

Report of the Head of Planning, Transportation and Regeneration

Address CEDAR HOUSE VINE LANE HILLINGDON

Development: Change of grassed area into an overflow car park with a temporary surface (plastic interlocking grid laid on fleece and filled with gravel)

LBH Ref Nos: 12019/APP/2020/3615

Drawing Nos: CH/P1/01
CH/P1/02
CH/P1/03
Design and Access Statement
Trip Generation Assessment October 2020

Date Plans Received: 30/10/2020 **Date(s) of Amendment(s):**

Date Application Valid: 30/10/2020

1. SUMMARY

Planning permission is sought for the change of grassed area into an overflow car park with a temporary surface (plastic interlocking grid laid on fleece and filled with gravel).

The creation of the car parking area results in the loss of green space, leading to an increase in the built-up appearance of the site, along with potential to cause damage to a historic garden and a failure to appropriately safeguard and preserve the historic boundary wall. As such, the proposal would fail to preserve or enhance the character, appearance and setting of the Grade II* Listed Building and the surrounding Hillingdon Village Conservation Area, including the immediate street scene, and would impact on residential amenity, contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1, DMHB 2, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

The proposal has not provided a full tree assessment and arboricultural method statement to demonstrate that the proposal would be able to safeguard trees protected by TPO 78a and the Hillingdon Village Conservation Area and so the proposed development does not comply with Policies DMHB 4 and DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

The proposal to use part of the site as an overflow car park is as result of the current Covid 19 pandemic following a reduction in use of cars associated with the 'airport chauffer service' and an increase in on-site parking demand as a result. Based on pre-pandemic assumptions, activity related to the 'airport chauffer service' is projected to give rise to a marginal increase in site traffic generation, thereby not resulting in detrimental congestion or parking stress or cause any measurable highway safety concerns. Post-pandemic the on-site parking demand associated with the business would be reduced and returned to pre-Covid minimum level of demand. Therefore the proposal complies with Policies DMT 1, DMT 2 & DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and Policies 6.3 and 6.13 of the London Plan (2016).

The application is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal, by virtue of the creation of a parking area resulting in the loss of green space, potential damage to a historic garden and failure to appropriately safeguard and preserve the historic boundary wall, fails to preserve or enhance the character, appearance and setting of the Grade II Listed Building and the surrounding Hillingdon Village Conservation Area. The proposal is therefore contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 2, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020), Policy 7.8 of the London Plan (2016) and the National Planning Policy Framework (2019).

2 NON2 Non Standard reason for refusal

In the absence of a Tree Survey and Arboricultural Implication Assessment to BS5837:2012 standards, the application has failed to demonstrate that the development will safeguard existing trees on and adjoining the site and further fails to demonstrate protection for and long-term retention of the trees. The proposal is therefore detrimental to the visual amenity of the street scene and the wider Hillingdon Village Conservation Area, contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policy DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and the National Planning Policy Framework (2019).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to REFUSE 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 REFUSE planning permission has been taken having regard to 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 4	Conservation Areas
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts

DMT 6	Vehicle Parking
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 6.13	(2016) Parking

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 Local Plan Part 2 (2020), then London Plan Policies (2016). Hillingdon's Full Council adopted the Hillingdon Local Plan: Part 1 - Strategic Policies on 8 November 2012 and the Hillingdon Local Plan Part 2 on 16 January 2020.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises a grassed area within the curtilage of a Grade II* Listed Building located on the corner of Vine Lane and Hillingdon Hill/Uxbridge Road. The site is bordered to the north by 1-2 Cedars Court and 16 Vine Lane. 70, 72, 74, 76 and 78 Cedars Drive are located to the north-east of the site with 77 and 79 Cedars Drive located to the east. Field Cottage, Uxbridge Road is located south-east of the site. 1-9 Vine Lane and The Vine Inn Public House, 121 Hillingdon Hill, are located to the west of the application site. The Grade II* Church of St John the Baptist, Royal Lane is located 25m to the south.

The application site is located within the Hillingdon Village Conservation Area and is covered by TPO 78a.

