

Planning and Heritage Statement

Planning application

Erection of a detached dwelling and rear extension to
existing property

Drakes Cottage, Breakspear Road North, Harefield

DLA Ref: 24/390

May 2025

CONTENTS

1.0	INTRODUCTION	1
2.0	SITE & CONTEXT ANALYSIS.....	2
3.0	RELEVANT PLANNING HISTORY.....	3
4.0	POLICY CONTEXT	4
5.0	DESCRIPTION OF DEVELOPMENT.....	6
6.0	CONSULTATIONS	8
7.0	PLANNING CONSIDERATIONS.....	10
8.0	CONCLUSIONS	19

1.0 INTRODUCTION

1.1.0 **Background**

1.1.1 This report relates to a proposal for the erection of a detached dwelling and a rear extension to the existing dwelling at Drakes Cottage, Breakspear Road North, Harefield.

1.2.0 **Scope**

1.2.1 This document comprises an overarching Planning and Heritage Statement. Sections 2 to 4 consider the physical, economic, social and historical context of the site, identifying the relevant local, regional and national planning policy framework; Section 5 sets out the details of the proposal; and Section 6 details the consultations undertaken prior to the submission of the application. All these sections inform the evaluation of the proposal in Section 7 against the identified planning policy framework. The overall conclusions are set out in Section 8 and which are summarised below at paragraph 1.3.0.

1.3.0 **Summary**

1.3.1 The proposal has been designed following the receipt of pre-application advice. The size of the development has been reduced to reflect that advice and to deliver a proposal that preserves the character and appearance of the Conservation Area, ensures no loss of amenity to neighbouring occupiers and provides a good quality dwelling for future occupiers.

2.0 SITE & CONTEXT ANALYSIS

2.1.0 **Location**

2.1.1 The site is located on the northern side of Breakspear Road North at its junction with Gilbert Road. It is within the southern extent of the built-up area of Harefield.

2.2.0 **Application Site**

2.2.1 The site comprises Drakes Cottage, one of a pair of semi-detached, two-storey dwellings. The property includes pebbledash rendered elevations and a tiled, hipped roof. A single-storey offshoot is located at the rear. A flat roofed, detached garage is located to the side of the property.

2.3.0 **Context**

2.3.1 The surrounding area is characterised predominantly by a mix of detached and semi-detached two-storey housing. Whilst the application site has retained a simple, cottage like appearance, there are larger dwellings in the vicinity of the site with more modern appearances and with manifestations of accommodation at second floor level. A good sized setback from the highway is a feature of Breakspear Road North.

2.4.0 **Proposals Map Notation**

2.4.1 The Policies Map of the Hillingdon Local Plan shows the site to be within the Harefield Conservation Area.

2.5.0 **Local Services**

2.5.1 The site is within 500m of the High Street, which provides a good range of local shops and services. These include general stores, a pharmacy and a bakers. A post office is within 300m on the corner of Northwood Road. There is also a convenience store located within 250m of the site on Gilbert Road. Harefield secondary school is within 700m of the site.

2.6.0 **Accessibility**

2.6.1 There are bus stops on Breakspear Road North and Northwood Road, within approximately 350m and 400m of the site respectively.

3.0 RELEVANT PLANNING HISTORY

3.1.0 Application Site

The relevant history of the application site is summarised below.

LPA Ref	Proposal	Outcome
14025/APP/2008/829	Erection of single-storey side extension to Drakes Cottage and erection of two-storey side extension to provide two 1-bedroom homes	Refused
14025/A/77/1425	Garage	Approved

4.0 POLICY CONTEXT

4.1.0 National Policy / Guidance

The National Planning Policy Framework (NPPF) 2024, sets out the Government's planning policies for England. The following sections are considered directly relevant:

- 2 - Achieving sustainable development
- 5 - Delivering a sufficient supply of homes
- 9 - Promoting sustainable transport
- 11 - Making effective use of land
- 12 - Achieving well-designed places
- 16 - Conserving and enhancing the historic environment

