

Report of the Head of Development Management and Building Control

Address: WINSTON CHURCHILL HALL PINN WAY RUISLIP

Development: Installation of three air source heat pumps (ASHPs) at ground level on the southern elevation enclosed by 1.9m high fencing and additional planting. Replacement of existing windows with double glazing. Installation of 97 PV panels on the roof, installation of a trench required for low voltage cable connection under footpath and installation of cavity wall insulation.

LBH Ref Nos: 78327/APP/2023/2901

Drawing Nos: 0010 03
0030 03
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Winston Churchill Window Schedule
Ameresco Landscaping Plan
Energy Report Hillingdon IGP Rev4.1
Insta Fibre Cavity Wall Product Spec 89/2294 Product Sheet 1
Heritage Statement FL12379
Ali VU Casement Window System Technical Datasheet V01_19.01.2023
Ecologic Energy Cavity Wall Insulation Scope of Process
PVsyst - Simulation report by Ameresco V 7.4.0
Heat Pumps Air/Water Technical Data Technical Data BA60I
PV product data sheet Q.PEAK DUO ML-G10 SERIES
PV Panel Module Layout - PVsyst V7.4.0
Winston Churchill Theatre Window Schedule
0001
0002 01
Planning Statement 2nd October 2023
Winston Churchill Hall WSI November 2023

Date Plans received: 04-10-2023 **Date(s) of Amendments(s):** 04-10-2023
05-10-2023

Date Application valid 04-10-2023

24-11-2023

18-12-2023

04-01-2024

1. SUMMARY

The application site comprises the Winston Churchill Hall, Ruislip. The building itself is not listed, however the site is located within Ruislip Village Conservation Area and within proximity to the Ruislip Motte and Bailey Scheduled Monument and five statutory listed buildings (Grade II and II*).

The application seeks planning permission to install three no. Air Source Heat Pumps (ASHPs). The ASHPs would be screened by 1.9m high fencing and planting. All the windows would be replaced with double glazed UPVC and 97 solar PV panels would be installed on the roof. In addition, the proposal requires a trench to be dug to accommodate the low voltage cables which will be connected to those under the existing footpath and also the installation of cavity wall insulation.

The proposal would result in some harm to the designated heritage assets due to the cumulative impact of the different aspects of the proposal, such as the visibility of the PV panels. The level of harm in this case has been identified as 'less than substantial harm' at the lower end of the spectrum. However, there is a clear public benefit in the reduction of energy consumption and associated carbon savings that would outweigh the less than substantial harm in this case. In addition the Development Plan provides support for the enhancement of existing public buildings such as Winston Churchill Hall, as it recognises the contribution they provide to the local community and towards safeguarding the vibrancy of Town, Local and District Centres. No other significant issues are identified and the proposal is considered to comply with the development plan. Consequently, it is recommended that planning permission is granted, subject to the conditions set out below.

2. RECOMMENDATION

APPROVAL subject to the following:

1. COM3 **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. COM4 **Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans

1000 Revision 02

1001 Revision 04

3001 Revision 03

3002

3003

3004

0001

Window Photos and Schematics

Winston Churchill Window Schedule

Winston Churchill Theatre Window Schedule

Window Photo Schedule

Ameresco Landscaping Plan

Ecologic Energy Cavity Wall Insulation Scope Process of Work

PV Panel Module Layout - PVsyst V7.4.0

Ali VU Casement Window System Technical Datasheet V01_19.01.2023

160506/(B)/01, 160506/(B)/02, 160506/(B)/03, 160506/(B)/04 and 160506/(B)/05 Windows Open Out Stormproof Casements

Hillingdon Rooftop Solar PV Design Brief

PV product data sheet Q.PEAK DUO ML-G10 SERIES

Heat Pumps Air/Water Technical Data Technical Data BA60I

Energy Report Hillingdon IGP Rev4.1

Insta Fibre Cavity Wall Product Spec 89/2294 Product Sheet 1

Heritage Statement FL12379

Winston Churchill Hall Written Scheme of Investigation for an Archaeological Watching Brief, prepared by Pre-Construct Archaeology (dated November 2023).

and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

3. M1 Window Details to be Submitted (details)

Prior to the commencement of works relating to the replacement of windows, details of the proposed UPVc windows 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.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policies DMHB 1, DMHB 2, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan Part 2 (2020).

4. NONSC Written Scheme Investigation (WSI) - Archaeology

Demolition or development will take place only in accordance with the submitted written scheme of investigation (WSI), hereby approved. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which includes the statement of significance and research objectives, and:

A. The programme and methodology of site investigation and recording and the nomination of Pre-Construct Archaeology to undertake the agreed works.