3.2 Proposed Scheme

Planning permission is sought for the change of grassed area into an overflow car park with a temporary surface (plastic interlocking grid laid on fleece and filled with gravel). The works have already been carried out on site.

An application for Listed Building Consent is being dealt with under application ref: 12019/APP/2020/3616.

3.3 Relevant Planning History

12019/APP/2020/3616 Cedar House Vine Lane Hillingdon

Change of grassed area into an overflow car park with a temporary surface (plastic interlocking grid laid on fleece and filled with gravel) (Listed Building Consent)

Decision:

Comment on Planning History

There is a current planning enforcement investigation in regards to the overflow car park on the grassed area which has already been implemented without planning permission. and the use of the site as an 'airport chauffeur service'. The current planning application seeks to retain the overflow car park.

4. Planning Policies and Standards

1.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

1.2 The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)

The Local Plan: Part 2 - Development Management Policies (2020)

The Local Plan: Part 2 - Site Allocations and Designations (2020)

The West London Waste Plan (2015)

The London Plan - Consolidated With Alterations (2016)

Material Considerations

1.3 The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Planning Policies

1.4 Paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:

(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

Draft London Plan (Intend to Publish Version, December 2019)

1.5 The GLA consulted upon a draft new London Plan between December 2017 and March 2018 with the intention of replacing the previous versions of the existing London Plan. The Plan was subject to examination hearings from February to May 2019, and a Consolidated Draft Plan with amendments was published in July 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October 2019.

1.6 The Mayor has considered the Inspectors' recommendations and, on 9th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for the Inspectors' recommendations that the Mayor did not wish to accept. The Secretary of State responded on the 13th March 2020 and stated that he was exercising his powers under section 337 of the Greater London Authority Act 1999 to direct that modifications are required. These are set out at Annex 1 of the response, however the letter does also state that if the Mayor can suggest alternative changes to policies that would address the concerns raised, these would also be considered.

1.7 More limited weight should be attached to draft London Plan policies where the Secretary of State has directed modifications or where they relate to concerns raised within the letter. Greater weight may be attached to policies that are not subject to modifications from the Secretary of State or that do not relate to issues raised in the letter.

UDP / LDF 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 4	Conservation Areas
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 6.13	(2016) Parking

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 18 local owners/occupiers. Site Notices were displayed on site and the application was advertised in the local press. Seven responses have been received:

- i) the application area is gravel and is being used as a commercial used car lot - prospective buyers visit without appointments during the week/Sundays appointment only
- ii) car park full on Sundays when office closed - many cars covered by tarpaulins and remain in place overnight
- iii) information provided in application misleading/change of use concealed
- iv) use as a used car lot/large parking area detrimental to amenity of residential area and inappropriate in grounds of Grade II* Listed Building/does not preserve or enhance historic character
- v) poor condition of gravel car park (plastic grid showing through the gravel)/clearance of garden impact on setting of Listed Building
- vi) additional commercial activity/parking likely to increase in traffic/congestion on already busy Vine Lane
- vii) significant amount of vegetation including trees cleared from site
- viii) work already taken place
- ix) traffic survey carried out during lockdown - doesn't take usual traffic on Vine Lane into account
- x) residents unable to park/access own drives due to constant deliveries and inconsiderate parking by visitors to Cedar House/opening only allows one car at a time
- xi) will the 'temporary' parking be returned to grass area?
- xii) condition of listed wall/will it be rebuilt?

- xiii) will spoil beautiful Listed Building and area
- xiv) could have infringement on Cedar Drive resident car park as they could use the gate from Cedar Drive to access the car park
- xv) increase in traffic through Cedars Drive

One petition with 51 valid signatories has been received, objecting for the following reasons:

- a) Loss of property
- b) Illegal works damage area in October 2020
- c) Private residents parking
- d) Disabled and elderly are not able to access notices
- e) Grade II Listing on wall and building
- f) Private residents area/road owned by residents - residents liable for damage costs
- g) TPO on all trees and Hillingdon in Bloom Winners
- h) Residents Association Cedar and Buckingham Grove not informed/ no letters to 81-95 Cedars Drive
- i) Residents unable to access Council website to view application
- j) Two application references
- k) Site notice only on Uxbridge Road and keep being removed
- l) Roots of Cedar tree in grounds constantly driven on

Ward Councillor: Requests that the application is decided by the relative Planning Committee if recommended for approval.

