designed to complement the character of the Six Bells.
- iii) The proposed scheme will restore the local significance of the Six Bells.
- iii) The extension is designed to provide the accommodation to enable long term viability for any business run within it and at the same time be sympathetic to the character of the listed building.
- iv) The proposed extension is designed in form and materiality to complement the existing building.
- vi) The completed scheme will result in a much improved quality of setting for the Six Bells, allowing it to be a more positive part of the community in which it sits.
- v) The proposals will lead to increased levels of local employment and increase in custom to shops and other community facilities. The Six Bells will contribute to local social cohesion and interaction providing a new place to meet.

Officers consider that the benefits, when weighed against the drawbacks of the proposed development are significant and therefore very special circumstances weighing in favour of the proposal exist in the case of the proposed development. The proposed new 'barn' for dining is therefore considered acceptable in principle, particularly as the revised proposal is a significant improvement on the earlier version, especially regarding the reduction in the height and the lowering of the eaves

Notwithstanding the above, in assessing the application, it will be necessary to determine whether material planning benefits outweigh any planning objections or potential harm, relating to heritage issues, visual and landscape impacts, noise and disruption during operations, traffic movements and ecological impacts.

#### **7.02 Density of the proposed development**

Not applicable to this application. The London Plan density guidance relates specifically to residential properties.

#### **7.03 Impact on archaeology/CAs/LBs or Areas of Special Character**

##### **ARCHAEOLOGY**

The Archaeological potential at the Six Bells would have been reduced by the C20th activity and construction works in the immediate setting of the historic building. In addition the site does not fall within an archaeological priority area. However, the erection of the new barn will require excavation for foundations that potentially will be deeper and larger than any work that has gone before. A watching brief is therefore recommended, which can be secured by condition, in the event of an approval.

##### **LISTED BUILDING CONSIDERATIONS**

The nearest listed building in proximity to the application site is the Old Workhouse, which is a Grade II Statutorily Listed Building. This building is 105m away from the development site on the opposite side of Ducks Hill Road. The relatively close proximity to the proposed development may potentially result in an impact upon its "setting", but the heavy and well established tree cover on both sites and between the two historic assets prevent a direct impact, meaning that any views between the two buildings will be fleeting and will not comprise the Old Workhouse's setting.

With regard to the impact of the new barn building on the setting of Six Bells PH itself, it is considered that the proposals will not result in harm to the character of the listed asset and in practice will help secure its future through a thorough programme of sensitive restoration and ongoing conservation.

The proposed new barn will be located to sit well back from the front elevation of the historic core of the Six Bells and will not impinge on the established views of the front elevation. The Barn will connect to the later C20th additions to the Six Bells complex and will replace some very poor later C20th buildings and structures.

The extension is designed to reflect a typical Middlesex barn range, to respond to the scale and form required for the restaurant extension. The design has been modified to reduce the amount of fenestration, to give the building a more agrarian character, with just a single cart opening and some small windows for ventilation. Although the barn will represent a relatively large structure, it is considered that the completed rehabilitation programme for the site as a whole will result in a significantly improved setting for the historic core of the Six Bells.

Overall, it is considered that the proposals will not pose significant harm to the character and setting of the Six Bells or the setting of other nearby assets. Crucially, it is considered that the proposals will help rehabilitate a deteriorating heritage asset and secure its preservation for many years to come. This will allow the Six Bells to contribute to the cultural and community well being of Ruislip and wider for Hillingdon Borough.

#### **7.04 Airport safeguarding**

Not applicable. There is no requirement to consult the aerodrome safeguarding authorities on a development of this nature in this location.

#### **7.05 Impact on the green belt**

Saved Policy OL2 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012 ) seeks landscape improvements within the Green Belt. Saved Policy OL5 will only permit proposals for development adjacent to or conspicuous from the Green Belt if it would not harm the character and appearance of the Green Belt. Saved policy OL26 seeks the protection and enhancement of trees, woodland and landscape features.

The proposed barn building will be located on the footprint of a number of ad hoc delapidated outbuildings which have now been demolished. Whilst it is acknowledged that the proposed building would be more visually prominent than the demolished structures, given its greater mass, it is not considered that the proposal would have a significant impact on the openness of the Green Belt in this location.