B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

REASON

To safeguard the archaeological interest on this site complying with NPPF (2023) paragraph 205.

5. A5 Planting Scheme

Prior to first use of the development hereby approved or within the next planting season (whichever is the earliest period) the landscaping scheme shall be implemented in its entirety. The new planting and landscape operations should comply with the requirement specified in BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs' and in BS4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'.

The landscaping scheme shall include four evergreen trees in the locations annotated on the approved drawings, and of a sufficient mature height to provide visual screening.

Thereafter, the soft landscaping shall be permanently retained and any trees or other planting which die, are removed or become seriously damaged or diseased within a period of 5 years from the completion of development, shall be replaced in the next planting season with others of similar size and species in accordance with the details approved by the Local Planning Authority.

REASON

To ensure that the proposed development makes a satisfactory contribution to the preservation and enhancement of the visual amenities of the locality with the provisions of the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020), and the London Plan (2021).

6. NONSC Noise Rating Levels

For the lifetime of the development hereby permitted the rating level (LAr) of noise caused by its operation shall not exceed: 40 dB LAr 15 min for any fifteen-minute period between 2300 and 0700, and 50 dB LAr 1 hour for any one-hour period between 0700 and 2300, determined one metre free field external to any window or door of any permanent residential, or equivalently noise sensitive premises, in accordance with 'Methods for rating and assessing industrial and commercial sound' British Standards Institution BS4142 2014.'

REASON

To ensure that occupants of existing dwellings would not be exposed to noise caused by the permitted development that would be likely to cause a significant adverse effect on their health and quality of life. This has regard to the guidance set out in 'Guidance on Sound Insulation and Noise Reduction for Buildings' BS8233 2014, with windows open for the purposes of ventilation and cooling.

7. NONSC Removal of PV panels when no longer required

The solar PV equipment on the main roof will be removed as soon as reasonably practicable when no longer needed.

REASON

To safeguard the visual amenities of the area and to ensure that the proposed development does not

have an adverse effect upon the appearance of the existing building and conservation area in accordance with Policies DMHB 2, DMHB 4, DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

INFORMATIVES

1.

An archaeological watching brief involves observation of groundworks and investigation of features of archaeological interest which are revealed. A suitable working method with contingency arrangements for significant discoveries has been agreed with the Greater London Archaeological Advisory Service (GLAAS). The outcome will be a report and archive.

2.

Please be advised that no works should take place within the schedule boundary of the Ruislip Motte & Baily Castle ancient monument without first obtaining consent from the Secretary of State for Digital, Culture, Media and Sport.

3.

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.

4. 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).

I53 **Compulsory Informative (2)**

The decision to GRANT 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 (2021) and national guidance.

DMEI 10	Water Management, Efficiency and Quality
DMEI 2	Reducing Carbon Emissions
DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMEI 9	Management of Flood Risk
DMHB 1	Heritage Assets
DMHB 11	Design of New Development

DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 2	Listed Buildings
DMT 6	Vehicle Parking
DMTC 1	Town Centre Development
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D8	(2021) Public realm
LPP G3	(2021) Metropolitan Open Land
LPP HC1	(2021) Heritage conservation and growth
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF7	NPPF 2021 - Ensuring the vitality of town centres

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises Winston Churchill Hall (Theatre) on Pinn Way in Ruislip. The theatre is located to the north of the town centre, within an area known as The Manor Farm Heritage Site. The site is a community space comprising landscaped grounds, a collection of listed buildings and a scheduled ancient monument (Ruislip Motte & Bailey Castle).

The application site is located within Ruislip Village Conservation Area and located within designated Metropolitan Open Land and the Ruislip Motte and Bailey Archaeological Priority Area.

The Winston Churchill Theatre was constructed in 1965 for the Ruislip and Northwood Urban District Council on land donated by Mr T Parker. The theatre is a part single, part two storey building, constructed from brick with an imitation coursed stone render to the southern elevation of the cross wing. The two storey element is L-shaped with a gabled roof, clad in red pantiles with plain timber bargeboards, painted white. A single storey wraparound element to the western end of the building is flat roofed, with a central bay projecting forward of the west elevation under a roof with five parallel segmental arches that run east-west.

