

REVISION G 30/8/23

This Design and Access Statement in its original form was submitted to help secure a development scheme at the Six Bells that included 8 Bed and Breakfast units. The subsequent approvals 14387/APP/2020/4126 & 4127 were granted. An identical application was re-submitted on 0/8/23 as a Revision G, purely to secure another three years period in which to instigate development no changes were proposed. The revision G report was/is identical to that submitted for the consented applications 4216 and 4127. The new time extension application was subsequently granted under new Hillingdon Planning references 14387/APP/2023/2594 14387/APP/2023/2595 see below.

Design Access & Planning Statement

The Six Bells
Duck Hill Road
Ruislip
HA4 7TP

12th February 2023

REVISION H (Section 73 Submission) 12/2/25

This current report (Revision H) is submitted in support of a Section 73 submission to vary "Condition 2" of the most recent permissions for Full Planning Permission 14387/APP/2023/2594 and listed building consent 14387/APP/2023/2595. The permissions were granted following the 30/8/23 resubmission (explained in blue above). This new section 73 Submission now seeks to reduce the extent of the scheme re-approved and extended through 2594 and 2595.. It is proposed to remove the first floor and 8 bedrooms from this approved scheme and so reduce overall scale. Apart from these changes, the scheme and this report are identical to the approved 30/8/24 Revision G submission; for clarity any variation to the original Rev G Design and Access report is discussed in green text in this report

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Executive Summary

This Design and Access Statement has been prepared to understand the implications of the proposal to revise the form of the extension (previously approved in 14387/APP/2023/2594 & 14387/APP/2023/2595) at the Six Bells. The proposals originally called for the provision of 8 overnight B & B style accommodation bedrooms within the roof space of a previously approved two storey "barn" type structure. The applicant considers that this new reduced proposal will enable an extension scheme at the Six Bells to be financially viable and deliverable. The reduced scheme was developed in liaison and consultation with Hillingdon Council's planning officers (Mitchell Heaven) through Pre-application consultation and has secured support from the Council. see pre application response letter in Appendix One.

- i) Fundamentally these revised proposals will ensure the continued preservation of a Statutorily Listed Building that was derelict before mid 2018 and will close if a new business model is not applied
- ii) The principle of this type of development on the Six Bells site, is established by the October 2018 and **August 2023** Approval.
- iii) A building of a similar form and scale to the Current proposals was agreed and encouraged by the Council's Conservation Officer in 2018
- iv) **The design of this revised and reduced current S73 scheme will at the very least "preserve" the character of the listed building and will actually "enhance". The impact of the variations represent less than, "less than substantial harm" but in reality, will be more sympathetic to the building and the site and its potential to self preserve.**
- v) The "Very Special Circumstances" have been established by the 2018 approval (described in the officer's report) are still extant within the uncompleted approved scheme and this **revised reduced** scheme.
- vi) Development within the Green Belt is permitted even without "very special circumstances". It is the volume, scale and use classes that are controlled and whether other volumes existed on the site. (They did)
- vii) There were a number of existing volumes on the site, now demolished, that were in a less sensitive location to the current proposals.
- viii) In built form terms, the current proposals call for a relatively small increase in volume over the submitted scheme certainly small enough for "very special circumstances" to apply.
- ix) **Development in green belt is considered to increase intensity. The removal of the 8 bedrooms will reduce site intensity and business.**
- x) The openness of the green belt is moot, the site is enclose in a wood within a wood
- xi) The current development would result in significant Community Benefits, including the preservation of community assets and increased potential and ongoing secure employment for locals

1.0 PRECEPT

1.1 Background and chronology

1.1.1 This revised Design and Access Statement describes the changes sought through a Section 73 submission to vary "Condition 2" from the recent 30/8/23 (Rev. G) approvals 14387/APP/2023/2594 & 14387/APP/2023/2595. It is proposed to reduce the scale and accommodation of the above 2023 approved "Barn" type extension which has become necessary to reduce construction costs to ensure the delivery of the important restaurant element of the extension. This S73 submission proposes the replacement of the approved drawings with a new series of 6 that illustrate the removal of the approved 8 Bed and Breakfast type bedrooms for overnight accommodation. This will in turn enable the removal of the first floor structure enabling a subsequent reduction in the buildings height. The new reduced scheme should lead to a sensitive and affordable improvement to the offering at the Six Bells which will further preserve character and most importantly, be affordable. The following paragraphs explain how the applicant would like to achieve the variation to "Condition 2"

1.2 Revisions to the Approved scheme 2023

1.2.1 The pressure on public houses prior to the pandemic was recognised almost daily in the national press, through and following the pandemic. Unfortunately, the situation has not improved. The increase of development costs through materials and shortage of construction skills means that investing in the future of hospitality business is at best, a high risk endeavour. Following a pre-application consultation with Hillingdon Council Planning officers it was concluded that the necessary changes can be secured through the planning system via a "variation" to "Condition 2" of the planning and listed building consents. The original drawings and the proposed replacements that illustrate the changes are listed as follows:

1.2.2 For clarity the proposed replacement drawings have been given new overall 2025 references but have the same individual number as the existing "approved drawings" from: Full planning permission 14387/APP/2023/2594 and Listed Building Consent 14387/APP/2023/2595,

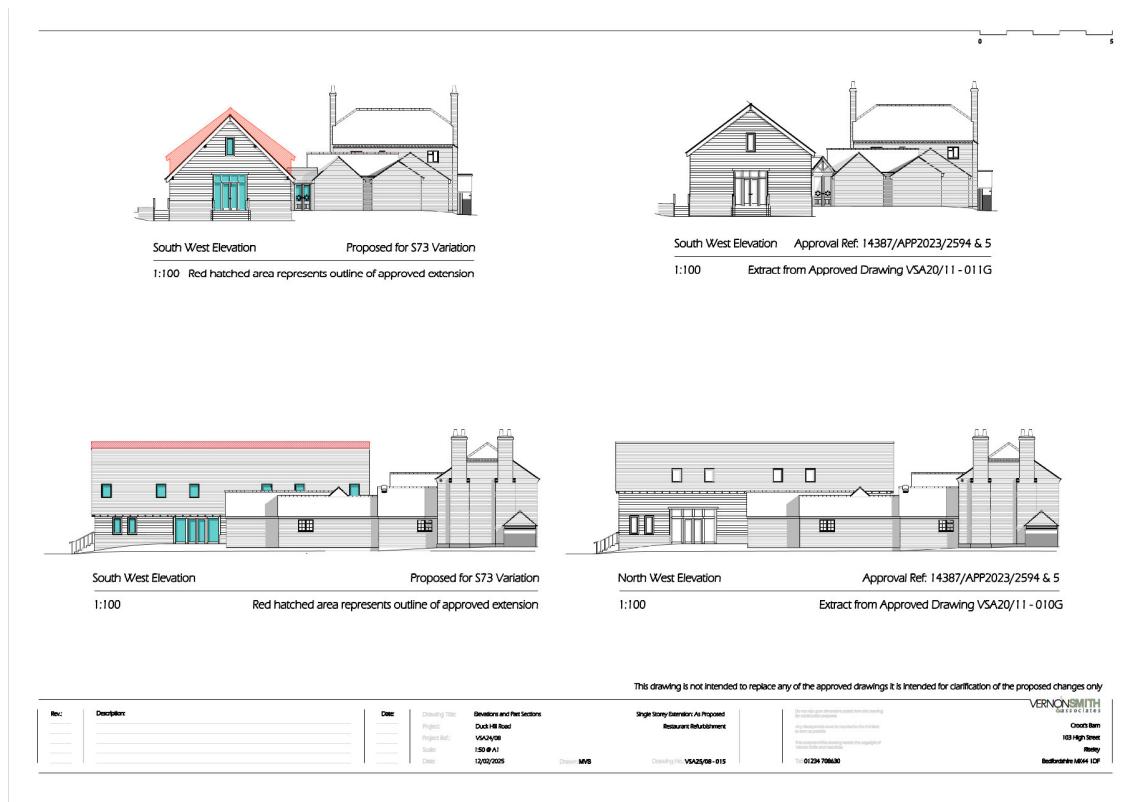
The drawings are listed and described below with a short description of the difference between the 2594 and 2595 approvals and the proposed variation replacement drawings

2023 (2954 and 2595) Approved Drawing	Proposed S73 Replacement
VSA20/03 – 006G Site Plan	VSA25/08 – 006 Site Plan shows reduced number of rooflights
VSA20/11 – 007G Ground Floor Plan	VSA25/08 – 007 Ground Floor Plan Stairs and Lift are removed from the plan
VSA20/11 – 008G First Floor Plan	The first floor is removed from the scheme No replacement drawing required
VSA20/11 – 009G Elevations: Barn	VSA25/08 – 009 Elevations: Barn showing reduction in ridge and eaves Levels
VSA20/11 – 010G Elevations: Six Bells	VSA25/08 – 010 Elevations: Barn showing reduction in ridge and eaves Levels in context
VSA20/11 – 011G Elevations: Six Bells	VSA25/08 – 011 Elevations: Barn showing reduction in ridge and eaves Levels in context

As it can be seen from the new drawings, the important changes are only evident in the elevations. The removal of the lift and stairs are the only plan form variations. To clarify the overall changes in height and elevation further illustrative drawings are provided below. However the applicant does not envisage these becoming part of the "approved" set unless the Local authority deem it necessary.