4.2.0 The London Plan

This sets out the Mayor's planning policies for London and forms part of the development plan. The following policies are considered to be of particular relevance to this application:

Policy No.	Title
GG2	Making the best use of land
GG4	Delivering the homes that Londoners need
D3	Optimising site capacity through design-led approach
D4	Delivering good design
D6	Housing quality and standards
H1	Increasing housing supply
H2	Small sites
HC1	Heritage conservation and growth

4.2.0 The Local Plan

This comprises Part 1 Strategic Policies (2012), Part 2 Development Management Policies (2020) and Part 2 Site Allocations and Designations (2020).

Policy No.	Title
HE1	Heritage
BE1	Built Environment
H1	Housing Growth
EM1	Climate Change Adaptation and Mitigation
EM7	Biodiversity and Geological Conservation
T6.1	Residential Parking
DMH6	Garden and Backland Development
DMHB1	Heritage Assets
DMHB4	Conservation Areas

DMHB11	Design of New Developments
DMHB14	Trees and Landscaping
DMHB16	Housing Standards
DMHB18	Private Outdoor Amenity Space
DMEI7	Biodiversity Protection and Enhancement
DMT1	Managing Transport Impacts
DMT2	Highways Impacts
DMT6	Vehicle Parking

5.0 DESCRIPTION OF DEVELOPMENT

5.1.0 Use

5.1.1 The proposal is for one additional Class C3 dwelling.

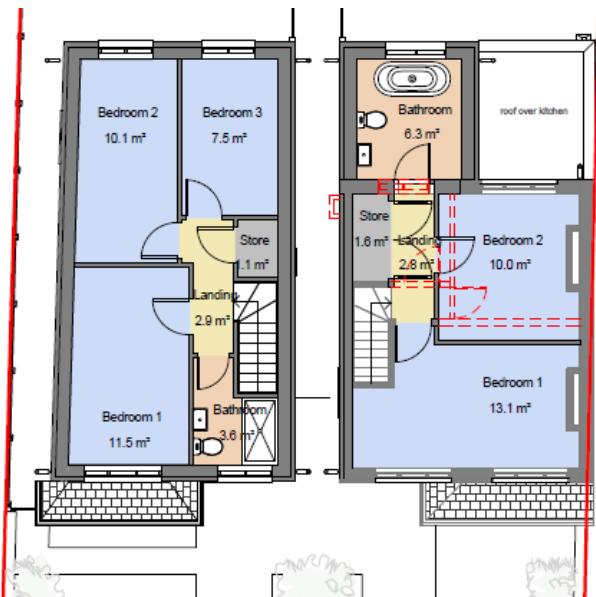
5.2.0 Layout

5.2.1 The proposal includes the following elements:

- Part single-storey, part two-storey rear extension to the existing dwelling
- Erection of a detached dwelling adjacent to the existing property

5.2.2 The extension to Drakes Cottage would replace an existing single-storey conservatory and lobby. It would extend 3.1m beyond the original rear elevation. The first floor element would also have a depth of 3.1m and would be set in from the boundary with Donnington Cottage by 2.6m.

5.2.3 The new dwelling would maintain the existing front building line of Drakes Cottage and its proposed rear building line following the extension. It would be set in 1m from the side boundary with Gilbert Road and a 1m gap would be maintained between the 2 properties.



Proposed first floor plan © Barralis Ltd

5.3.0 **Appearance & Scale**

5.3.1 The new dwelling would have an eaves height of 4.4m to match that of Drakes Cottage. Its ridge height of 7.5m would be 0.6m lower than the existing property. The proposed materials would reflect those existing, to include light coloured pebbledash render and red clay roof tiles.



Proposed front elevation © Barralis Ltd

5.4.0 **Landscaping**

5.4.1 One semi-mature Ash tree would be removed to facilitate the development. Five new native trees would be planted. Planting details could be subject to a standard landscape condition.