3.2 Proposed Scheme

The proposal seeks to (i) install three air source heat pumps (ASHPs) at ground level on the southern elevation, enclosed by 1.9m high fencing and additional planting, (ii) replace the existing windows with double glazing, (iii) install 97 photovoltaic (PV) panels on the roof, (iv) and install a trench required for a low voltage cable connection under the existing footpath. It is also proposed to install cavity wall insulation, however as this does not involve any external alterations, planning permission is not required.

3.3 Relevant Planning History

Comment on Relevant Planning History

No comment.

4. Planning Policies and Standards

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

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 (2021)

The National Planning Policy Framework (NPPF) (2023) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

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

Part 1 Policies:

PT1.HE1 (2012) Heritage

PT1.BE1 (2012) Built Environment

Part 2 Policies:

DMEI 2 Reducing Carbon Emissions

DMEI 9 Management of Flood Risk

DMEI 10 Water Management, Efficiency and Quality

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

DMHB 11 Design of New Development

DMHB 12 Streets and Public Realm

DMHB 14 Trees and Landscaping

DMTC 1 Town Centre Development

DMT 6 Vehicle Parking

DMEI 4 Development on the Green Belt or Metropolitan Open Land

NPPF2 NPPF 2021 - Achieving sustainable development

NPPF4 NPPF 2021 - Decision-Making

NPPF7 NPPF 2021 - Ensuring the vitality of town centres

NPPF12 NPPF 2021 - Achieving well-designed places

NPPF16 NPPF 2021 - Conserving & enhancing the historic environment

LPP HC1 (2021) Heritage conservation and growth

LPP D3 (2021) Optimising site capacity through the design-led approach

LPP D8 (2021) Public realm

LPP G3 (2021) Metropolitan Open Land

5. Advertisement and Site Notice

- 5.1** Advertisement Expiry Date: **26th November 2023**
- 5.2** Site Notice Expiry Date: **22nd November 2023**

6. Consultations

External Consultees

PUBLIC CONSULTATION

30 neighbouring properties and Ruislip Residents Association were consulted for 21 days, which expired on the 28th of November 2023. A site notice has also been displayed and notification has also been published in the Gazette, as the site is within a conservation area.

With regards to public representations, one objection was received stating concerns with the impact the PV panels would have on the character and appearance of the Conservation Area. The impact on the

conservation area is discussed in Section 7.07 of this report.

EXTERNAL CONSULTTEES

The Greater London Archaeology Advisory Service (GLAAS) were consulted. The representations received are as follows:

GLAAS - INITIAL COMMENTS (received 02-11-2023).

The planning application lies in an area of archaeological interest (Archaeological Priority Area) identified in the Local Plan: Ruislip

The cable trench involves minor groundworks adjacent to Ruislip Motte & Bailey Castle scheduled ancient monument. It is possible that it will reveal buried remains associated with the monument or medieval occupation of Ruislip village.

Please add an informative that no works should take place within the schedule boundary without first obtaining consent from the Secretary of State for Digital, Culture, Media and Sport.

Planning Policies

NPPF Section 16 and the London Plan (2021 Policy HC1) recognise the positive contribution of heritage assets of all kinds and make the conservation of archaeological interest a material planning consideration. NPPF paragraph 194 says applicants should provide an archaeological assessment if their development could affect a heritage asset of archaeological interest.

NPPF paragraphs 190 and 197 and London Plan Policy HC1 emphasise the positive contributions heritage assets can make to sustainable communities and places. Where appropriate, applicants should therefore also expect to identify enhancement opportunities.

If you grant planning consent, paragraph 205 of the NPPF says that applicants should record the significance of any heritage assets that the development harms. Applicants should also improve knowledge of assets and make this public.

Recommendations

The significance of the asset and scale of harm to it is such that the effect can be managed using a planning condition.

I therefore recommend attaching a condition as follows:

Condition

No demolition or development shall take place until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

A. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

B. Where appropriate, details of a programme for delivering related positive public benefits

C. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI

Informative

The written scheme of investigation will need to be prepared and implemented by a suitably professionally accredited archaeological practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London. This condition is exempt from deemed discharge under schedule 6 of The Town and Country Planning (Development Management Procedure) (England) Order 2015.

This pre-commencement condition is necessary to safeguard the archaeological interest on this site. Approval of the WSI before works begin on site provides clarity on what investigations are required, and their timing in relation to the development programme. If the applicant does not agree to this pre-commencement condition please let us know their reasons and any alternatives suggested. Without this pre-commencement condition being imposed the application should be refused as it would not comply with NPPF paragraph 205.

I envisage that the archaeological fieldwork would comprise the following:

Watching Brief

An archaeological watching brief involves observation of groundworks and investigation of features of archaeological interest which are revealed. A suitable working method with contingency arrangements for significant discoveries will need to be agreed. The outcome will be a report and archive.