Internal Consultees

Conservation Officer:

Summary of comments: Harm to the setting of Cedars House. Fails to provide any information relating to the safeguarding of the garden walls to the east of the site area.

Historic Environment Designations

- Setting and curtilage of Grade II* Listed Building - Cedar House (NHLE: 1284903)
- Setting and curtilage of Grade II Listed Building - Garden walls to the east of Cedar House (NHLE: 1358416)
- Hillingdon Village Conservation Area (HVCA)

Assessment - Background/ Significance

The application site falls within the curtilage and setting of Cedar House and associated garden walls to the east of house. Considering the nature of the proposed development the background/significance assessment of the site in this instance would primarily focus on the setting of the heritage assets and its contribution to their significance. The National Planning Policy Framework (NPPF) glossary (2019) defines significance as 'the value of a heritage asset to this and future generations because of its heritage interest'. Such interest is made up of a number of heritage values and not only includes its physical built form but also its wider setting. Understanding what contributes to the significance of a place is crucial in managing change. In this instance the setting and its contribution to the significance of the surrounding listed buildings is what is relevant in the assessment of this development proposal.

The submitted Design and Access Statement, fails to meet the requirements of paragraph 189 of the NPPF (2019), it does not acknowledge that the site is located within the curtilage of listed buildings or that it forms part of a conservation area.

Cedar House is a Grade II* Tudor building set within a spacious plot. The building originally dates

from the mid to late 16th century, however the property was partly remodelled in the 18th century. During the 18th century the property was occupied by the botanist, Samuel Reynardson who is thought to have planted the original Cedar tree to the south of the house (fronting onto the Uxbridge Road) which in turn lends its name to the property. In the 1950s the house was used as a school, known as Rutland School and then subsequently became offices in the latter part of the 20th century (c.1971).

The main portion of the historic building is three storeys in height with the top storey contained within the roof form which features gables. It is externally characterised by its red brick exterior and historic plain clay tiled roof. The elevations are decorated with traditional timber windows, comprising of vertical sliding, multi-paned sash windows and casement windows at roof level and along the northern elevation. The two-storey built form located to the south-west of the main brick building and abutting Vine Lane is a half-timbered 19th century wing built for Sir Howard Button. The north-western block along the boundary with Vine Lane is a modern addition dating from the late 20th century.

The buildings to the north of Cedar House were originally ancillary building associated to Cedar House and the later school. They formed part of the curtilage of the original property. Whilst now separated from Cedar House, in line with Historic England guidance they are considered curtilage listed due to their age, historic association and use and ownership at the time of listing. As existing it is understood they are residential dwellings. They contribute to the setting and significance of Cedar House.

The entire site is bounded by brick walls. Gates provide access to the site however only the western access is used. The red brick garden walls to the east of the house are listed in their own right, and originally date from the 16th century. The wall encloses what would have most likely have been the former historic Tudor gardens, which contributes to the significance and historic interest of the site. The estate itself was most likely much larger and the area to the east of the garden wall has historically existed as an orchard. Unfortunately, the walls themselves have clearly been neglected over the years and are in much need of sensitive repairs.

The area to the south of the house, fronting onto Uxbridge Road, is characterised by open grassland. The Cedar tree is a prominent positive feature of the site and conservation area. Its existence contributes to the historic interest of the house. A path leads from the southern historic pedestrian gate to the entrance of the house. The area to the north of the house has been significantly altered due to the new modern block along the western boundary and separation of the curtilage listed ancillary buildings to the north, from Cedar House. The space is defined by detracting hardstanding to facilitate car parking. A low-rise brick wall separates the car parking area from the site area affected by the works relating to this application. This area may have historically comprised of the kitchen garden associated to the house as historic maps show that the area was enclosed. The use of the space could only be ascertained through further research, ground excavation and analysis work, nevertheless, prior to the most recent works to the space, it had been simply defined by an open grassed area. The grass finish to the area contributed to the verdant appearance of the site, particularly within the northern portion as the area, which is already substantially covered by hardstanding.