5.5.0 **Access**

5.5.1 The existing vehicular access to Breakspear Road North would be removed. Two new crossovers would be provided on Gilbert Road to access a rear parking area. Each of the dwellings would have 2 off-street car parking spaces.

5.6.0 **Sustainability**

5.6.1 The new dwelling would include high levels of insulation and energy efficient fittings. Water saving measures would ensure that the water usage rates do not exceed 105 litres/person/day. These measures can be secured by condition.

6.0 CONSULTATIONS

6.1.1 A pre-application enquiry was submitted to the Council in relation to a scheme to extend the existing dwelling and to erect a new dwelling adjacent. A meeting was held on 3rd December 2024 and a written response was received on 10th December 2024. The written response is summarised as follows:

- The principle of a new dwelling is supported by planning policy and is acceptable.
- The plot can accommodate the loss of some garden area and the openness of the rear corner would be maintained.
- The works to the existing dwelling are not supported as it would result in the loss of original character, including the complete loss of the original roof design. The crown roof over the first floor extension is out of character and would not be supported.
- The new dwelling is overly large and does not relate to the existing dwelling in terms of position within the plot, scale and design. It should be reduced in size and consideration given to achieving a siting and design that is sympathetic to the existing dwelling.
- If the height of the new dwelling is reduced and it has an improved relationship with the existing, it could potentially be supported.
- Information should be provided on existing trees and justification provided for any removal.
- The proposed new dwelling and extensions to the existing would not unduly harm residential amenities of Drake Cottage or neighbouring properties; however, the height of the garages at 4.5m raises concern over the impact on 2 Gilbert Road and Donnington Cottage.
- Two of the proposed bedrooms would fail to meet the minimum floorspace standards.
- The introduction of two new carriageway crossings on Gilbert Road is considered acceptable. Appropriate car parking, cycle parking and refuse storage should be provided.

6.1.2 In light of the above comments, the scheme has been amended to reduce the size of the proposed dwelling, to retain the roof form of the original property and to reduce the height of the garages.

7.0 PLANNING CONSIDERATIONS

Based on the analysis set out in Sections 2 to 5, I consider that the application proposal raises the following issues, which I will consider in turn below:

1. Principle
2. Heritage
3. Layout & Design
4. Highway Safety & Access
5. Landscaping & Ecology

7.1.0 **Issue No 1: Principle**

7.1.1 **Policy Context**

7.1.2 Government, regional and local planning policy all support the provision of additional housing. Paragraph 61 of the NPPF seeks to significantly boost the supply of housing. Paragraph 124 advises that planning policies and decisions should promote an effective use of land in meeting the need for homes.

7.1.3 London Plan Policy GG4 advises that those involved with planning and development must ensure that more homes are delivered. Policy H1 encourages windfall sites not allocated in a development plan and H2 provides particular support for small sites of less than 0.25ha. Local Plan Policy H1 commits Hillingdon to exceeding its housing targets.

7.1.4 **Assessment**

7.1.5 Harefield is a large village with a good range of shops, and services. Future occupiers would be able to occupy these facilities by walking or cycling. The site therefore provides a sustainable location for a small housing development.

7.1.6 Although the proposal is only for one additional dwelling, it would still make a contribution to the Council's housing stock and so would reduce future pressures for development on greenfield land.

7.1.7 **Conclusion**

7.1.8 To conclude this issue, the provision of a new dwelling in an established, sustainable residential location would comply with Local Plan Policy H1 and the policies and provisions of the London Plan and the NPPF.

7.2.0 Issue No 2: Heritage

7.2.1 Policy Context

In determining the impact of a proposed development on the significance of a designated heritage asset - to include Conservation Areas - NPPF paragraph 212 states as follows:

"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."

7.2.2 Where a proposal would lead to '*less than substantial harm*' NPPF paragraph 215 states that this harm '*should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*'

7.2.3 Paragraph 220 recognises that '*not all elements of a Conservation Area will necessarily contribute to its significance*'.