A watching brief should be maintained on excavation of the cable trench.

You can find more information on archaeology and planning in Greater London on our website.

This response relates solely to archaeological considerations. If necessary, Historic England's Development Advice Team should be consulted separately regarding statutory matters.

PLANNING OFFICER RESPONSE:

The applicant has submitted a WSI for a watching brief. This has been forwarded to GLAAS for comment. On 04-01-2024 GLAAS' final comments confirm that the WSI can be approved, and a revised condition has been recommend to ensure compliance with the agreed arrangements. GLAAS do not raise any objections, subject to compliance with this revised condition. The revised condition has been included in this recommending report, detailed in Section 2 and will be added to the decision notice if members are minded to approve this application.

Internal Consultees

The Council's Energy Officer, Conservation Officer, Noise Officer, Highways Officer and Access Officer were consulted on 17th of October 2023.

NOISE OFFICER:

Sufficient information has been provided by the Applicant to make a recommendation with respect to noise. It is recommended that no objection is made on noise grounds subject to the inclusion of suitable conditions which should be met based on the design information provided and considering measurement and prediction uncertainty.

1. Regarding the impact of the proposed development on the existing environment:

'For the lifetime of the development hereby permitted the rating level (LAr) of noise caused by its operation shall not exceed: 40 dB LAr 15 min for any fifteen-minute period between 2300 and 0700, and 50 dB LAr 1 hour for any one-hour period between 0700 and 2300, determined one metre free field external to any window or door of any permanent residential, or equivalently noise sensitive premises, in accordance with 'Methods for rating and assessing industrial and commercial sound' British Standards Institution BS4142 2014.'

Reason

To ensure that occupants of existing dwellings would not be exposed to noise caused by the permitted development that would be likely to cause a significant adverse effect on their health and quality of life. This has regard to the guidance set out in 'Guidance on Sound Insulation and Noise Reduction for Buildings' BS8233 2014, with windows open for the purposes of ventilation and cooling.

ACCESS OFFICER:

I have considered the detail of this planning application and deem there to be no accessibility issues raised by the proposal.

However, the following informative should be attached to any grant of planning permission: 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.

ENERGY OFFICER:

I have no objections to the proposals as presented. The scheme will result in carbon savings but given the baseline emissions are relatively low, the resulting savings from the proposal are limited but still beneficial.

HIGHWAYS OFFICER:

There are no envisaged transport/highway related implications identified relevant to this application.

CONSERVATION OFFICER:

The introduction of the cavity wall infill will have no impact on the setting of the heritage assets or conservation area.

The existing windows of the Hall are metal and wood casements. The application form and Heritage Statement state that the replacement windows will be UPVc double glazed windows to match the existing as closely as possible in terms of form and openings. The material is not ideal. However, the application also has product details of aluminium double glazed windows by Ali VU. These would be a closer match to the existing character. The applicants need to be clearer about what exactly is proposed.

The ASHPs will be located to the front on the south east corner, the closest part of the building to the listed heritage assets. There were discussions about locating them to the rear. They will be screened by a high fence with additional tree planting and sit at a low level. Their impact on the setting and the conservation area is considered to be acceptable given the mitigation of the fencing and planting.

The PV panels will be on the south slope of the roof which is visible in longer views from the south in the

context of the heritage assets. Much of it is screened by the band of trees in front of the Hall but given the height of the roof parts of the proposal, will be visible. During informal discussions, it was agreed that there would be additional planting in the gaps in the arc of trees to the south and east, this is also mentioned in the Heritage Statement and yet this is not reflected in the plans. Confirmation is needed on this, the detail can be conditioned.

The additional evergreen planting would go some way to mitigating the visual impact as will the non-reflective character of the PV panels chosen. However, there will inevitably be some degree of detrimental visual impact from the wider setting of the heritage assets due to the PV panels assertively modern character and the contrast between the black panels and the surrounding red pantile roof. There would be some harm with this aspect of the proposal, the harm would be less than substantial at the lower end and the NPPF paragraph 208 test regarding public benefit will need to be applied.

Clarification is needed on the materials and detail proposed for the replacement windows

Clarification is needed on additional planting within the gaps of the existing trees to the south and east of the Hall. The plans should reference this and full details can be conditioned.

Even with additional planting and non reflective PV panels there will be less than substantial harm at the lower level to the setting of the heritage assets and to the conservation area with this aspect of the proposal. The NPPF paragraph 208 test regarding public benefit will need to be applied.