It is recognised the original quality of the gardens most likely eroded when the property was used as a school hence the extensive areas of hardstanding to the north of the building. Whilst somewhat altered, the open, verdant nature of the site contributes to the setting of Cedar House and what was once a formal garden space, particularly to the south and east of the site. The setting contributes to how the heritage assets are experienced. The grounds are interlinked with the significance of the house and garden walls which bound it, contributing to its historic interest. The space associated to heritage assets form part of the historic environment and preservation of original settings and where appropriate opportunities to enhance or reinstate such settings should be taken.

In addition to the buildings and garden walls being listed the site also forms part of the Hillingdon Village Conservation Area. The conservation area is characterised by the historic Hillingdon Village and large areas of green belt land. Whilst some of the village-like qualities have been diminished by the Uxbridge Road, it contains a notable number of Listed Buildings contributing to its historic integrity and architectural interest. Cedar House and its respective site positively contribute to the significance and interest of Hillingdon Village.

Assessment - Impact & harm

Whilst the site area affected by the works forms part of the curtilage and setting of Listed Building the description of works relating to this application do not appear to include alterations to historic built fabric. Therefore, in this instance Listed Building Consent is not required.

Following a site visit with a Planning Enforcement Officer on the 1st October 2020 it was evident that works had already taken place therefore it is recognised that this application has been submitted retrospectively. An opening within a wall to the north of the area affected by the works has been created in order to provide access for vehicles. The wall appeared to be modern in construction and such an alteration in isolation, is not considered to be harmful to the historic built environment.

The alteration of grass to a reinforced gravel finish has dramatically changed the former green, natural environment, resulting in the expansion of a hard ground finish within the grounds of Cedar House. In itself the works are reversible, however the loss of visible green space and introduction of car parking in this location would harm the setting of Cedar House. Whilst an empty car park may remain open in appearance, a collection of modern vehicles would be considered particularly detracting. The submitted information in relation to the proposed use of the site as an overflow car park lacks any justification. The permanence of the current climate relating to the pandemic is not clear and to propose such a long-term permanent solution would establish an unwelcome precedent to the site. It is not clear why the proposed number of spaces are required - could such use be accommodated with a smaller area reducing the loss of green space?

There would be serious concerns that the historic garden would be at risk from potential damage due to the proposed layout and provision of vehicles being parallel parked along the boundary wall. The historic wall is a designated heritage asset in its own right and failing to appropriately safeguard the wall and ensure its preservation would inevitably result in irreplaceable loss and/or costly repair works. As noted above the wall would benefit from sensitive repairs to ensure its long-term future structural integrity. The proposal makes no indication to ensure the wall would be adequately safeguarded as part of the proposed new use of the area.

It is unclear whether any ground excavation works have taken place, however the finish used tends to warrant only surface level interference. Nevertheless, it is important to note that in considering the age and history of the site any excavation (at depth) needs to account the potential of revealing underground archaeology.

The development would be of no benefit to the historic built environment. The wall would remain in its existing condition with potential risk of future damage by parking of vehicles and harm to the setting of Cedar House. In this instance such harm would amount to less than substantial. In any instance sections 66 (1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 would need to be considered. From a historic environment perspective, the development would fail to preserve or enhance the setting of the Listed Building.

Conclusion: Less than substantial harm to the setting of the Listed Building.

Highways:

Site Characteristics & Background

The address is located off Vine Lane which lies to the north of the Uxbridge Road. The site is designated for several business use purposes (use class E) totalling 656m² (GIFA) within a listed building and includes approximately 31 informally laid out on-plot parking spaces. The proposal is for the provision of an overflow car park on a verdant grassed area within the site curtilage which would add up to 15 additional spaces. Access would be taken from the internal roadway.

As this is a retrospective application, it is understood that 'Planning Enforcement' have been involved and it is confirmed, that an 'airport chauffeur service' is utilising the said informally laid out parking area. It is stated that this use is affiliated with part of the existing E use class business enterprise which, pre-pandemic, utilised a small part of area in question with the need to store several vehicles on-site. However, as business demand reduced thereafter, there was a need for more 'inactive' vehicles to be stored on this overflow area i.e. up to 15 in number which has prompted this application.