The proposal involve a building in an area of the site that has been previously developed. In addition, the car park layout / external arrangements will remain unchanged. Given the existing landscape character, and the proposed planting strategy, it is considered that the visual impacts of the proposal are unlikely to be of significant detriment to the character of the area, or the perception of openness of the Green Belt. It is therefore not considered that the amenity and openness of the Green Belt would be harmed to a detrimental degree by the proposals, in accordance with Saved Policies OL1, OL2, OL5 and OL26 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **7.07 Impact on the character & appearance of the area**

Saved Policies BE13 and BE19 of the UDP attempt to ensure that new development makes a positive contribution to the character and amenity of the area in which it is proposed. Policy BE13 states that, in terms of the built environment, the design of new buildings should complement or improve the character and appearance of the surrounding area and should incorporate design elements which stimulate and sustain visual interest. saved Policy BE38 of the UDP requires new development proposals to incorporate appropriate landscaping proposals.

As part of the development proposals, the the late C20th delapidated, unsightly and apparently unauthorised out buildings that were used for BBQ's and play areas at the rear of the listed building have been removed, to be replaced by the proposed barn building. It is considered that the quality and character of views towards the site would not, in general terms, be significantly adversely affected. Overall, it is considered that the proposals constitute an appropriate development within their visual context and, whilst there would be some close proximity visual effect, the proposed development would bring positive benefits to the wider landscape character and views.

Subject to details of external colours and finishes being secured by condition, it is considered that the proposal is consistent with Policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 -Saved UDP Policies (November 2012), and Policy PT1.BE1 (2012)-

Built Environment, Hillingdon Local Plan Part 1.

#### **7.08 Impact on neighbours**

Saved Policies OE1 and OE3 of the Hillingdon Local Plan Part 2 Saved UDP Policies (2012) seek to protect the environment from the adverse effects of pollutants and to ensure sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable. Saved Policies seek to protect the amenity of neighbouring occupiers, requiring new buildings to be laid out, designed and of a scale which ensures that harm is not caused to amenity in terms of loss of privacy, outlook and levels of sunlight and daylight.

The nearest residential properties are located to the south of the site.

There are no limitations to the hours of use of the current leisure use on the site. However, the effects of noise associated with a potentially more intensive use of the site on residential amenity are matters for consideration. The issue of noise has been covered in detail in other sections of this report.

Given the separated nature of the new building, which would be sited 25m from the nearest dwelling and would be screened by the existing late C20th extensions, it is considered that there are no amenity issues in terms of loss of light, privacy and outlook for immediate neighbours, in accordance with Policies BE20, BE21 and BE 24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **7.09 Living conditions for future occupiers**

Not applicable to this application, as the proposal does not include residential development. Living conditions for future residential occupiers is therefore not relevant to consideration of this proposal.

#### **7.10 Traffic impact, car/cycle parking, pedestrian safety**

The National Planning Policy Framework (NPPF) at Paragraphs 108-109 state that plans and decisions should take account of whether safe and suitable access to the site can be achieved for all people; and development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Paragraph 110 of NPPF also refers to developments and states that developments should be located and designed where practical to give priority to pedestrian and cycle movements; create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

Saved UDP Policies AM2, AM7, AM14 and AM15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) are concerned with traffic generation, on-site parking and access to public transport.

#### **TRIP GENERATION**

The Highway Engineer considers that there will be no discernible difference in vehicle bound activity resulting from the 'small scale' A3 extension as compared to the existing usage.

#### **OPERATIONAL REFUSE REQUIREMENTS**

The Highway Engineer notes that the Council's Waste Management department has requested that waste collection vehicles should be able to enter and exit the site in forward gear. However,

it is not feasible for refuse vehicles to enter and leave the site in a forward gear, due to internal site constraints, nor would the Highway Authority suggest reversing into the site from the heavily trafficked Duck's Hill Road. The Highway Engineer therefore advises that refuse collection should continue to be undertaken directly from the public highway, irrespective of any waiting restrictions, which do not preclude the stopping of a refuse vehicle whilst exercising its refuse collection duty on this or any other public highway.

## ACCESS

In terms of access arrangements, vehicles will continue to gain access via Ducks Hill Road, similar to the current position. It is not considered that there would be any impact on the surrounding highway network in terms of access to the site as a result of this development.