7.2.4 Paragraph 207 provides guidance on the scale of assessment required to support any applications affecting heritage assets including reference to the significance of heritage assets. It states that.

"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than sufficient to understand the potential impact of the proposal on their significance."

7.2.5 London Plan Policy HC1 advises that proposals should be sympathetic to a heritage asset's significance and appreciation within their surroundings. The cumulative impact from incremental change should also be managed. Local Plan Policy DMHB1 expects proposals to avoid harm to the historic environment and DMHB4 states that development within conservation areas should preserve or enhance the character of the area.

7.2.6 Description of significance

7.2.7 The Harefield Conservation Area (CA) covers an extensive area of land, including the central core of the village and predominantly open areas of land to the south and west. There are a number of listed buildings within the CA, including the Grade II listed Harefield House and a group of buildings located around Harefield Hospital. The nearest listed building to the application site is the Grade II listed Old Workhouse on Breakspear Road North.

7.2.8 A written appraisal of the CA is not available. Due to its size, the quality of the CA inevitably varies across its extent, but its overall level of significance is high. The buildings in Breakspear Road North vary in terms of their quality but continue to provide a pleasant entrance to the village from the south. The absence of buildings on the southern side of the road and the relatively large setback of dwellings on the north help to preserve a spacious feel along this entrance.

7.2.9 **Assessment of Impact**

7.2.10 The proposal has been amended significantly from the pre-application scheme. The roof form of Drakes Cottage would largely remain as existing. The rear extension would relate well to the original building and the simple, cottage style appearance would be retained.

7.2.11 The introduction of a new dwelling will inevitably result in some change to this part of the Conservation Area, but historic areas evolve over time and not all change is detrimental. It is not considered that any important views looking northwards towards Gilbert Road would be lost. Again, the proposal has responded to the pre-application advice and the new dwelling has been reduced in scale. The building would reflect the eaves height of Drakes Cottage but would be subservient in terms of the ridge height. The dwelling would have a simple hipped roof form, with the absence of any dormer windows. The property would be a relatively discrete addition to the streetscene but would reflect the appearance of the existing property.

7.2.12 Importantly, the new dwelling would not extend beyond the front building line of Drakes Cottage. A generous setback from the highway of over 4m would be retained. The frontage of both properties would also be free from car parking and refuse storage, meaning that a good quality landscape scheme could be provided. The details of the planting could be secured by condition and would have the potential to enhance the appearance of the front of the site. In these circumstances, the proposal would retain the spacious aspect on this southern approach into the village and at least preserve an important feature of the Conservation Area.

7.2.13 By reason of the siting and size of the proposed works, there would be no impact on the setting of the Old Workhouse or any other listed buildings.

7.2.14 In these circumstances, the proposal would preserve the character and appearance of the Harefield Conservation Area. Even if this were found not to be the case, the level of harm must be considered to be very low. Therefore, in the context of NPPF Paragraph 215, this would be outweighed by the public benefit of providing a new dwelling.

7.2.15 **Conclusion**

7.2.16 To conclude this issue, the proposal has been thoughtfully designed in order to respond to the pre-application advice and the characteristics of the Conservation Area. The extensions to Drakes Cottage would be modest in scale and would preserve the appearance of that property. The new dwelling would be subservient to the other frontage development. It would sit comfortably within the streetscene and would preserve the spacious feel on the entrance to the village.

7.3.0 **Issue No 3: Layout & Design**

7.3.1 **Policy Context**

7.3.2 Paragraph 131 of the NPPF advises that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Likewise, paragraph 135 of the NPPF seeks to ensure that developments function well and add to the overall quality of the area; are visually attractive and sympathetic to local character and history; and establish or maintain a strong sense of place. Policy D3 of the London Plan similarly requires development to be of a high quality and to respond to the existing character of the area. These aims are also reflected in Local Plan Policies BE1 and DMHB11 which require, amongst other objectives, development that reflects established building lines, preserves features of positive value and incorporates high quality materials.