PLANNING OFFICER RESPONSE:

Following the above comments, clarification and additional planting were sought. The Conservation Officer was reconsulted.

CONSERVATION OFFICER (Follow-up Comments):

The combination of the hit and miss fencing and laurel planting ensures that there will be no impact on the setting of the heritage assets. I note the need for a WSI and watching brief for the laying of the base for the ASHPs.

While the two birch trees between the Manor Farmhouse and the theatre are welcome it is insufficient to mitigate the visual impact of the PV panels on the surrounding heritage assets. There needs to be additional planting to the south as well. There is a clear gap in the trees in this area and I would suggest at least one if not more evergreens in this location to screen the roof and PV panels from the setting of the listed farm buildings. See the red pantile roof of the theatre rising above the slate roofed outbuilding. The PV panels would still be less than substantial harm at the lower end and the NPPF paragraph 208 test applied.

The window schedule now makes it clear that the aluminium frames are solely for the lobby area, elsewhere the windows are UPVc. Despite the document showing the forms of the windows there is little information about the detail. UPVc windows can be acceptable if they are well designed with discreet trickle vents and the frames are kept narrow and the aesthetic sleek. For reference The Residence Collection R2 has high quality UPVc windows that imitate aluminium windows. The detail could be conditioned if the applicants can support this approach. Poor quality UPVc windows would be detrimental to the building and by extension the conservation area.

PLANNING OFFICER RESPONSE:

Following the revised comments from the Conservation Officer, an additional two new evergreen trees were added to the south of the site to screen any view of the roof / panels from the listed farm buildings.

A condition would be added to secure the details of the UPVc windows.

The informative recommended by the Access Officer, and the condition recommended by the Noise Officer have been included in the recommendations detailed in Section 2 of this report.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is located in the developed area of the Borough. The existing building subject to this application is used as a theatre which is considered to provide a valued entertainment facility to the community. Paragraphs 7.14 and 7.15 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) provides support for the enhancement of Arts, Cultural and Entertainment Facilities as they are considered vital to safeguarding the vibrancy of Town, Local and District Centres. Whilst the application building itself does not fall within the Town Centre itself, the grounds are immediately adjacent to the Ruislip District Centre, therefore it is considered to be an edge of centre location.

The proposed works to Winston Churchill Hall would result in an improvement of a public building by increasing its energy efficiency. As such the works would conform with the Development Plan and are considered acceptable in principle subject to compliance with other relevant policies as set out in this report.

7.02 Density of the proposed development

Not applicable.

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

ARCHAEOLOGY

Policy HC1 of the London Plan (2021) and Policy DMHB 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) seek to ensure that areas which are identified as being of archaeological interest are protected.

The site is located within Ruislip Motte and Bailey Archaeological Priority Area. The proposal involves the installation of a small trench required to connect a low voltage cable from existing cabling under the footpath to the plantroom. The trench would be approximately 2 metres in length, 1.5m in width and 1 metre deep.

During the course of the application, a written scheme of investigation (WSI) was submitted for an archaeological watching brief for the proposed cable-trench, as it would be next to the boundary of the scheduled monument of Ruislip Motte and Bailey Castle. The Greater London Archaeology Advisory Service (GLAAS) have been consulted, including on the submitted WSI. GLAAS raise no objection, subject to compliance with the agreed WSI watching brief, that the site investigation is carried out by the nominated professionally accredited archaeological practice, and that the post-investigation assessment, dissemination and deposition of the resulting report is fulfilled. A condition

has been included in this recommendation to secure compliance. Consequently, subject to compliance with this condition, archaeological interests are protected.

OTHER

The impacts on the setting of the listed buildings, scheduled monument, the conservation area and the appearance of the area are addressed in section 7.07 of this report.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

POLICY CONTEXT - Metropolitan Open Land

Policies in the Hillingdon Local Plan reflect national and London Plan guidance. The London Borough of Hillingdon Local Plan: Part 1 Policy EM2: (Green Belt, Metropolitan Open land and Green Chains) states that the Council will seek to maintain the current functions of the Green Belt and that any development proposed within the Green Belt will be considered against national and London Plan policies.

The London Borough of Hillingdon Local Plan: Part 2 Policy DME1 4 (Development in the Green Belt or on Metropolitan Open land) reiterates that inappropriate development in the Green Belt and Metropolitan Open Land (MOL) will not be permitted unless there are very exceptional circumstances, while noting that redevelopment on sites will be permitted only where they would not harm openness or conflict with the purposes of including land within these designations.