## CAR PARKING

The existing car park with 30 parking spaces will be re-surfaced/repared. The layout plan indicates that the car park layout / external arrangements will remain unchanged.

The maximum car parking standard for a Class A3/A4 (restaurants and public houses) extension of this scale would require in the region of 3 on-site spaces to be provided. The existing public house without the extension would demand a maximum of 5 spaces to accord with the Council's current standards. The maximum requirement for the public house as extended would therefore equate to 8 spaces. The 30 refurbished on site parking spaces would therefore represent a substantial over provision. The Highway Engineer therefore considers that the proposed on site provision can accommodate any minor increase in parking demand associated with the proposed extension.

It is also noted that there is no practical scope to extend the existing car park as this would potentially cause harm to the Green Belt, the setting of the listed building and result in tree root protection issues. Officers are also mindful that 30 spaces is a higher parking provision than most other Public Houses in the Borough outside town centres.

The Highway Engineer raises no objections on transportation grounds subject to the submission of a Construction Logistics Plan (CLP) and the provision of 10 secure cycle parking spaces.

In conclusion, it is considered that the network can accommodate the flows produced by the development without any severe impact, whilst the proposals strike the requisite balance between parking restraint, to promote alternative travel modes and the provision of adequate parking, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016).

### **7.11 Urban design, access and security**

Urban design issues have been dealt with elsewhere in this report.

### **7.12 Disabled access**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a protected characteristic, which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease.

The restored Six Bells will have level threshold entrances and where historic fabric allows,

levels will be equalised within the new complex of buildings.

The scheme is therefore considered to comply with Policy R16 of the Hillingdon Local Plan: Part 2 -Saved UDP Policies (November 2012), London Plan policies 7.1 and 7.2 and the Council's Supplementary Planning Document 'Accessible Hillingdon'.

**7.13 Provision of affordable & special needs housing**

Not applicable to this application.

**7.14 Trees, Landscaping and Ecology**

**LANDSCAPE**

Policy BE38 of the Hillingdon Local Plan: Part 2 -Saved UDP Policies (November 2012) seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate. The National Planning Policy Framework, requires that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

The site has extensive mature tree cover, a result of being at the southern end of Ruislip Woods. It creates a perfect interface between the suburban character of the High Street to the south and the rural land to the north. The building will be located on the footprint of pre existing buildings and hard standing. This prevents the need for removal of trees or specimen shrubs. The present layout for parking will be retained and any further hard landscape will be kept to a minimum and will be traditional and natural. As a result no trees will be lost as a result of the proposed development.

The Tree and Landscape Officer raises no objections, subject to relevant landscape conditions to ensure that the proposals protect retained trees and preserve and enhance the character and appearance of the area, in compliance with Saved Policy BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

**ECOLOGY**

The site is adjacent to an area of Green Belt designated as a Nature Conservation Site of Borough Grade 1 Importance. London Plan Policy 7.19 and Local Plan Policies EM7 and EC1 seek to protect and enhance all Sites of Nature Conservation Importance. Local Plan Part 2 Policy EC3 requires development proposals adjacent to such sites to consider the various potential impacts of development on the site. Local Plan Part 2 Policy EC1 requires development adjacent to such sites to undertake an ecological assessment to determine any potential impacts of development.

The site borders a Nature Conservation Site of Borough Grade 1 Importance, but is not a part of it. The site has large areas of scrub grass and tree cover that provides the potential for rich biodiversity. The current proposals do not require the expansion of hard standing areas nor any works to trees. The scrub ground cover over the car parking area will be removed and the parking area re-commissioned. Otherwise, large areas of the soft landscape will be returned to natural cover as the outdoor function structures will be taken away.

The current / historic use and management regime of this part of the site as redundant out buildings and hard standing reduces the likely harm on protected species, as the existing environment is unlikely to provide suitable shelter or habitat for hibernating animals.



It is considered that the proposal therefore complies with Policy 7.19 of the London Plan which requires that development protects and enhances biodiversity, and Local Plan Part 1 Policy EM7 and relevant Local Plan Part 2 policies.

#### **7.15 Sustainable waste management**

Waste management facilities and storage were already established for the Six Bells and it is envisaged that they will be reinstated and improved as part of the building rehabilitation process. Refuse will continue to be collected from the road as has historically been the case.