Appraisal

The applicant has provided a profile of activity related to the site operation due to the additional vehicle activity caused by the usage of the overflow car park.

Pre-Pandemic

Using a land use travel database (TRICS), it has been demonstrated that the existing business uses can generate up to 63 two-way movements during the whole working day (7am to 7pm) with approximately 16 two-way trips during the 'traffic sensitive' am & pm peak traffic periods.

The applicant indicates that in normal times, somewhere in the region of 75% of the chauffeured vehicles are not normally stored on site as they're on the road which leaves 25% (3-4 vehicles) potentially entering, parking and leaving the site on a daily basis. For robustness the 25% figure has been raised to 50% in order to demonstrate a worst-case scenario. It is therefore projected that activity related to proposal would give rise to a marginal site traffic increase of approximate 70 two-way daily trips with approximately 16/17 two-way trips during the am & pm peak traffic periods respectively.

The presented estimations are considered realistic and based on pre-pandemic assumptions which, as a consequence, have now been further reduced with only an increase in parking storage demand. Therefore, the projected marginal uplift in activity does not raise any specific or measurable highway concerns in terms of traffic generation.

It is anticipated that post-pandemic, on-plot parking demand would reduce and return to the minimal level of demand which is inferred by the nature of 'temporary' surfacing introduced on the grassed area for up to 15 vehicles. A suitable planning condition may be appropriate in this respect in order to help ensure that the area of verdant land is returned to its former status once the pandemic concludes.

Conclusion

The application has been reviewed by the Highway Authority who are satisfied that this retrospective proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan Policies DMT 1, DMT 2 & DMT 6 and Policies 6.3 and 6.13 of the London Plan (2016).

Trees/Landscape Officer:

This site is occupied by a Grade II* Listed Building, which occupies a generous size plot at the junction with Uxbridge Road. The building is used as offices and the external spaces provide car parking and gardens for the site. All trees on the site are protected by virtue of their location within

Hillingdon Village Conservation Area and selected trees are protected by TPO 78, including T64, T66, T67, T68, T69 and G32 on, or adjacent to, the subject of this application.

COMMENT: No tree report or arboricultural impact assessment has been submitted, without which it is not possible to consider to what extent the proposed car park may damage the trees. While the use of a gravel filled grid is one of the more sympathetic surface treatments close to trees, a full tree assessment and construction method statement should be submitted prior to determination of this application.

RECOMMENDATION: In the absence of a tree report and arboricultural method statement to BS5837:2012, the proposal has failed to safeguard protected trees, which is contrary to policy DMHB 14. The application should be refused.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The proposed overflow car park is associated with an existing business (Use Class E) on the site. The principle of development is subject to compliance with relevant policies of the Hillingdon Local Plan: Part One- Strategic Policies (November 2012) and the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

7.02 Density of the proposed development

Not applicable to this application.

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

Policy HE1 of the Hillingdon Local Plan: Part One - 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 (including locally and statutorily Listed Buildings, Conservation Areas, Areas of Special Local Character and Archaeological Priority Zones and Areas), and encourage the reuse, modification and regeneration of historic assets.

Policy DMHB 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) states that the Council will expect development proposals to avoid harm to the historic environment and to prevent the loss of significance or harm to the character, appearance and setting of heritage assets (Listed Buildings, Conservation Areas and Scheduled Ancient Monuments).

Policy DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) will only permit developments that retain the significance and value of Listed Buildings whilst being appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. In addition, any alterations or additions to a Listed Building should be sympathetic to terms of scale, proportion, detailed design, materials and workmanship. Planning permission will not be granted for proposals that are considered detrimental to the setting of a Listed Building.

Policy DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to protect Conservation Areas from inappropriate developments and to preserve or enhance those features which contribute to their special architectural and visual qualities, including existing landscaping.