London Plan Policy G3 seeks to protect Metropolitan Open Land from inappropriate development in accordance with the National Planning Policy Framework (NPPF) and MOL is given the same status as Green Belt. Development proposals that would harm MOL should be refused except where very special circumstances exist.

The National Planning Policy Framework (NPPF) is also relevant. At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-making. The document states that the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

Paragraph 153 of the NPPF states that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

Paragraph 154 of the NPPF sets out that the construction of new buildings on Green Belt should be regarded as inappropriate barring the limited exceptions to this:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of

- use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
 - d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
 - e) limited infilling in villages;
 - f) limited affordable housing for local community needs under policies set out in the development plan; and
 - g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
 - not have a greater impact on the openness of the Green Belt than the existing development; or
 - not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Paragraph 156 states that when located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development. In such cases developers will need to demonstrate very special circumstances if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources.

ASSESSMENT - Metropolitan Open Land

The application site is designated as Metropolitan Open Land (MOL) which is accorded the same status as Green Belt in the London Plan and local plan. The main policy issue in this respect is considered to be the principle of additional development within the MOL and its impact on the openness, character and appearance of the MOL.

The proposed PV panels would be fixed almost flush to the main pitch on the existing roof and would not result in a reduction in the openness of the MOL. In terms of the NPPF, the PV panels could be considered an exception to inappropriate development as it would be an 'alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building' (NPPF paragraph 154(c)). In any respect, the proposed PV panels would not harm the MOL and are considered compliant with the above policies.

The proposed ASHPs would be installed at ground level abutting the front elevation of the building and would measure 1.3m(L) x 1m(W) x 1.7m(H) set 0.5m apart. In order to screen the industrial appearance of the ASHPs, 1.9 metre high hit-and-miss fencing is proposed, in addition to four new trees which would limit any potential views. Given the limited scale of the development, it is also considered that exception (c) of paragraph 154 of the NPPF (2023) would apply as the proposal would not result in disproportionate additions over and above the size of the original building.

As the proposal is considered to be appropriate development within the MOL, the applicant is not required to demonstrate very special circumstances. Nevertheless, there are clear benefits to the scheme which are set out in section 7.1 of this report which would outweigh the potential, limited harm to the MOL.

7.07 Impact on the character & appearance of the area

This section of the report considers the street scene and character impact of the development, including the impact on heritage assets.

POLICY CONTEXT:

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, imposes a statutory duty on Local Planning Authorities requiring that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The NPPF at Chapter 16, places great importance on the protection of heritage assets.

Para. 205 states: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

Para. 208 states: 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

Policy HC1 of the London Plan (2021) states, inter alia, that 'development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.'

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 (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.

Policy DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (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 in terms of scale, proportion, detailed design, materials and workmanship.

ASSESSMENT:

The proposal is part of a broader scheme of carbon reduction of the Winston Churchill Hall as part of the London Borough of Hillingdon's 2030 Net Zero Carbon commitment.

Seven heritage assets have been identified as having the potential to be affected by the proposed scheme. They comprise The Ruislip Village Conservation Area, The Ruislip Motte and Bailey Scheduled Monument and five listed buildings - The Manor Farmhouse (Grade II), Great Barn to west of Manor farm yard (Grade II*), Small barn to south of Manor farm yard (Grade II), Cowshed to east of Manor farm yard (Grade II), Cowshed and sties to north west of Manor farm yard (Grade II).

The proposal seeks to (i) install of three Air Source heat Pumps (ASHPs) at ground level on the south elevation, enclosed by 1.9m high fencing and additional planting, (ii) replacement of existing windows with UPVC double glazing, (iii) install 97 PV panels on the roof, and (iv) install of a trench required to accommodate the low voltage cable connection to the existing cabling under the footpath.

The application proposes three air source heat pumps (ASHPs) which would be located to the front of the building, on the south east corner. While this is the closest part of the building to the listed heritage assets, they will be screened by a 1.9 metre high fence with additional planting. Given the screening which minimises their impact on the setting of the listed buildings and the conservation area, it is considered that the proposal would maintain the character and appearance of these heritage assets.

In addition, the existing windows are proposed to be replaced with mainly doubled glazed UPVc, with aluminium frames in the lobby area. It is acknowledged that the existing windows are metal and wood casements. However, the proposed UPVc windows would match in terms of colour and openings. The Conservation Officer raised concerns with the lack of detail regarding the UPVc windows. On balance, the UPVc windows would be acceptable if they are well designed with discreet trickle vents and the frames are kept narrow and the aesthetic sleek. Therefore, the detail of the proposed replacement windows would be secured by condition to ensure they are of a high quality, preserving the building and the conservation area.