VSA25/08 – 015 Comparative Elevations

VSA25/08 – 016 Comparative Elevations





1.2.3

Removal of the first floor accommodation from the "Barn" A significant reduction in costs has been achieved through the removal of the whole of the first floor. This means that the 8 accommodation units are removed and the stairs and lift to the first floor are no longer necessary see changes to ground floor plan VSA25/08 – 007. The Drawing VSA20/11 - 008G, First Floor Plan is no longer required and a new replacement is not needed.

1.2.4

Reduction in Elevation Heights The removal of the first floor structure enables the ridge and eaves to be lowered by 500mm and 835mm respectively. These changes are shown on VSA25/08 – 009, VSA25/08 – 010, VSA25/08 – 011 which are proposed as the S73 replacement drawings for "Condition 2". Further graphic explanation is shown on VSA25/08 – 015 and VSA25/08 – 016

The rest of this report is unchanged from the one submitted as part of the Revision G 30/8/23 and subsequently approved as 14387/APP/2023/2594 and 14387/APP/2023/2595. The report describes the development of above approved schemes only. However, there are some revised and new conclusions in section 5.2

1.3 Historic Background

As Found Condition January 2018

1.3.1

Before the approved application was submitted and the present applicants took possession of the Six Bells, the building was derelict, flooded, vandalised and surrounded by unauthorised structures and landscape features. It was by Historic England (English Heritage) definition, if not by registration, a *"Listed Building at Risk"*. It was in *"very Bad"* condition it was *"vacant"* with some signs of previous squatting and drug use. Parts of the building were *"vulnerable"* in particular; the floor over the cellar was in immediate risk of collapse. Overall, the building was in Historic England terms a *"Priority A"* in *"Immediate risk of further rapid deterioration or loss of fabric with no solution agreed"*. The Local Authority had not issued any enforcement notices at the time.

Ownership.

1.3.2

The present owners (applicant) took possession of the Six Bells in June 2018, after many years of the building being vacant and have been striving to preserve the building and make the Six Bells a successful self sustaining business ever since. This re-application is part of the development process.

Consultation with the Local Authority

1.3.4

Prior to taking possession of the building in June 2018 the applicant appointed a consultant to help with design and liaison with the Local Authority, Hillingdon Council. Vernon Smith and Associates then produced a concept scheme for discussion with Hillingdon Council's then Conservation Officer Charmian Baker (a very experienced Local Authority historic buildings officer about to retire at the time of our meeting). The applicant, consultant and Conservation Officer met at the Council's offices for a very helpful and productive meeting after which the applicant received the following email:

During the discussion the applicant a very experienced local restaurateur with many years in the hospitality industry, explained that the scale of the building proposed was necessary to deliver the necessary number of covers to enable the public house to be sustainable business particularly in light of the significant initial extra expense incurred through the restoration of the listed elements of the house.

These were 20% more than the repair of non listed fabric. Ms Baker understood the problem and in helping to get the Six Bells restored and self sustaining sent the following response on the 29th March 2018 to the applicant's consultant. (The original email can be provided upon request)

Dear Mark,

Firstly, thank you for the drawings. As promised I have been on site to assess the likely impact of the proposed new restaurant barn on the listed building. As mentioned in my previous e-mail, I am satisfied that the proposed barn is of a design and a roof pitch which would appear traditional and in keeping with this complex of buildings. The eaves would be of comparable height, the external finish would harmonise very satisfactorily, and the bulk of the building would only really be apparent in views of the building from Ducks Hill Road when approaching from the north. In my view, this would be acceptable. I am also of the view that a restaurant use would be very suitable for this listed building, would enable the retention of its existing outbuildings, would lead to a great enhancement of this site and, very importantly, one which should have a sustainable future

Secondly, thank you for your letter. There are no issues at all with working on the toilet and kitchen areas, as these parts of the complex are modern and of no internal interest. For the works to the bar, in the 18th century part of the listed building, I would usually ask for a plan of the proposed works and a site visit to determine to what extent the original fabric would be affected. However, this being my last day in this job, I cannot do this myself. Could I ask you to submit a plan of this area and leave this work until my successor is in post from 9th April?

Meanwhile, you could submit the listed building consent and planning permission for the site, with Heritage Statement.

With kind regards,

Charmian

Post Consultation Submissions April 2018

1.3.5

Following on from the consultation meeting and the email above, the applicant instructed Vernon Smith and Associates to submit planning and listed building consent applications for a scheme identical to that discussed at the meeting. These applications were validated on the 13th April 2018.

1.3.6

Chronology of form, massing and scale of the “Barn” extension

The originally submitted proposed “Barn” structure had to be revised because the budget for this element of the work had to be seriously reduced as the estimates for repairs to listed structures was revised up as survey and work commenced. The application process and the nature of the revisions is described below

Initial Consultation with Conservation Officer Proposal (March 2018)

i) The drawings discussed at the pre-application meeting at Hillingdon Council Offices with Charmian Baker showed a “Barn” type building on drawing VSA18/03 – 007 that was 22.0m long x 9.00m wide giving a net floor area of 180m². The email in 1.1.1.3 above arrived a few days after the meeting. (See drawing below)



Initial application proposal (April 2018)

ii) Following the pre-application meeting an application was submitted that showed on the same drawing **VSA18/03 – 007** that the “Barn” extension would be **22.0m** long x **9.00m** wide giving a net floor area of **180m²** over as single storey. (See drawing below)

Revision A to original Application (June 2018)

iii) With the agreement of the Conservation Officer, urgent repair works were carried out in parallel with the application process; as restoration commenced the estimated costs of these repairs significantly overran. This required a complete review of the project costs.

It should be noted that this reduction was initiated by the applicant and at no point during the application process had the Council requested a reduction in the floor plan. The reduction was required purely on financial grounds. However, to date the approved scheme has not yet been built out as it will not provide the returns necessary to save the Six Bells.

The review of finances led to the applicant submitting a revised scheme in which a smaller floor plan was proposed. As part of the revised submission a new drawings **VSA18/03 – 007A** illustrated that the “Barn” extension would now be **19.0m** long x **6.50m** wide giving a net floor area of **112.5m²** over a single storey. (See drawing below)



The revised drawing **VSA18/03 – 007A**, has been included in the approval and is listed in the decision notice as the approved drawings and is also part of Condition 3.

1.4 Revisions to scheme 2020

1.4.1

The realisation of the project and the approved scheme has taken time and significant expenditure to reach the point at which it can be found on site. As required the listed Six Bells public house was restored first prior to any extension, as is good practice in conservation, the extension has not been built and the approved scheme is not yet completed. Over the last two to three years however, it has become apparent that the extension is not enough to deliver a self sustaining business.

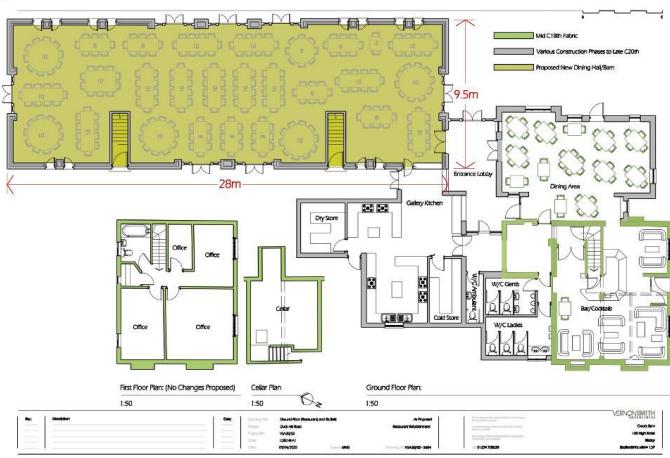
An additional extension to provide extra dining facilities will help but in itself, is insufficient to provide reliable cash turnover to sustain a hospitality business on the site. Even before the present pandemic, it was nationally recognised and accepted that public houses were closing in large numbers every day. Indeed, many Local Authorities were and are

finding it difficult to resist the numerous applications to turn public houses (A4) into residences (C3); a possible future for the Six Bells? Although the Covid 19 pandemic is seen by some as an excuse for almost everything, the reality is that it will seriously impact upon the viability of all hospitality businesses

The applicants are experienced local businessmen and have many years in the hospitality industry and do not see a future for the Six Bells, if further investment cannot be attracted into the project. As it stands there are many restaurants closing daily. Food and drink are not enough to ensure sufficient cash flow. a new pre-application consultation was submitted to Hillingdon Council Planning Department on the proposal to include 4 no. 2 bed apartments over the restaurant within the roof space.