7.3.3 Paragraph 135 of the NPPF seeks development that provides a high standard of amenity for existing and future users. Policy D6 of the London Plan sets internal floor space requirements. Local Plan Policies DMHB11, DMHB15, DMHB16 and DMHB18 seeks to ensure good levels of amenity in terms of light, privacy, floor areas and outdoor amenity space.

7.3.4 **Assessment**

7.3.5 **Character and Appearance** This factor has largely been covered at Issue No 2 above and is discussed further at 3.1 of the Design and Access Statement (DAS). The proposal has been carefully designed to reflect the pre-application advice and to respect the character and setting of the Conservation Area. The proposal would maintain the important front building line to Breakspear Road North and the scale of the dwelling would be proportionate to its plot and surrounding development. The DAS explains how the massing and detailing, including the use appropriate materials, would complement the appearance of Drakes Cottage and the wider area.

7.3.6 As set out in the pre-application response, the proposal would not constitute a form of backland development that is contrary to Local Plan Policy DMH6. The proposal is for a frontage property, so it would not introduce an alien type of development to the locality. Both properties would retain good sized front and rear gardens to reflect the surrounding pattern of development.

7.3.7 **Impact on neighbouring amenity**

7.3.8 The pre-application response found that the proposals were generally acceptable in terms of the impact on neighbouring occupiers, but concern was raised in respect of potential harm from the size and siting of the garages.

7.3.9 The size of the new houses and the additions to Drakes Cottage have both been reduced in size compared to the pre-application scheme. These elements would therefore continue to have an acceptable impact on adjoining occupiers and the amenity of Drakes Cottage.

7.3.10 Previously, the garages were located tight to the boundary with No 2 Gilbert Road and had a ridge height of 4.5m. The ridge has now been reduced to a more modest 3.7m and the nearest garage would now be located 1m from the common boundary. Given that the garages would have a side-to-side relationship with No 2 and would be located adjacent to the rearmost part of Donnington Cottage's garden, they would not appear as overbearing to neighbouring occupiers.

7.3.11 **Future Occupiers**

7.3.12 The proposal would ensure good living conditions for the occupiers of the new dwelling and the extended Drakes Cottage. All bedrooms would meet or exceed a floor area of 7.5m² and both properties would have one bedroom that is at least 11.5m². The bathroom for the new dwelling has been increased in size since the pre-application enquiry. Local Plan Policy DMHB18 seeks a minimum of 60m² of private outdoor amenity space for 2 and 3-bedroom dwellings. The proposal would comfortably exceed this requirement for both the existing and new properties.

7.3.13 **Conclusion**

To conclude this issue, the proposal has been carefully designed to ensure an acceptable impact on the character of the area. It would preserve the residential amenity of existing occupiers and provide good living conditions for future occupiers. The proposal would therefore comply with Local Plan Policies BE1, DMHB11, DMHB14, DMHB16 and DMHB18 and the provisions of the London Plan and the NPPF.

7.4.0 **Issue No 4: Highway Safety & Access**

7.4.1 **Policy Context**

7.4.2 NPPF paragraph 115 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. In addition, paragraph 111 of the NPPF recognises that local parking standards for residential development should take into account the accessibility of the development and availability of and opportunities for public transport.

7.4.3 Policy T6 of the London Plan states car-free development should be the starting point for all development proposals in places that are (or are planned to be) well-connected by public transport, with developments elsewhere designed to provide the minimum necessary parking ('car-lite').

7.4.4 Local Plan Policy DMT2 requires the provision of a safe and efficient vehicular access and secure facilities for cyclists. DMT6 states that parling provision should be in accordance with the standard outlined in Appendix C Table 1.

7.4.5 **Assessment**

7.4.6 The existing crossover to Breakspear Road North would be removed and two new crossovers would be provided in Gilbert Road to serve the new and existing dwellings. It is considered that this would represent a benefit in highway safety terms as the existing access is located very close to the junction between the two roads. The new access points would be located an appropriate distance from the junction and on a road where visibility is good and traffic speeds are likely to be low.