The solar PV panels would be sited on the southern slope of the roof, which would be visible in longer views from the south, in the context of the heritage assets. It is noted that the PV panels would be largely screened by the band of trees in front of the hall but given the height of the roof, parts of the proposal would be visible. As a result, additional planting is proposed where there is gaps in the arc of trees to the south and east. This is reflected in the landscaping plans, and would be secured by a condition.

The additional evergreen planting would go some way to mitigating the visual impact as will the non-reflective character of the PV panels chosen. However, there will inevitably be some degree of detrimental visual impact on the wider setting of the heritage assets due to the PV panels' assertively modern character and the contrast between the black panels and the surrounding red pantile roof. The harm would be at the lower end of 'less than substantial'.

The introduction of the cavity wall infill would not require planning permission, however it is acceptable and would have no impact on the setting of the heritage assets or conservation area.

The installation of a trench required for the low voltage cable connection would be acceptable. It is noted that given the important heritage sites in close proximity, GLAAS were consulted and provided a condition which would be added in the event of an approval (discussed in Section 7.03 of this report).

It is considered that cumulatively, the proposal would result in some harm, in particular, as a result of

the proposed PV panels described above. As such, the applicant must demonstrate that there are laudable public benefits which outweigh the identified harm. It is concluded that the resulting harm would be 'less than substantial' at the lower end of the spectrum. The applicant has worked with Officers (including the Council's Conservation Officer) in order to minimise the impact of the proposals on the building and its setting. It is considered that there is a clear public benefit in the reduction of energy consumption, the associated reduction in carbon emissions and greater efficiencies in enhancing the public building which provides a valuable contribution to the local community and District Centre. These are laudable public benefits which clearly outweigh the identified 'less than substantial' harm.

The proposed works would be visible from the public realm, however they would not be unduly prominent and for the reasons explained above, it is considered that the impact on the streetscene and character and appearance of the area would be acceptable. Given the location of the proposed works, it is considered that there would be no harm to the character and appearance of the nearby area, and that of the Conservation Area would be preserved.

Considerable importance and weight has been attached to, and special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area, under s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended.

Having regard to the above, it is considered that the proposal would have an acceptable impact on the character and appearance of the area and that the less than substantial harm caused would be outweighed by the public benefits of the scheme. Consequently, the proposal is considered to accord with Policies HE1 and BE1 of the Hillingdon Local Plan Part 1 (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), Policies D3 and HC1 of the London Plan, and Chapters 12 and 16 of the National Planning Policy Framework (2023).

7.08 Impact on neighbours

Policy BE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) states that all new development should seek to protect the amenity of surrounding land and buildings, particularly residential properties.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Given the nature of the proposal and the separation from residential properties, it is considered that the proposal would not adversely affect the amenities of neighbouring occupiers.

In terms of noise, the Noise Officer has reviewed the proposal and suggested a condition that would protect neighbouring properties. This condition has been included in this report.

Therefore, the proposal is in accordance with Policy BE1 of the Hillingdon Local Plan: Part One Strategic (2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.09 Living conditions for future occupiers

Not applicable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The parking provision and traffic generation would remain unaffected by the proposal, in accordance with Policy DMT 6 of the Hillingdon Local Plan Part 2: Development Management Policies (2020). Furthermore, the Highways Officer has no objections to the proposal.

7.11 Urban design, access and security

Discussed where relevant in other sections of this report.

7.12 Disabled access

It is noted that the Council's Access Officer raises no objections to the proposal. The proposal raises no accessibility concerns.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

The application does involve a minor loss of the soft landscaping to the front of the building which will accommodate the compound for ASHPs. The level of soft landscaping to be lost is negligible and the applicant has committed to providing a new Laurel Root Ball hedge abutting the new hit-and-miss fencing and four new evergreen trees. The new planting is considered to offset the minor loss of soft landscaping. The proposed development would not result in detrimental harm to the existing landscape and would therefore conform with Policy DMHB 14 of the Local Plan : Part Two - Development Management Policies (2020).

7.15 Sustainable waste management

Not applicable.

7.16 Renewable energy / Sustainability

The proposal would make a positive contribution in terms of sustainability, as it would improve the energy efficiency of the Winston Churchill Hall.

7.17 Flooding or Drainage Issues

Not applicable.

7.18 Noise or Air Quality Issues

Discussed elsewhere in the report where relevant.