Pre-application submission (April 2020)

1.4.1.1 The revised scheme proposed for the site, included a second story within the "Barn" for the 4 new flats and to enable the flats to comply with the Nationally Described Space Standards 2015 (NDSS) the 'Barn' had to increase in size. The pre-application submission included a plan drawing VSA20/03 – SK04 that showed a footprint of 28m long by 9.5m wide giving a ground floor net area of 235m². The upper floor provided for 4 no. 50m² units giving a net area on the first floor of 200m²



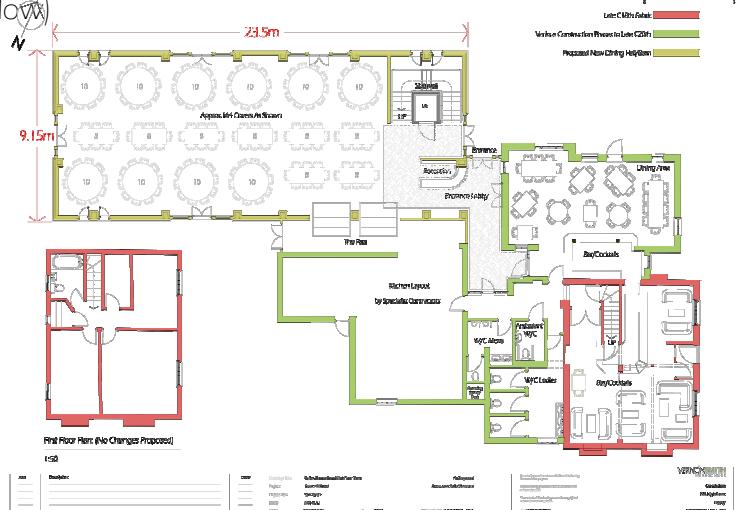
Post Pre-application response September 2020

1.4.1.2 Following a video conference meeting, the Council's planning officers indicated that the proposal would not be acceptable and would be refused because of the increase in size and the proposals to construct 4 new homes (Residential C3) within the "Green Belt". These points were understood but the applicant fervently suggested that to do nothing was not an option. However, the four unit housing scheme was abandoned.

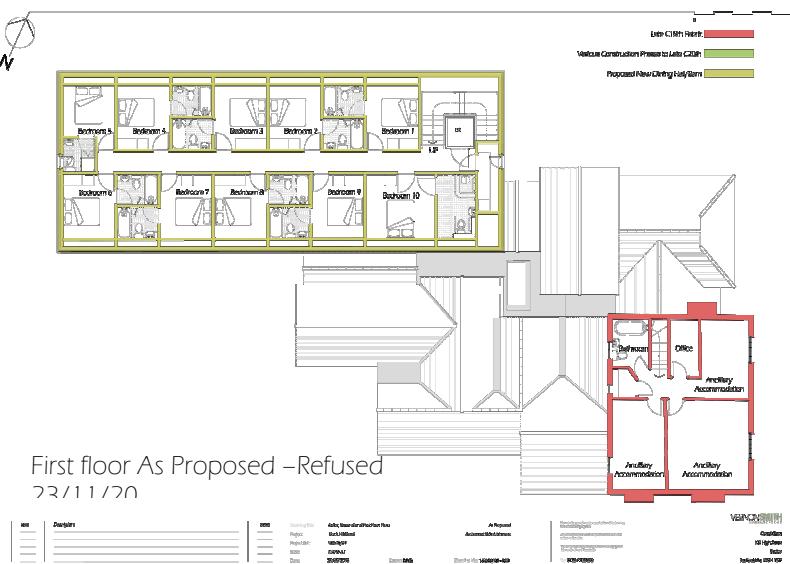
Refused Post pre-application submission (September 2020)

1.4.1.3 Since the pre-application meeting the applicant instructed Vernon Smith & Associates to produce a more appropriate option to secure the future of the Six Bells. The revised scheme submitted in September 2020 proposed 10 Bed and Breakfast type overnight rooms (use class C1), an historic function at the Six Bells and a more sensitive addition to the (A4 use class) public House. The new plan form has been reduced back to almost the original submission dimensions to reduce impact upon the listed building. The revised "Barn" dimensions were 23.5m long x 9.15m wide, giving a net floor area of 200m². The first floor bedrooms represented a total net area of 173m². These applications were

subsequently refused on the 23rd November 2020 (Please see drawings below)



Ground Floor As Proposed - Refused



The re-submission (December 2020)

1.4.1.4 Following the most recent refusal, the applicant has been in negotiations with the applicant and the agent to understand the scale, form and massing of the proposed barn extension that would be acceptable for the Six Bells public House site. After a number of test designs for a revised barn form the following fundamental constraints were agreed:

- i) The ridge height has been reduced to no more than 7.75m closer to the permitted scheme from April 2018 reducing the roof pitch from 50° to 36°
- ii) The number of proposed bedrooms has been reduced by 2 to 8.
- iii) The length of the Barn extension has been reduced by 3.0m to 20.5m

See application drawing's VSA20/11 - 007 & VSA20/11 – 009. The outline of the Approved 2018 barn extension has been superimposed on the drawings accompanying this new re-submission.

Summary

1.4.4 The development of the extension for the Six Bells has been long and complex. However, after a number of iterations and following the recent 2594 and 2595 approvals; the minor alterations proposed in this section 73 submission will lead to a viable and sustainable extension

1.5 Format and Methodology

The document has been structured and developed in line with the guidance produced by CABE (Design Council) and follows the format recommended in their publication *"Design and access statements, How to write, read and use them" 2006*. The report should also be read in conjunction with the Heritage Impact Statement and other reports and drawings also submitted with this application. Throughout this report the site will be referred to as the Six Bells.

1.6 Site Location

1.6.1 Located off Duck Hill Road on the northern outskirts of Ruislip, the Six Bells is a grade II listed building. It sits in a very generous plot with vehicular and pedestrian access off Duck Hill Road. The public house is in very close proximity to Ruislip Lido (reservoir) and will contribute to the facilities in an area that is well provided for in terms of public assets



1.7 Site Context

Built Environment: General

1.7.1

The Six Bells sits in a very green curtilage, mostly of scrub grass, shrubs and quite a dense tree cover. The building is at the extreme North end of the High Street at the beginning of Duck Hill Road. It is not a particularly historic setting flanked by C20th speculative housing and a group of large industrial units that are now a garden centre to the East across Duck Hill Road.



Historic Pre April 2018 Aerial View from the East © Bing Maps

Built Environment: Site

1.3.2

The Six Bells has a very generous plot that has developed over many years with a number of small outbuildings and other enclosures that show variously on the subsequent editions of the Ordnance Survey maps. The present situation as illustrated on the VSA20 11 – 001 site plan showing the public house sitting in a building complex that includes the now obscured remains of the early rear outshut and the series of further additions from the early and late C20th. The site is also blighted by a range of rather strangely designed “concession” style lightweight buildings and structures. It is assumed that these buildings have developed in the last ten years but are now seriously dilapidated and compromise the setting of the Six Bells.

1.3.3

The broader site was overgrown but views from Bing maps thought to be no more than 5 years old indicate that the car park provides for a capacity of 30 cars and survives beneath recent vegetation. The car parking is completely surrounded by a very large grassed area and a substantial cover of mature and semi mature trees. (Please see tree survey attached to this application)

1.8 Natural Environment

1.4.1

The site borders an area of natural borough-wide importance but is not a part of it. The curtilage land was neglected for a number of years but now constitutes a pleasant setting for pub door eating. The site has the potential for rich biodiversity but as the current proposals do not require the expansion of hard standing areas nor any immediate removal of trees the natural environment should be relatively undisturbed. The scrub ground cover of the car parking has been removed and the parking area re-commissioned. Otherwise, large areas of the soft landscape will be returned to natural cover as the unauthorised outdoor lightweight function structures have been taken away.

1.9 Access

1.5.1

Historically the site has been accessed off Duck Hill Road both by pedestrians and vehicles. The present car park for the public house is serviced via this original now broadened and gated access. At present the front door to the public house is not often used but pedestrian access can also be provided directly off the public pavement. There are no other formal access gates or routes into the site. The present layout of the car park provides for 30 cars and it is not proposed to increase the area of hard standing and parking to encourage customers to arrive by public transport. There are a number of bus routes that run along Duck Hill Road and Ruislip Railway station is a 20 minute walk away.