#### **7.16 Renewable energy / Sustainability**

Not applicable to this application.

#### **7.17 Flooding or Drainage Issues**

The site is located within Flood Zone 1 and is less than 1ha in size. As such, no Flood Risk Assessment is required. London Plan policies 5.12 and 5.13 require development proposals to use sustainable urban drainage systems (SUDS) unless there are good reasons for not doing so. Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012) requires that surface water run off is controlled to ensure the development does not increase the risk of flooding.

The use is appropriate in Flood Zone 1. Subject to a condition requiring details of sustainable water management, it is considered that the scheme will have satisfactorily addressed drainage and flood related issues, in compliance with the Hillingdon Local Plan: Part 2 Policies OE7 and

OE8, Policies 5.13 and 5.15 of the London Plan and the aspirations of the NPPF.

#### **7.18 Noise or Air Quality Issues**

The Government's National Planning Policy Framework (NPPF) gives the Government's guidance on noise issues. Policy 7.15 of the London Plan seeks to reduce noise and minimise the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals.

Saved Policies OE1 and OE3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to protect the environment from the adverse effects of pollutants and to ensure sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable. Saved Policy OE3 seeks to ensure that uses which have the potential to cause noise be permitted only where the impact is appropriately mitigated.

A noise report has not been submitted in support of this application. However, the historic use of the site will remain the same. Noise might arise from vehicles being manoeuvred on site or taken to and from the site and from reasonable activities associated with the public house, but that is inherent to the permitted use.

It is considered that the policy requirements of the NPPF, London Plan and the Local Plan can be met for the various noise issues, including the sound insulation of the new building, control of amplified music and control of noise from external plant, by the imposition of appropriate planning conditions.

Subject to these conditions, it is considered that there are no amenity issues in terms of noise and disturbance for immediate neighbours, in accordance with Policies OE1 and OE3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **7.19 Comments on Public Consultations**

10 response to the public consultation has been received. The issues raised have been dealt with in the main body of the report.

#### **7.20 Planning Obligations**

The development will be liable for the Mayoral CIL and Hillingdon's own CIL.

#### **7.21 Expediency of enforcement action**

There are two aspects to the works to the Public House. Minor internal conversion works (mainly to bring the interior up to modern accessibility standards) and more substantive external works.

The internal works do not require planning permission but do require listed building consent. The external works, for a new dining area in a barn type building, require both planning and listed building consent.

Technically it could be argued that because they do not have listed building consent for the internal works yet the applicant should not have opened the Public House. However, all Council specialist officers are satisfied with the internal works, including the Conservation Officer. For this reason, officers are not treating the early opening as an enforcement issue. Crucially no works have started on the potentially more contentious external extension to the building.

#### **7.22 Other Issues**

None.

### **8. Observations of the Borough Solicitor**

#### **General**

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

#### **Planning Conditions**

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

#### **Planning Obligations**

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The

obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

#### Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

#### **9. Observations of the Director of Finance**

Not applicable.

#### **10. CONCLUSION**

The applicant sets out 'very special circumstances' to justify the development in the Green Belt. These relate primarily to the restoration of a deteriorating listed building, and enabling the long term viability for any business run within it. . Officers consider that the benefits, of rehabilitating a deteriorating heritage asset and securing its preservation, when weighed against the drawbacks of the proposed development are significant and therefore very special circumstances weighing in favour of the proposal exist in the case of the proposed development.

It is considered that the visual impacts of the proposal are unlikely to be of significant detriment to the character of the area, or the perception of openness of the Green Belt. In addition, It is considered that the proposals will not pose significant harm to the character and setting of the Six Bells. The existing car park with 30 parking spaces will be re-surfaced/repared. The on-site parking provision exceeds the Council's parking standards and is considered adequate.

Subject to conditions, it is considered that there are no amenity issues in terms of noise and disturbance for immediate neighbours.

Approval is recommended accordingly, subject to conditions.