7.19 Comments on Public Consultations

Discussed in Section 6 of this report.

7.20 Planning obligations

Not applicable.

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

No other significant issues are raised having regard to the nature of the proposed works.

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

For the reasons set out in this report, it is considered that the proposed development would comply with national, regional, and local planning policies and guidance. Therefore, it is recommended that the application be approved subject to conditions.

11. Reference Documents

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

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

The London Plan (2021)

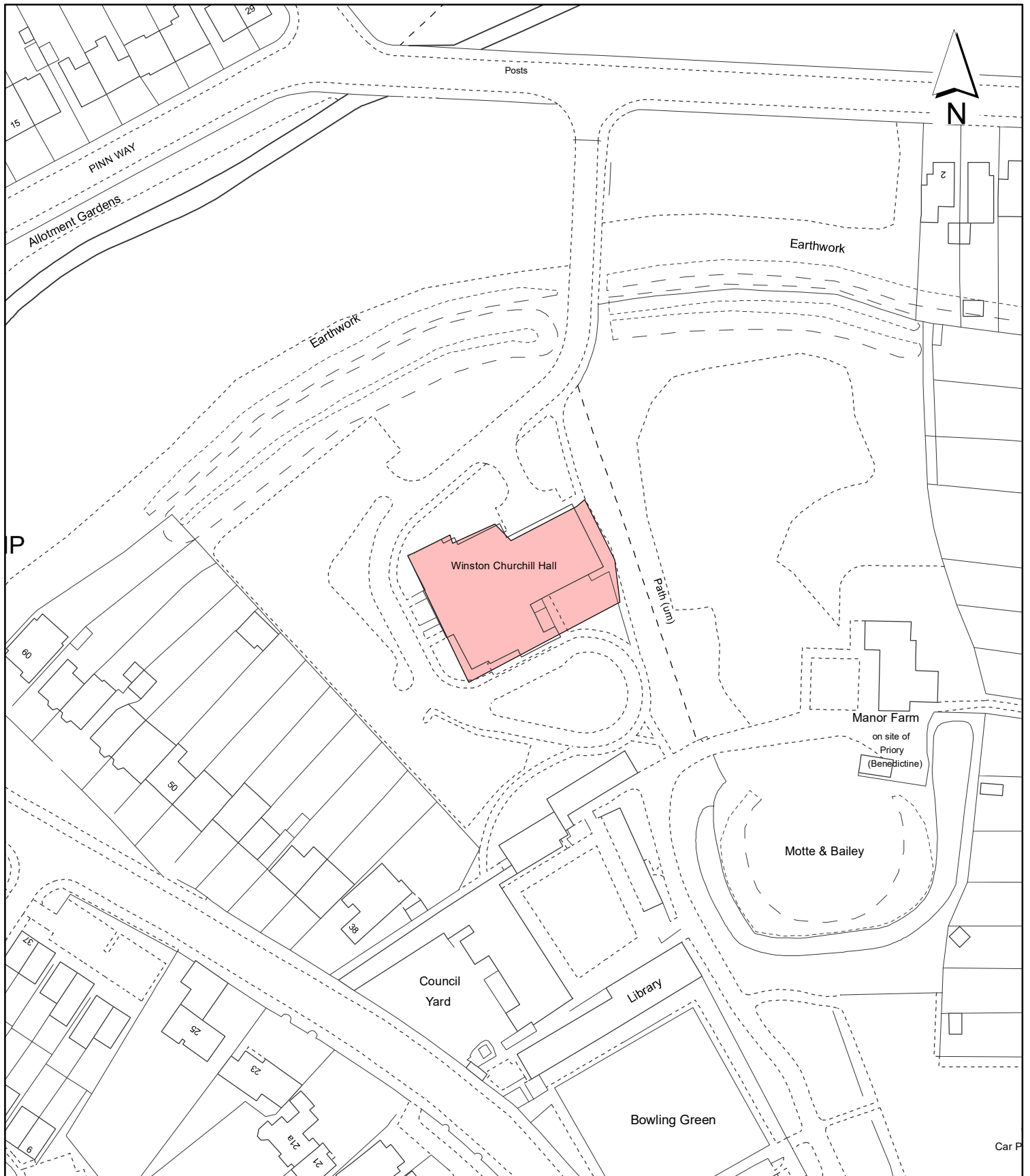
National Planning Policy Framework (2023)

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Notes:

 Site boundary

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Planning Application Ref:
78327/APP/2023/2901

Scale:
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Planning Committee:
Minor

Date:
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