2.0 PLANNING

2.1 Background and History

2.1.1 The site has had a number of alterations and additions over the years since its listing in 1972, not least an insensitive internal refurbishment thought to have been carried out in the late 1990's. However, no record of an application to erect the external function structures was found and as unauthorised works they were to be removed as part of the proposed Six Bells restoration works.

2.1.2 Site history is difficult to establish as data is not available for the 1970s and 1980's on the Council's Website. Prior to the current planning submissions implemented in 2018. The as found condition as the Six Bells demonstrated a number of phases of development and these are identified in the colour codes on the "as existing" and "as proposed" submission plans. A detailed description of the recent planning chronology can be found in 1.1 and 1.2 above. The build chronology is approximately as follows:

2.1.2.1 The public house itself is C.1800 with some simple but typical brick detailing that supports its provenance.

2.1.2.2 There are a number of interventions in the rear outshut that suggest some simple lean to extension to the rear later in the C19th, now the entrance to the north bar they are lost within the later C1980's construction.

2.1.2.3 The two rear projecting extensions that now house the kitchen were constructed come time in the very late 1970s and 1980's they are of brick construction with a slate roof covering they are reasonably detailed in that they do not cause "substantial harm" to the character of the listed building and are an integral part of the proposed scheme.

There is no record available of application or permissions for these works but they appear too sophisticated to be unauthorised work.

2.1.2.4 Between the mid 1980's and 2018 when the present owner took possession there were many insidious alterations that culminated in a large concession type building selling food and providing entertainment as shown on VSA20/11 - 001. There is no record available of applications or approvals for these independent buildings. However, as found on site they were poorly constructed and appeared to be unauthorised.

2.2 The Approved Scheme

2.2.1 The current approval, issued on the 18 October 2018, was for an extension with a footprint of **19m x 6.5m** a significant reduction in the footprint of the building that was originally submitted at **22m x 19m**. However, this reduction was instigated by the need to reduce build costs and the revised plans submitted whilst the application was being processed; these changes were at the applicant's initiative. The Council were prepared to approve the original foot print agreed through the original pre-application process (Please see 1.1.1.3 above).

2.2.2

The applicant was aware of the Green Belt designation of the site and also the statutory listed status of the Six Bells. The as found condition of the listed building and its role within the local community meant that the planning case officer was convinced of the "Special Circumstances" and that a permission was necessary for the Six Bells to be rescued and restored as an operational public house.

2.2.3

The officers report explained the special circumstances as follows:

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

This current application now calls for the addition of 8 rather than the refused 10 overnight bed and Breakfast rooms, this new but complimentary use is required to underpin the sustainability of the existing business.

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

Despite the comments from officers during the pre-application meeting, the applicant considers that the very special circumstances still apply. Quite correctly the applicant has carried out the restorations to the listed fabric first and only some temporary hard standing resurfacing work has been carried out to tidy up the land at the site of the extension has been commenced.

Therefore, logically and in planning law, the 2018 proposal is still live in that a material start was made to the permitted scheme and the approved extension can be built. This new application is then a proposal to increase the footprint of the permitted extension and introduce 8 C1 rooms. The reasons for these revisions are still as described by the case officer in 2018 in his paragraph above.

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

After post refusal (23/11/2020) negotiations with officers of the planning department, the applicant is now seeking a building closer to but still larger than the approved scheme 7.75m max height and 20.5m max length an 8 rooms.

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

2.3 National Planning Policy

Sustainable Development: General

2.3.1

The Heritage Impact Assessment accompanying the application deals with the implications of the National Planning Policy Framework 2019 (NPPF) Section 12. *Conserving and Enhancing the Historic Environment*. The rest of the non historic environment policies relevant to these proposals within the NPPF, will be dealt with in this section of the report. It has been assumed that the proposed development is "sustainable" because of the need to rehabilitate a Listed Building at Risk and the reinstatement of a community facility. This means (NPPF) Para 7.0 of the developments Economic, Social, and Environmental roles are satisfied, In line with the principles and spirit of Para 14.0 of the NPPF. The rest of the specific polices outlined in the NPPF are not re-quoted here but are addressed as follows:

Para. 8

2.3.1.1 As a direct result of re-opening and returning the Six Bells in its original use the principles of Para. 8 can be satisfied. That is, that jobs will be created, A community asset will be preserved and as the previous approval substantiated there will be less than significant harm to the historic and natural environments.

a) As a direct result of re-opening and returning the Six Bells to full viable operation, it will be able to contribute to the economic vibrancy of this part of Ruislip as the Lido attracts a large number of out of town visitors to the area. The greater capacity and overnight accommodation at the Six Bells will improve the hospitably infrastructure in this part of Ruislip

The invigorated larger capacity Six Bells will require more staff and at present variously employs up to 20 people and the applicant considers the potential to employ between 15 and 20 more.

b) The extended historic "Community Asset" that will be the Six Bells, will not only support the community through employment but through well designed increased accommodation that will help to preserve the cultural and social well being of Ruislip.

c) History is not a fixed entity and change in the historic environment is inevitable, however appropriately designed alteration can help to preserve the important role that the Six Bells performs, at the same time as preserving the character of the historic environment of Ruislip. The current proposals development on previously built elements of the site will help preserve the natural environment and will enable a sustainable business

6.0 Building a Strong Competitive Economy Para. 80

2.3.2 A revitalised Six Bells with the wherewithal to financially self preserve and create a place of dependable long term employment is essential to the economy of Ruislip and the wider area. As the policy recognises, great weight should be placed on enabling local economic growth especially within the development of local businesses. This requirement is even more important with the advent of a 20% decline in the economy following the fallout from the Pandemic.

11 Making effective use of Land Para. 117 -119

2.3.3 The area of the site at the Six Bells that is proposed for development is previously built on land and will enable the broadening of the uses on the site. The uses proposed are mutually beneficial and appropriate to this semi rural site. The proposals quite definitely respond positively to this section of the NPPF.

12. Achieving well-designed places Para. 117 -119

2.3.4 There are two approaches to the development of a site that includes a listed building. A well designed contemporary extension is a more modest and theoretically more honest way to extend a building. However, most planning officers and indeed neighbours are not sympathetic to contemporary intervention. At the Six Bells the interpretation of historic form scale and massing have been adopted to introduce a "Barn" like structure to reduce the impact upon the simple architecture of the Public House. The previous approval has identified that the Local Authority consider the approach acceptable on this site. Indeed the large Tithe type barn is a common and celebrated form in Hillingdon.

13. Protecting Green Belt Land. Para.117 -119

2.3.5 The site is within the greenbelt and although predominantly wooded has large areas of previously developed land particularly in close proximity to the existing building complex. The approved application identified that the special circumstances that would allow some development within the site had been established and the applicant now asserts that the circumstances then identified are still current and applicable to the current application which would enable the building of the approved barn.

Para 144

a] The proposed revised scheme would not compromise the "openness" of the Green Belt any further than the approved scheme, as the site within its own heavily treed plot that in turn sits within a very dense wood and as the Conservation Officer pointed out in her pre-application response email the "Barn" "sits well back in the plot".

Para 145

A number of building types would be unexpected and indeed "inappropriate" within the Green Belt but a "Barn" is perhaps the most "appropriate" form in the rural and semi rural landscape, regardless of circumstances. The applicant considers that the special circumstances taken from NPPF paragraph 145 below recommend the proposed revised scheme for the Six Bells.

b] The principle of a "barn" structure in this Green belt location has been established and approved; it is now the question of size and additional use that needs to be addressed by this new resubmitted application. The revised proposal is not only necessary to help preserve the Six Bells for the long term, it will help to expand the hospitality offer from the A4 public

house through the complimentary and “appropriate’ Hotel C1 use. The now revised increase in volume that this represents will have no further impact upon the “openness” of the Green Belt than the already approved scheme.

c) Extensions to buildings within the Green Belt are common within the specific constraints of the NPPF and Local policy. The barn originally agreed with the conservation officer, was larger than the public house but this is appropriate and to be expected in the Open countryside. Barns are “proportionately” bigger than farmhouses and this difference in relative scale is appropriate and normal for rural landscape and the Green Belt.

d) If the existing permission were to be built out leading to a Barn structure of 19m length the pre-application design submitted to the Council would indeed be materially larger than the approved building. However the applicant suggests that the new revised scheme that requires a revised Barn length of only 1.5m longer would not be “materially” larger.

g) Although the Six Bells site is heavily treed, it has large areas of pre built land on which the revised “Barn” form is proposed to sit. The site has experienced many constructions and demolitions as the area adjacent to the public house is mostly scrub and hard standing. The Revised scheme will still sit on this previously built space and as discussed above not have materially large volume than the previously approved building.