7.4.7 In accordance with Local Plan Policy DMT6 and Appendix C, two car parking spaces would be provided for each of the dwellings. Also in accordance with these policies, secure cycle storage would be provided within the rear gardens.

7.4.8 **Conclusion**

7.4.9 To conclude this issue, the proposal would ensure a safe means of access and an appropriate level of car and cycle parking in accordance with Local Plan Policies DMT2 and DMT6 and the provisions of the London Plan and the NPPF.

7.5.0 Issue No 5: Landscaping and Ecology

7.5.1 Policy Context

7.5.2 Local Plan Policy DMHB14 seeks to retain existing trees and landscaping. Where trees are removed, replanting of new trees must be provided. DMEI7 requires the retention and enhancement of biodiversity features. There is also now a statutory requirement to provide a 10% biodiversity net gain.

7.5.3 Assessment

7.5.4 **Landscaping** The application is accompanied by an Arboricultural Impact Assessment. This advises that it is necessary to remove one Category C Ash tree in order to facilitate the development. The tree is assessed as being semi-mature and in moderate condition. It is a self-seeded specimen and, if left to grow, the roots will start to damage the public footway. To mitigate this loss, it is proposed to plant 5 new native trees. Part of the existing grassed area at the rear of the site would be replaced with garages and hard surfacing. However, an existing garage and access would be replaced with new soft landscaping. Given the relatively featureless appearance of the garden area, the proposal provides an opportunity to improve the appearance of the site with good quality planting.

7.5.5 **Biodiversity** The application is also accompanied by a Preliminary Ecological Assessment (PEA), a Biodiversity Metric and a Biodiversity Net Gain Assessment. The PEA found that the existing site has limited habitat features. It advised on enhancement measures, including the provision of bat boxes. The Metric and Net Gain Assessment demonstrate that, due to the new planting, the proposal would result in a biodiversity net gain of 22.04%

7.5.6 Conclusion

7.5.7 To conclude this issue, the proposal includes measures to enhance landscaping and the appearance of the site. The proposal would include new habitat features that would result in a biodiversity net gain of 22.04%. The proposal would therefore meet its statutory biodiversity requirements and the aims of Local Plan Policies DMHB14 and DMEI7.

8.0 CONCLUSIONS

8.1.0 **Background**

8.1.1 This report relates to a planning application for the erection of a detached dwelling at Drakes Cottage, Breakspear Road North, Harefield. The proposal is promoted in the following circumstances:

- The provision of a new dwelling in an established, sustainable residential location would comply with Local Plan Policy H1 and the policies and provisions of the London Plan and the NPPF.
- The proposal has been thoughtfully designed in order to respond to the pre-application advice and the characteristics of the Conservation Area. The extensions to Drakes Cottage would be modest in scale and would preserve the appearance of that property. The new dwelling would be subservient to the other frontage development. It would sit comfortably within the streetscene and would preserve the spacious feel on the entrance to the village.
- The proposal has been carefully designed to ensure an acceptable impact on the character of the area. It would preserve the residential amenity of existing occupiers and provide good living conditions for future occupiers. The proposal would therefore comply with Local Plan Policies BE1, DMHB11, DMHB14, DMHB16 and DMHB18 and the provisions of the London Plan and the NPPF.
- The proposal would ensure a safe means of access and an appropriate level of car and cycle parking in accordance with Local Plan Policies DMT2 and DMT6 and the provisions of the London Plan and the NPPF.
- The proposal includes measures to enhance landscaping and the appearance of the site. The proposal would include new habitat features that would result in a biodiversity net gain of 22.04%. The proposal would therefore meet its statutory biodiversity requirements and the aims of Local Plan Policies DMHB14 and DMEI7.

DLA | Heritage

DLA | Strategic

DLA | Commercial

DLA | Residential

DLA | Leisure

DLA | *Solutions*