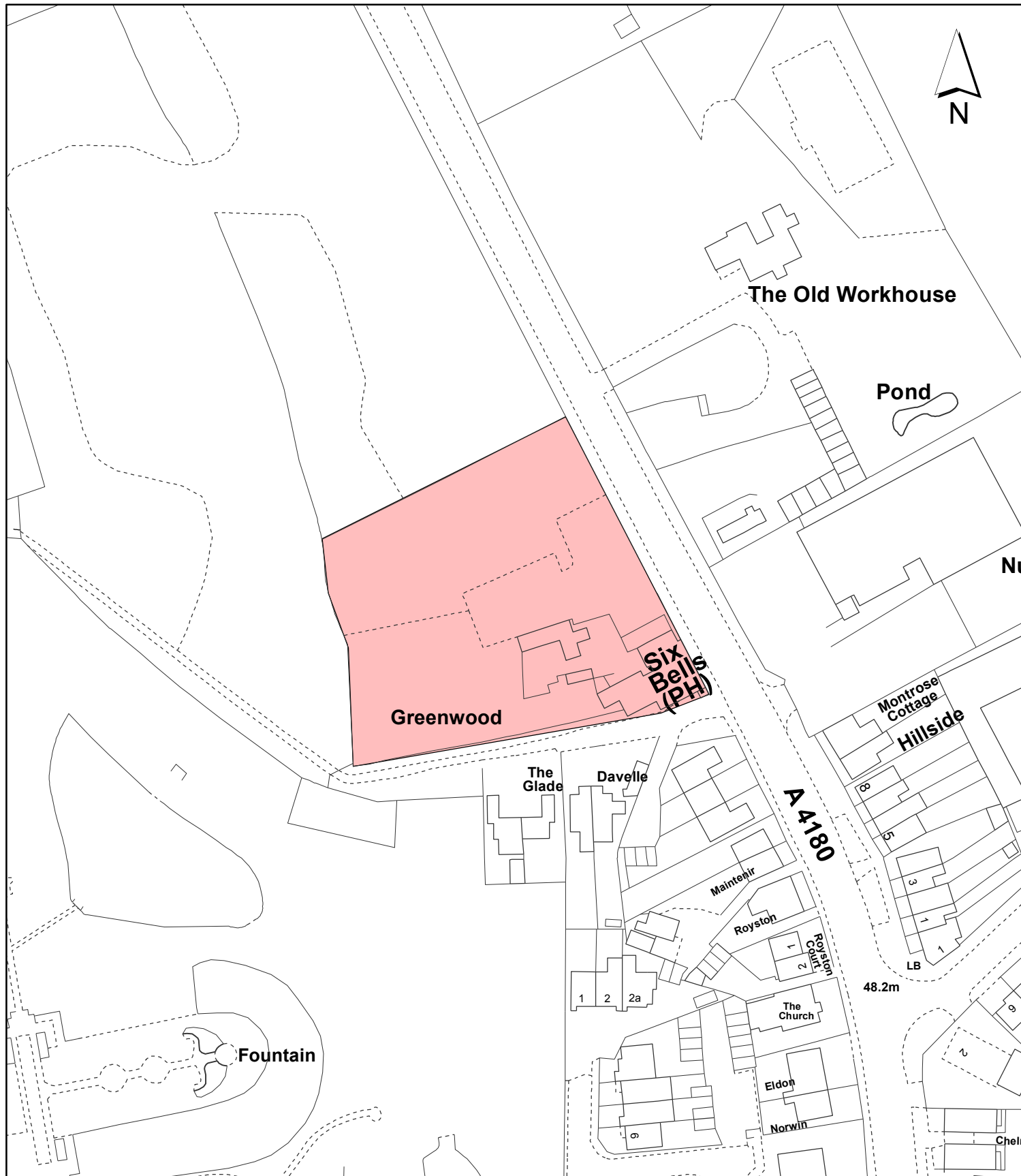
#### **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)

Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
Hillingdon Supplementary Planning Document: Accessible Hillingdon (May 2013)  
London Plan (2016)  
National Planning Policy Framework (March 2018)

**Contact Officer:** Karl Dafe

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#### Notes:

 Site boundary

For identification purposes only.

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Site Address:

**The Six Bells P.H.  
Ducks Hills Road**

Planning Application Ref:

**14387/APP/2018/1383**

Planning Committee:

**North**

Scale:

**1:1,250**

Date:

**October 2018**

**LONDON BOROUGH  
OF HILLINGDON**

**Residents Services  
Planning Section**

Civic Centre, Uxbridge, Middx. UB8 1UW  
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**HILLINGDON**  
LONDON