15. Conserving & Enhancing the Natural Environment Para's 174 - 183

2.3.6

All proposals for development on the site at the Six Bells have been for work on “Brownfield” and previously built land. Strategically, this reduces the pressure on “Greenfield” but most importantly it allows the natural landscape of the Six Bells setting to remain largely undisturbed. The only intervention into green space is through the increase in parking spaces to accommodate the Bed and Breakfast guests. These will be provided where encroachment into the green areas is at the minimum necessary and low dig protective mat systems will be used to respect tree root protection areas. This way, it is expected that few existing habitats will be disturbed and the opportunity to enhance the natural environment with extra planting will be taken.

NPPF Section 12.0 Conserving & Enhancing the Historic Environment

2.3.7

Impact upon the “character”, “value”, and ‘significance’ of the historic environment has been addressed in the Heritage Impact Assessment attached to this application.

2.4 Local Planning Policy

Local Plan Part 2 (Adopted: January 2020) Development Management Policies: 2.0: Economy

2.4.1

This new application for work at the Six Bells is based upon the need for a larger building to accommodate the proposed Bed and Breakfast accommodation. That is the revised scheme calls for a bigger building 1.5m longer and 2.65m wider to accommodate the new bedrooms at first floor in the “Barn” structure. The local policy framework that was satisfied by the 2018 submission is still extant subject to some minor revisions in wording and structure of the Local Plan part 2 in January 2020.

Policy DME 4: Visitor Attractions

2.4.2 Historically, the Six Bells has been an important part of local facilities servicing the needs of residents and visitors to the recreation spaces, Lido and garden centre. However, the facilities and restricted operational environment have reduced the long term viability of the business at the public house. This problem has become significantly worse as new pressures on the hospitality industry grow from the pandemic. The present proposals call for an expansion of the existing previously approved capacity to ensure long term success of the new business. The resulting larger restaurant will provide for the local community and visitors and improving North Ruislip's hospitality offer. The new overnight accommodation will provide for visitors from outside the community and car parking will be expanded to facilitate this.

Policy DME 4: Visitor Attractions

2.4.3 If the proposed scheme is approved it will enable the Six Bells to become a "Destination asset" and at the same time provide for interaction between resident and other visitors with a valuable historic asset. There is a Bus stop within 12m of the front door to the six Bells and the proposals and parking provision will be extended. The permitted scheme will enhance the existing offer from the Six Bells.

Policy DME 5: Hotels and Visitor Accommodation

2.4.3 At a local level in this part of Ruislip overnight accommodation is sparse and an increase in availability can only be positive for this part of North Ruislip. The impacts on neighbour's amenity of the revised scheme will not be significantly more than that of the approved extension.

Policy DME 6: Accessible Hotels and Visitor Accommodation

2.4.4 As part of the new offer at the Six Bells the overnight accommodation of now 8 bedrooms will include one Accessible room to meet the specific design standards of Document M of the building regulations and the DDA 1995.

Development Management Policies: 5.0 Historic and the Built Environment

Policy DMHB 1: Heritage Assets

2.4.5 Policy DMHB 1 Historic Assets and DMHB 2 Listed Building policies in general with regard to the Six Bells are discussed at length in the Heritage Impact Statement submitted with this application.

Policy DMHB 11 A: Design of New Development

2.4.6 A) In developing the design for the "Barn" type structure special attention has been given to harmonising the proposed extension with the prevailing architecture of the Six Bells. In detail the following mitigations have been adopted:

The site is atypical of the local suburban grain and local C20th precedents cannot be used for the development of the scheme. .

There is no established contextual building line in relation to the street. The proposed barn has been located to sit back from the public house to allow it to predominate when viewed from Duck Hill Road.

The architectural composition has been derived from the precedents that can be found in and on rural barns throughout this part of Middlesex. Materiality and detailing have been developed from these precedents and the precedents found on site.

The proposals will not interfere with an established view into or out of the site, or another view independent of the site. Indeed, views into the site have been significantly improved over the rather derelict setting as found in 2018.

The Six Bells is relatively isolated and screened by a heavy tree cover, so the works will not unduly impact upon other open spaces.

The current proposals are a development of the original submission design formulated in liaison with the Conservation Officer at that time, from Hillingdon Council and have been designed to minimise harm to the listed building.

- i) The materials palette will be as specified in the approved 2018 scheme. The plinth will be in handmade brick, elevations which will be clad in a black painted larch or similar boarding to match the local Hillingdon vernacular for agricultural buildings.
- ii) The interior is the smallest possible space to allow the minimum number of rooms that will substantiate the long term preservation of the Six Bells through a consistent income.
- iii) A significant programme of planting and a landscape improvement to reduce hard standing will be submitted as a part of a conditioned landscape scheme.

B) The proposals will not impact upon the existing amenity enjoyed by neighbours; the scheme will adhere to the requirement of "Building Research Establishment Bulletin 209 in terms of daylight and sunlight.

C) A new extension on the site as shown on the attached application drawings will not prevent the development of any other site within its context.

D) An existing collection service is established for the removal of waste and recycling from the site and the extra capacity will be absorbed into this commercially provided service.

Policy DMHB 14: Trees and Landscape.

2.4.7 Accompanying this application for the revision of the extension will be a full and professionally executed tree survey. The conditions of trees is also indicated and proposals for replanting for Category C, U and/or dying Ash is provided within the tree survey and protection report submitted with this application. The construction works will be sufficiently distant from the established trees to comply with the guidance and provisions of BS 5387 Trees and Construction

Development Management Policies: 5.0 Environmental Protection & Enhancement

Policy DMEI 4: The Green Belt

2.4.8

The previous approval for has indicated that a development of the type proposed is acceptable and provides for the special circumstances that enable the scheme that will preserve the future of the listed Six Bells. National strategic implications are discussed in 2.2.5 above but the local policy requirements are addressed below:

A) The previous permission for the site established that the approved scheme was and still is appropriate in planning terms and in design character and form terms. Apart from some of the subtle and simple fenestration changes this revised scheme is exactly the same apart from proposing a building 1.5 m longer and 2.65m wider; to accommodate the Bed and breakfast function.

It is the applicant contention that the relatively small increase in volume and the introduction of the overnight accommodation does not change those special circumstances as they are concerned with new built volume and form, not use class or minor changes to footprint dimensions.

B) As a proposal that sits within a heavily wooded site which itself is within a very large Metropolitan Wood; the site itself is not open. This means any new built form of a sympathetic and relative scale will not impact upon the “open” nature of this part of the Green Belt because the character of the local green belt is closed and narrow not at all “open”.

- i) The proposed bar extension is no taller than the public house and that is “appropriate” in terms of the relative historic uses of the buildings to make the “Barn” structure smaller would create a very strange relationship.

The footprint of the Barn structure is commensurate with footprints of historic barn buildings

Eaves height is of a 4.1m single storey scale has been advised by planning officers. Therefore, a reduced pitch of 36° has had to be adopted.

Overall, the scale of the building is undeniably larger than the Six Bells but that is appropriate for the relationship between a barn and a public house the building type was originally for storage.

- ii) If the percentage of developed land to undeveloped land is calculated the whole site is 5145m² of which 250m² is the built form of the Six Bells complex as existing or **4.8%**. The as approved scheme represented a built form of 123m² = 250m² = 373m² or **7.24%** The current as proposed scheme proposes a new built footprint of 88m² + 250m² = 438m² or **8.5 %**.

The difference between the approved scheme footprint of 373m² or **7.24%** and the as proposed current scheme 461m² **8.9%** equates to an increase of **1.26%** a relatively low increase in percentage built form.

- iii) Building footprints are concentrated into the South East corner of the site adjacent to the fringe of Ruislip

suburia both the approved proposals and the current proposals, perpetuate this arrangement.

- iv) Site layout is determined by developing an appropriate proximity with the listed building and a connection with a glazed structure to maintain a feeling of separation. However the operational requirements of running a restaurant and a bed and breakfast service have also been considered.
- v) The traditional design and use of local natural materials will help connect and ingratiate the revised building into the character of the local area.