The Council's Conservation Officer has assessed the proposal and objects to the change of the grassed area into an overflow car park. The alteration of the grassed area to a reinforced gravel finish has resulted in a dramatic change from the formerly green, natural environment, to an expansive hard ground finish within the grounds of Cedar House. Although these works could be reversible, the loss of the green space and the introduction

of car parking in this area results in harm to the setting of the Grade II* Listed Cedar House. The information submitted with the application lacks justification for the proposed use of the site as an overflow car park, and the permanence of the current climate relating to the current Covid 19 pandemic is not clear and a long-term use of the site for car parking would establish an unwelcome precedent.

In addition, the Conservation Officer has concerns over the potential damage to the historic garden from the proposed layout and vehicles parallel parking along the boundary wall. As the historic boundary wall is a designated heritage asset in its own right, failure to appropriately safeguard the wall and ensure its preservation would lead to irreplaceable loss and/or costly repair works; the wall would benefit from sensitive repairs in order to ensure its long-term future structural integrity. The proposed scheme does not indicate that the wall would be adequately safeguarded as part of the proposed new use of the area.

Overall, the change of use of the grassed area to an overflow car park does not benefit the historic built environment of the site and surrounding area, whilst the parking of vehicles close to the historic boundary wall and lack of repairs/safeguarding of the wall is likely to cause harm and future damage to the historic boundary wall and to the character, appearance and setting of the Grade II* Listed Building.

Therefore, the proposal would fail to preserve or enhance the character, appearance and setting of the Grade II* Listed Building and the surrounding Hillingdon Village Conservation Area, contrary to Policy HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1, DMHB 2 and DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.06 Environmental Impact

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires that new developments achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) requires all development to be designed to the highest standards and incorporate principles of good design, either complementing or improving the character and appearance of the area. Policy DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to protect and improve the public realm, including streets.

The change of use of the grassed area to an overflow car park would increase the built-up appearance of the site, out of keeping with the mainly residential area, thereby impacting on the character and appearance of the immediate street scene and the surrounding area. Therefore the proposal is considered contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to protect residential amenity. Policy DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to protect Conservation Areas from inappropriate developments and to preserve or enhance those features which contribute to their special architectural and visual qualities, including existing landscaping.

Concerns have been received during the public consultation regarding the impact of the overflow car park on residential amenity. It is considered that the replacement of green space with hard surfacing could increase the built-up appearance of the site which would change the overall appearance of the surrounding residential area, particularly given the location within the Hillingdon Village Conservation Area. As such, the proposal is contrary to Policies DMHB 4 and DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to ensure developments do not result in significant adverse transport impacts on the local and wider road network. Policy DMT 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to ensure that developments provide safe and efficient vehicular access to the highway network and do not contribute to the deterioration of local amenity or safety of all road users and residents. Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to ensure that developments provide acceptable levels of car parking in order to facilitate sustainable development and address issues relating to congestion and amenity.

Policy 6.3 of the London Plan (2016) requires assessment of the impact of development on transport capacity and the transport network whilst Policy 6.13 of the London Plan (2016) requires developments to provide appropriate parking provision.

The Council's Highways Engineer has assessed the proposal. The overflow car park is for the use of an 'airport chauffer service' affiliated with part of the existing E use class business enterprise which, before the Covid 19 pandemic, utilised a small part of the site with the need to store several vehicles on-site. The applicant seeks the retention of the overflow car park to store up to 15 'inactive' vehicles as business demand has reduced during the pandemic. The 15 additional parking spaces within the site which would add to the existing 31 parking spaces on the site, thereby resulting in 46 parking spaces within the site. Access to the overflow car park would be via the internal roadway within the site which is accessed from Vine Lane.

Prior to the Covid 19 pandemic traffic generation for the site was up to 63 two-way movements during the whole working day (7am to 7pm) with approximately 16 two-way trips during the 'traffic sensitive' am & pm peak traffic periods. The majority of cars related to the 'airport chauffer service' were not stored on site due to being in use, although a small number were stored on site. Based on pre-pandemic assumptions, activity related to the proposal is projected to give rise to a marginal site traffic increase of approximate 70 two-way daily trips with approximately 16/17 two-way trips during the am & pm peak traffic periods respectively. The Council's Highways Engineer considers that the projected marginal uplift in activity does not raise any specific or measurable highway concerns in terms of traffic generation, and given the current Covid 19 pandemic and associated

increase in on-site parking demand, traffic generation has been reduced. It is also considered that post-pandemic the on-site parking demand associated with the business would be reduced and returned to pre-Covid minimum level of demand. As such, a condition requiring the temporary overflow car park to be removed and the land reinstated to its former appearance once the Covid 19 pandemic has concluded shall be added to any consent granted.