Policy DMEI 4: Biodiversity Protection and Enhancement

2.4.9

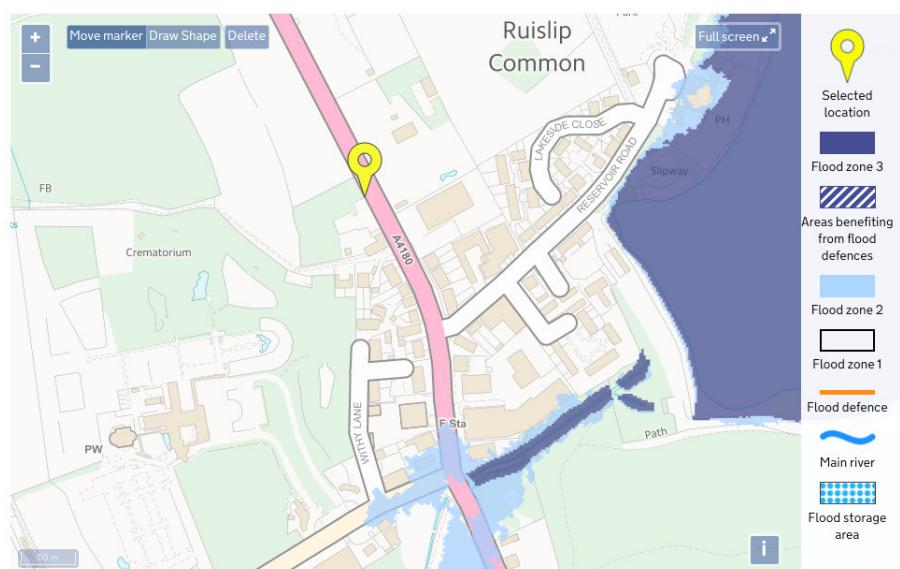
Current proposals for the Six Bells require that the extension is located in an area of previously developed land over existing concrete hard standing and cleared waste ground. The proposed new footprint will sit within this Brownfield area and will not threaten any species of flora or fauna or have the potential to harm established habitats. The site does not have any nationally registered or locally designated geological or biological features or areas.

At present the dense tree cover prevents a flourishing ground cover and the land is bare and compacted. The Landscape scheme initially shown very simply on the site plan VSA20/11 – 006, will include some planting of shade tolerant low shrubs and other specimens to preserve and improve the biological diversity of the site.

Policy DMEI 9: Management of Flood Risk

2.4.10

Consultation with the Environment Agency flood risk maps indicates that the Six Bells site is within a flood Risk 1 area. The site is only 5145m so this means a flood risk assessment for the site is not required.



Flood Risk Map for HA4 7TP © Environment Agency
Policy DMT 5: Pedestrians and Cyclists

2.4.11 Cycle Parking is provided for 10 cycles at the Six Bells although Appendix C table I, does not indicate the requirement for A4 uses. There are already 32 car parking spaces serving the public house and a further 10 spaces will be provided using a no dig permeable protective mat system. 4 spaces 10% will be converted to Accessible parking Please see VSA20/03 – 006.

3.0 ACCESS & ACCESSIBILITY

3.1 Access & Servicing

Vehicular Site Access

3.1.1 The site will be serviced from the original entrance on Duck Hill Road (Please see VSA20/11 - 006). It already provides for two way traffic and vision spays will not alter as a result of the extension works. The entrance provides access not only for customers but for large vehicle deliveries. Accessible parking spaces are provided as close to the principle entrance as the existing condition allows.

3.1.2 A designated screened bin store exists on the site but will be relocated adjacent to the car park. The present arrangement for waste management and recycling will be expanded to provide for the extra capacity generated by the restaurant facilities and the overnight accommodation. (Please see VSA20/11 – 006).

3.2 Access for All

Pedestrian Site Access

3.2.1 Pedestrian Access to the listed building is via the existing front door of the listed public house however there is a small threshold so ramps can be provided as necessary. From the car park, all routes through into the proposed new entrance lobby and into the proposed new restaurant area will have flush thresholds where access to the listed elements of the building complex is required ramps will be provided as required., however the existing doors are historically standard 2'6" or 762mm.

3.2.2 Public Transport via a scheduled bus route at Reservoir Road is 12m to the South of the front door of the Six Bells. Ruislip underground station is 2.3Km South in the town centre as it the West Ruislip overland station. However the bus route connects directly to them.

4.0 DESIGN

4.1 Land Use

Proposed Use

4.1.1 This current application comprises revisions to the form and composition of the approved scheme. The current proposals call for 8 no. new overnight Bed and Breakfast accommodation rooms which subsequently require a relatively small increase in the footprint of the permitted "Barn" extension. The Public House Use Class A4 is long established for the site. The new proposals call for the inclusion of 8 new rooms of C1 use class.

Setting

4.1.2 The setting of the site and the historic assets that sit adjacent has been dealt with at great length in the Heritage Impact Assessment. Overall, the site setting will be defined by the retention and enhancement of as much of the natural landscape on the site as possible.

4.2 Development Quantum

4.2.1 The development quantum is very important to the assessment of the application in terms of the role of the approved scheme which proved that special circumstances existed allowing for minor development within the Green Belt. This section will deal with the form, scale and massing for three iterations to the development of this new current application. The approved scheme, October 2018, The recently refused scheme November 2020, and this current new scheme December 2020

Initial Application Scheme 2018

4.2.1.1 Development proposals for this site were initiated by the new owners that took possession of the site in June 2018 and as part of the scheme development a pre-application consultation was carried out with the Council's Conservation officer. Full details of the circumstances are explained in 1.1 above. The initial pre-application scheme for the Barn like extension was which subsequently developed into the application scheme and was as follows:

Length:	22.0m
Width:	9.0m
Height:	8.7m at ridge
Eaves height	2.95m
Net Floor Area:	180m ²
Gross Volume:	1166m ³

Applicant Initiated Reduction of Application Scheme: As Approved 2018

4.2.1.2 Because of substantially increases restoration costs, the budget for the extension had to be significantly reduced revising the area of extension to create a smaller space. The revised scheme that was eventually approved in October 2018 was reduced to:

Length:	19.0m
Width:	6.5m
Height:	7.15m at ridge
Eaves height	2.95m
Net Floor Area:	114.5m ²
Gross Volume:	627m ³

Application November 2020 As Refused

4.2.1.4 A review of the viability of the public house led to the need for further income generation from the site and a new application for a larger "Barn" structure was submitted in September and refused in November.

Length:	23.5m
Width:	9.15m
Height:	8.7m at ridge
Eaves height	2.95m
Net Floor Area:	204.0m ² + 173.0m ² (first floor) = 377.0m ²
Gross Volume:	1280m ³

This Current application December 2020

4.2.1.4 Following a post refusal discussion with planning officers, the scale and form of the following ‘Barn’ was agreed and it was recommended that a new application be submitted.

Length:	20.5m
Width:	9.15m
Height:	7.75m at ridge
Eaves height	4.1m
Net Floor Area:	$170.0\text{m}^2 + 152.0\text{m}^2$ (first floor) = 322.0m^2
Gross Volume:	1111m

Outbuilding found on site as of June 2018

4.2.1.5 When the Applicant took possession of the site there were a number of C 20th outbuildings on the site it has not been possible to establish whether they were authorised or not but they were immediately to the southwest of the listed complex. Because of their poor state they were demolished as part of the delivery of a high quality scheme. They were variously constructed in brick and timber frame and represented a built footprint of 180m² However, The dual pitched outhouses between the flat roofed sections were 100m

Outbuilding One

Length:	17.0m	Length	6.6m
Width:	4.8.0m	Width:	2.80m
Height:	4.8 m at ridge	Height:	3.80 at ridge
Eaves height	2.4m	Eaves height	2.4m
Net Floor Area:	77.5m ²	Net Floor Area:	16.6m ²
Gross Volume:	293m ³	Gross Volume:	57m ³

Outbuilding Two

The total floor area of the out buildings was 93.5m² and not including the flat roofed areas the total building volume was 350m³ Assuming that the buildings were unauthorised they were never the subject of an enforcement notice, even though they were within the curtilage of a listed building and within the green belt. The applicant asserts that the new proposals although still within the Green Belt are a significant improvement on the as found situation in 2018 both in terms of the setting of the listed building and the openness of the green belt.

4.3 Site Layout & Arrangement

Basic Principles

4.3.1

The proposed site layout is shown on VSA20 11 – 006, the layout is driven by the need to visually separate the new mass of the “Barn” from the organically extended historic footprint of the Six Bells. The new barn will be set back from the original building and will connect to the main complex via a glazed link.

Dimensions

4.3.2

The new re submitted extension will measure 20.5m x 9.15 m and will be two storeys with first floor for overnight accommodation. Ground to first floor eaves is 4.1m with pitched roof of 36°

Privacy and Outlook: General

4.3.2

The separated nature of the new building 25m from the nearest house and obscured by the existing late C20th extension means that there are no development management issues in terms of privacy and outlook for immediate neighbours and in particular those on the close immediately to the south.

4.4 Scale and Form

Site Topography

4.4.1 Overall, the site is relatively flat with a very shallow fall from the road to the eastern boundary; which also reduces the negative implications for privacy and or overlooking. There are no proposals to change the existing grade levels on the site other than to enable access

Building: Height

4.4.3 The new re-submission extension (Barn) will be the same height as the ridge line of the Six Bells. It will be set back from the historic core of the building into the site. The building will be of nominal storey and a half construction with a height of 4.1m from ground to eaves, the recommended reduced new pitch angle of 36°

Perceived Scale

4.4.4 The scale and form of the barn has been composed to be kept at the minimum possible whilst still generating a credible historic building design and providing the number of covers and bedrooms required for a viable self sustaining business.

4.5 Landscape

Existing Landscape

4.5.1 The site is characterised by its natural landscape which will be cut back to reveal the hard landscaping that survives on the site. There will be no physical changes to the grassed and tree covered areas except for the no dig new car parking spaces.

Proposed Landscape

4.5.2 The strategy for landscape design will be to retain as much of the existing landscape as possible. Hard landscaping will be kept to the existing where possible and to a minimum and where new, specified to allow permeability and biodiversity.

4.6 Design Appearance and Style

Architectural Style

4.6.1 As the Heritage Statement has identified, the design of the extension is based upon the form, scale massing and architectural detail of barns that can be found in the local and broader Middlesex countryside including the Great Barn in Ruislip 1.5 Km to the south.



Design Development

4.6.3 The elevational treatment has been developed from a number of the precedents that can be found in the area but have not been slavishly copied from them. The form details and materials have been developed from the findings of the Heritage Impact Statement which indicates that to mitigate "harm" an agrarian approach to the architecture was required, with historic detailing and materials derived from the stylistic precedents and actual materials found locally.

4.6.3.1 The Elevations - Elevations have been composed to replicate the simple horizontal boarded finish found on most barns in the area. Fenestration is achieved through the simple glazing in the "cart/threshing openings and some smaller simple single light windows.

4.6.3.2 Fenestration - The windows will be manufactured from a heavy section timber frame with either wooden or metal opening lights and or doors

4.6.3.3 The Roof – The roof pitch following advice from planning officers is now 36°.

4.6.3.4 Architectural Detail - The detail is kept simple by using mainly timber jointing and exposed rafter feet to underpin the rural style

4.6.3.5 Materials - The materials are reflective of those found in the locality namely stained timber and plain clay tile over a simple vernacular hand made brick

5.0 SUMMARY & CONCLUSION

5.1 Summary

General Planning Principles

5.1.1 These current Section 73 proposals have been developed following a thorough scrutiny of their intended context and the subsequent impact they may have on the historic environment of Ruislip and the Six Bells. However, the Heritage Impact Assessment has concluded that the impact of the proposed variations to "Condition 2; of 2594 and 2595 will result in less potential for "harm" than approved scheme itself. The reduction in scale, form and activity also implies that there will be significantly less "planning activity" and impact upon neighbours and the "Green Belt"

Economic Pressure

5.1.2 The need for the extra income stream to support the ongoing operation of the six Bells has come about because of the already parlous state of the hospitality industry. The rather bleak future for public houses and restaurants has been thrown into further doubt by the extra pressures that the pandemic and now economic downturn represents. If the Six Bells is to survive for the long term, extra means of generating income to ensure regular cash flow is essential. The restaurant element of the extension is necessary for the future of the public house and is an affordable development. The approved 8 bedrooms are not now financially viable with the recent increases in building costs.

The extra income stream will help to preserve this historically important pubic house for the long term. The Six Bells is revered by the local community as support for the original refused application attested. It serves and its loss would be a blow to the hospitality offer in the immediate locality. The Six Bells offer a slice of the countryside to the suburban town dwellers of Ruislip in very close proximity. The Six Bells is also inextricably linked with the local community because it is owned by locals who employ locals whose jobs are precious to them. The current proposals will help preserve the listed building, retain valuable jobs and enable the creation of more jobs for locals. A closed Six Bells is a problem that the Local authority would not wish to address and would be aware of the investments in the historic fabric to date.

5.2 Design and Environmental Impact

Design

5.2.1

The new re submitted “Barn” design is the result of negotiations with planning officers at Hillingdon Council and to some extent still reflects the proportions, details, and forms of C.18th and C.19th agricultural buildings that established character of this part of Hillingdon. The drawings that illustrate the design of the building show the extra detail that a development in an historic environment requires. It is considered that in line with national and local policy requirements the proposals do at least preserve but actually enhance the setting and the character of Six Bells and its immediate locality

Historic Environment

5.2.2

If there is any perceived “harm” to the Six Bells and the immediate historic environment it is not “substantial” and the benefits that the scheme delivers in enabling the Six Bells to preserve itself mitigate for this. The reopening of the public house has contributed to a more cohesive local community and improves the hospitality offer of this busy area.

Green Belt

5.2.3

The applicant understands the implications of the Green Belt designation that the land in which the Six Bells sits. The applicant accepts the potential for harm to the “openness” and rural character that inappropriate development may represent. However, the applicant asserts that the sensitive design of proposals and the precedent set by the October 2018 approval means that special circumstances have been established and indeed remain in place.

The development of the approved scheme has led to the removal of 93.5m² of buildings within the centre of the curtilage and the re-ordering of the site to concentrate development close to the built boundary. The impact of the extra overnight accommodation bedrooms on the Green Belt is accepted but the impact or “harm” on the Green Belt following the completion of this current application would be significantly less than the as found condition or indeed a return to the as found condition if the public house were to close. **The further reduction of height, scale and activity that the proposed variations represent reduce impact upon the local environment neighbours and the green belt setting.**

5.2 Conclusion

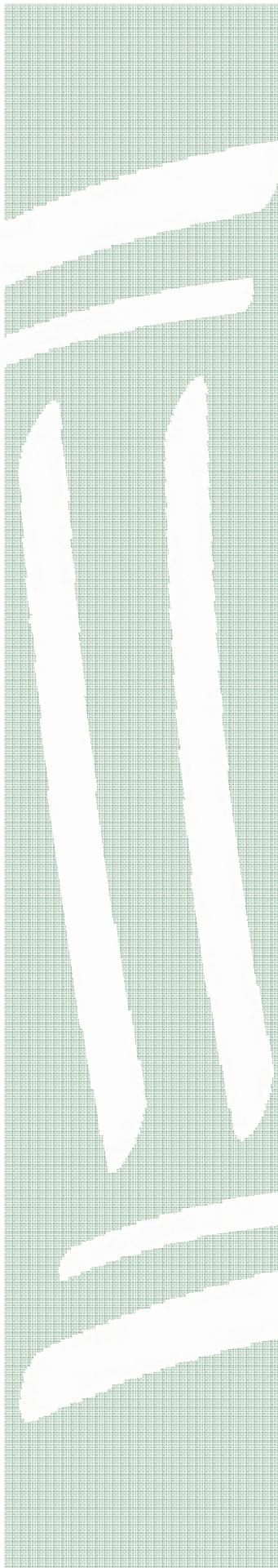
5.2.1 It is considered that the extra physical communal and planning benefits that arise from these proposed variations do not only mitigate further for any perceived impact of the proposed development on the public house and its environment; but deliver tangible planning and community benefits

5.2.2 Overall, the applicant feels that the variation proposals comply with both Planning and Historic Environment Policy and deliver a historically sensitive well designed building. In turn this will enable a sustainable, efficient business operation that will contribute to the long term conservation of a locally valued statutorily listed building. In short the Applicant would recommend the scheme to Hillingdon Borough Council for the following reasons:

- i) There is not doubt that if another income stream is not found for the Six Bells it will close in the near future.
- ii) This current scheme will allow the business it accommodates to be sustainable, therefore preserving the previously at risk listed building well into the future.
- iii) A completed scheme would ensure that a valued and historic local "Community Asset" would be preserved and remain open.
- iv) Quality of the built and historic and natural environment will be preserved and enhanced when compared to the as found 2018 conditions on the site
- v) The design of the current application is such that it will preserve the character of the listed building and the setting of the Six Bells.
- vi) The increased space required by this current re-submission over and above the approved scheme is relatively small, making the proposed works more comparable to the 2018 pre-application scheme that the Council supported.
- vii) The proposed bedrooms are not an extra development volume over and above the 2018 pre-application submission they are within the previously supported roof space volume.
- viii) A fully restored Six Bells will improve the hospitality offer in this part of Ruislip, encouraging visitors to the area both for food and drink and accommodation which is underprovided for in the immediate area.
- ix) Preservation of the listed building and the business will ensure the preservation of the jobs already provided by the Six Bells.

- x) The completion of the approved scheme will generate further jobs to service the accommodation element of the new build.

Overall, the applicant asserts that the approved proposals were already policy compliant and the impact of the original approval upon the historic environment and the Green belt was less than significant. The approved proposals represented an overall positive intervention and development in this part of Ruislip so the proposed variations to reduce the scheme can only further enhance and mitigate for the proposed extension at the Six Bells.