Therefore the Council's Highways Engineer considers that the proposal would not result in detrimental congestion or parking stress and would not cause any measurable highway safety concerns, thereby complying with Policies DMT 1, DMT 2 & DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and Policies 6.3 and 6.13 of the London Plan (2016).

7.11 Urban design, access and security

See Section 7.03 of this report.

7.12 Disabled access

Not applicable to this application.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Policy DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) seeks to ensure that all new development retains or enhances existing landscaping, trees and natural features of merit, provides soft and hard landscaping that is appropriate to the character of the area and carry out tree surveys to determine the impact of development on existing trees and appropriate protection measures.

The Council's Trees/Landscape Officer has assessed the proposal. Given the application site is covered by TPO 78a and located within the Hillingdon Village Conservation Area, trees within the site and on adjoining land are protected. Whilst the use of a gravel filled grid is one of the more sympathetic surface treatments close to trees, no tree report or arboricultural impact assessment has been submitted as part of the application and so it is not possible to consider to what extent the proposed car park may damage the trees. Therefore, in the absence of a full tree assessment and arboricultural method statement to BS5837:2012, the proposal fails to safeguard trees protected by TPO 78a and the Hillingdon Village Conservation Area, and so is contrary to Policies DMHB 4 and DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

Issues relating to on and off site parking, traffic, access, residential amenity, impact on trees, and impact on the Grade II* Listed Building and Listed wall have been discussed elsewhere in this report. There is a current enforcement investigation regarding the use of the site and implementation of the overflow car park without planning permission. In

regards to public consultation, this was carried out in line with statutory requirements. Issues relating to loss of property/damage costs and access to private land are civil matters and are not material planning considerations. There are two application references as there is an associated Listed Building Consent application (ref: 12019/APP/2020/3616) alongside this application for planning permission.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

There is a current planning enforcement investigation in regards to the overflow car park on the grassed area which has already been implemented without planning permission. and the use of the site as an 'airport chauffeur service.' The current planning application seeks to retain the overflow car park.

7.22 Other Issues

None

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

Planning permission is sought for the change of grassed area into an overflow car park with a temporary surface (plastic interlocking grid laid on fleece and filled with gravel).

The creation of the car parking area results in the loss of green space, leading to an increase in the built-up appearance of the site, along with potential to cause damage to a historic garden and a failure to appropriately safeguard and preserve the historic boundary wall. As such, the proposal would fail to preserve or enhance the character, appearance and setting of the Grade II* Listed Building and the surrounding Hillingdon Village Conservation Area, including the immediate street scene, and would impact on residential amenity, contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1, DMHB 2, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

The proposal has not provided a full tree assessment and arboricultural method statement to demonstrate that the proposal would be able to safeguard trees protected by TPO 78a and the Hillingdon Village Conservation Area and so the proposed development does not comply with Policies DMHB 4 and DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

The proposal to use part of the site as an overflow car park is as result of the current Covid 19 pandemic following a reduction in use of cars associated with the 'airport chauffer service' and an increase in on-site parking demand as a result. Based on pre-pandemic assumptions, activity related to the 'airport chauffer service' is projected to give rise to a marginal increase in site traffic generation, thereby not resulting in detrimental congestion or parking stress or cause any measurable highway safety concerns. Post-pandemic the on-site parking demand associated with the business would be reduced and returned to pre-Covid minimum level of demand. Therefore the proposal complies with Policies DMT 1, DMT 2 & DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) and Policies 6.3 and 6.13 of the London Plan (2016).

The application is recommended for refusal.