END

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APPENDIX ONE

Hillingdon Council Response to pre- application consultation



Mark Vernon Smith
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Planning Applications Team
Hillingdon Council
Civic Centre, High Street
Uxbridge UB8 1UW

Tel: 01895 250230
Case Officer: Mitchell Heaven
Email: mheaven@hillingdon.gov.uk
Date: 23rd January 2025
Our Ref: 14387/PRC/2024/231

Dear Mark Vernon Smith

RE: Reduction in size and scale of previously approved extension under permissions 14387/APP/2023/2594 and 14387/APP/2023/2595.

SITE: The Six Bells Ph Ducks Hill Road Ruislip

I refer to your request for pre-application planning advice dated 02-12-24 relating to the above development. The advice provided is based on the following drawings and documents issued to the Local Planning Authority for consideration:

Plan Numbers:

#00313154-9EB4EA - received 26 Nov 2024
VSA24/08-001 - received 26 Nov 2024
VSA24/08-002 - received 26 Nov 2024
VSA24/08-004 - received 26 Nov 2024
VSA24/08-005 - received 26 Nov 2024
VSA24/08-005 - received 26 Nov 2024
VSA24/08-007 - received 26 Nov 2024
VSA24/08-008 - received 26 Nov 2024
VSA24/08-003 - received 26 Nov 2024

Outlined below is a preliminary assessment of the proposal, including an indication of the main issues that should be addressed should you choose to submit a formal planning application. Please note that the views expressed in this letter represent officer opinion only and cannot be taken to prejudice the formal decision of

the Council in respect of any subsequent planning application, on which consultation would be carried out which may raise additional issues. In addition, the depth of analysis provided corresponds with the scope of information made available to Council officers.

The Site and Surrounds

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

The application site forms part of designated Green Belt land and the Ruislip Motte & Bailey Archaeological Priority Area. Based on TfL's webCAT planning tool, the site has a poor Public Transport Accessibility Level (PTAL) rating of 1b. Based on the Council's GIS, the site forms part of Flood Zone 1 and a Critical Drainage Area.

Planning History:

Under applications ref. 14387/APP/2023/2594 & 14387/APP/2023/2595, the erection of a two storey side/rear extension to provide an extended dining area at ground floor and 8 no. guest rooms at first floor, adding a guest house use to the existing public house restaurant to create a mixed use Sui Generis with associated works and landscaping was approved on 04-03-24.

The Proposal

This pre-application request for advice involves changes to the rooflights as well a reduction in maximum ridge height and reduction in eaves height of the two storey side/rear extension approved under applications ref. 14387/APP/2023/2594 & 14387/APP/2023/2595, and also for advice on whether the local authority would consider the proposed changes to be acceptable under a S73 application.

Planning Policy

Development Plan

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 London Plan (2021)

The West London Waste Plan (2015)

Material Considerations

The National Planning Policy Framework (NPPF) (2024) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

The proposed development has been assessed against these policies.

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Other Policies:

DMHB 1	Heritage Assets
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 2	Listed Buildings
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP HC1	(2021) Heritage conservation and growth
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

Main Planning Issues

1. Principle of development

While the site is located within the Green Belt, the principle of the development has already been established under applications ref. 14387/APP/2023/2594 & 14387/APP/2023/2595.

As the proposal is primarily for an amendment to reduce the size of the approved extension, it is not considered the proposal is contrary to the established principle.

2. Design

Policy D3 of the London Plan (2021) requires that development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.

Policy HE1 Heritage of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) states that the Council will:

1. Conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes:

- Historic village cores, Metro-land suburbs, planned residential estates and 19th and 20th century industrial areas, including the Grand Union Canal and its features;
- Designated heritage assets such as statutorily Listed Buildings, Conservation Areas and Scheduled Ancient Monuments;
- Registered Parks and Gardens and historic landscapes, both natural and designed;
- Locally recognised historic features, such as Areas of Special Local Character and Locally Listed Buildings; and
- Archaeologically significant areas, including Archaeological Priority Zones and Areas.

Policy BE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) requires that all new development achieves a 'high quality of design in all new buildings, alterations and extensions'.

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

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

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

B) Development proposals affecting designated heritage assets need to take account of the effects of climate change and renewable energy without impacting negatively on the heritage asset. The Council may require an alternative solution which will protect the asset yet meet the sustainability objectives of the Local Plan.

C) The Council will seek to secure the repair and reuse of Listed Buildings and monuments and improvements to Conservation Areas on the Heritage at Risk Register, through negotiations with owners, the provision of advice and guidance, the use of appropriate legal action, and through bids for external funding for improvement works.

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

- A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.
- B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.
- C) The substantial harm to or total loss of significance of a statutory Listed Building will only be permitted in exceptional circumstances when the nature of the heritage asset prevents all reasonable use of the building, no viable use can be found through marketing, grant-funding or charitable or public ownership and the loss is outweighed by bringing the site back into use. In such circumstances, full archaeological recording of the building will be required.
- D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including:

- i) harmonising with the local context by taking into account the surrounding: · scale of development, considering the height, mass and bulk of adjacent structures; · building plot sizes and widths, plot coverage and established street patterns; · building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure; architectural composition and quality of detailing; local topography, views both from and to the site; and impact on neighbouring open spaces and their environment.
- ii) ensuring the use of high quality building materials and finishes;

- iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities;
- iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and un-designated, and their settings; and
- v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.

The proposal has been reviewed by the Council Heritage Officer who has stated the following:

'The proposal is for a reduction in scale of a previously proposed rear extension. This would sit more comfortably with the listed building and better reflect its significance. As such, we would support and recommend approval. It would be recommended that the number of rooflights be reduced in particular as given the height of the space and its opening up these would not appear necessary and would detract from the interior space. Additional glazing could be accommodated within the gables, perhaps behind the weatherboarding to provide light without impacting on the visual appearance. An example can be seen at New Weston Farm Bredwardine Hereford.'

The proposal would reduce the extension's maximum height and the extension's eaves height, notably reducing the overall mass and dominance of the extension as depicted in the submitted proposed elevations. The reduction in mass is also supported by the Council's Heritage Officer, as stated above. As such, the Council would support this aspect of the proposal.

The proposal also includes two additional rooflights on the southeast elevation and one additional rooflight on the northwest elevation. The Council's Heritage Officer is not supportive of the additional rooflights as these would not appear necessary to achieving adequate daylight within the building and would detract from the building. As such, the proposed additional rooflights would not be supported.

As a result of the reduced eaves height, fenestrations along the elevations of the building would be amended to accommodate the reduction in height. These alterations would be acceptable as they would be in keeping with the proposed scale of the amended extension.

3. Amenity

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.

Due to the Applicant proposing a reduction in bulk from the approved extension, it is considered that the proposal would not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

4. Highways

n/a

5. Other

S73 Application

Considering the proposal is for a reduction in height and scale of the approved extension, the Council would accept a S73 application to amend the original conditions.

6. Planning Obligation and CIL (Mayor and LBH)

n/a

7. Application Submission

The Council has an adopted Local Planning Validation Checklist (February 2024), which details the drawings and documents required to accompany a planning application and is available on the Council's website.

Should you require further information, please refer to the Council's website:
<https://www.hillingdon.gov.uk/apply-planning-permission>.

8. Conclusion

There are concerns about introducing additional superfluous rooflights to the building, which would detract from the overall appearance of the building.

However, the proposal to reduce the maximum ridge height and eaves heights of the extension would be supported.

Assuming a future application continues to propose a reduction in height and bulk of the approved extension, the Council would be able to accept the variation as a S73 application.

Please be advised that the Council require confirmation that you wish to enter into a PPA as soon as possible, in order to ensure the necessary resource are in place to meet the terms of the PPA.

Thank you for entering into the Council's pre-application advice service and I trust you have found this service of assistance.

Mitchell Heaven
Planning Officer
London Borough of Hillingdon

Planning Guarantee

For complex applications which are likely to exceed the statutory timeframes, the applicant is encouraged to enter into a Planning Performance Agreement (PPA) to allow for the negotiation of complex cases. Central Government encourages the use of PPAs for larger and more complex planning proposals to bring together the developer, the Local Planning Authority and key stakeholders to work in partnership throughout the planning process.

Providing a PPA helps ensure that major proposals progress through the application process in a timely fashion and result in high quality development but the service is both time consuming and costly. The charge for all Planning Performance Agreements will ensure that adequate resources and expertise can be provided to advise on major development proposals, the charges are determined in a site by site basis.

Hillingdon are committed to ensure the best possible service provision to all of our applicants. In order to ensure this, we will not be able to facilitate negotiation which would result in an application being determined outside of statutory timeframes, unless the applicant has entered into a Planning Performance Agreement.