11. Reference Documents

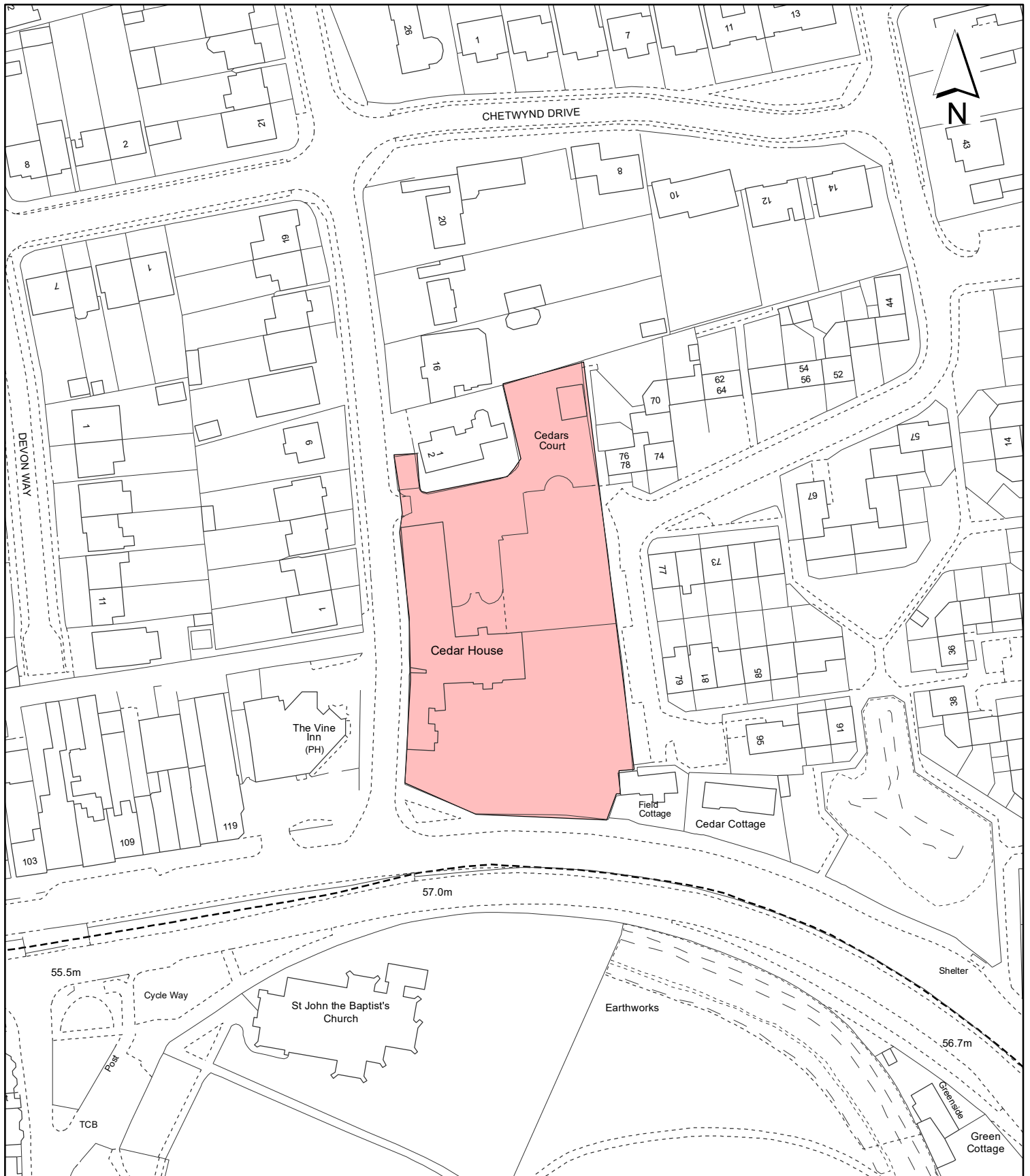
Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)

London Plan (2016)

Contact Officer: Katherine Mills

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Cedar House
 Vine Lane**

Planning Application Ref:
12019/APP/2020/3615

Planning Committee:
Central & South

Scale:
1:1,250

Date:
January 2021

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

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



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