



PLANNING AND HERITAGE STATEMENT

SITE ADDRESS: Vine Lodge, High Street, Uxbridge, UB8 2AN

DATE: May 2025



## Table of Contents

<u>EXECUTIVE SUMMARY</u>	<u>2</u>
<u>THE SITE</u>	<u>3</u>
<u>PLANNING HISTORY</u>	<u>5</u>
<u>PLANNING POLICY</u>	<u>5</u>
<u>PRINCIPLE OF DEVELOPMENT</u>	<u>10</u>
<u>HERITAGE AND IMPACT ON THE VISUAL AMENITY OF THE AREA</u>	<u>10</u>
<u>TRANSPORT</u>	<u>15</u>

## Executive Summary

This statement has been prepared by Total Planning to support an application for retention of brick dwarf boundary wall with black metal railings / gates and replacement rear patio door at ground floor level to facilitate the change of use from office (Class E) to children's nursery (Class E).

A certificate of lawfulness application has also been submitted alongside this application to demonstrate that the change of use is lawful.

The current building is vacant and has been for an extended period. This application seeks to bring the building back into use which is supported in heritage terms.

The change of use would remain within the same use class E and as such would not lead to any significant impact on neighbours or result any adverse impact on the surrounding highway network.

The principle of bringing back into use a heritage asset such as Old Vine Lodge should be supported and is compliant with local, regional and national planning policy.

The retrospective works hereby sought were carried out to prevent further damage to the listed building from squatters and relate to security measures and repair/replacement of a door damaged by the vandals that they used for access.

These works were required to safeguard the existing building from any more damage, but the railings as erected will now also be required for the new use as a children's nursery.

They are sympathetic in appearance and minor in nature, they are not considered to adversely impact the setting or fabric of the listed building. It is hoped that facilitating the new viable use of the building and bringing it back into use will way favourably in this application favour. It is considered to accord with local, regional and national planning policy and therefore is considered to be acceptable.

## The Site

The site is located on a prominent position at the roundabout junction of Cowley Road, the High Street, and Cowley Business Park, in Uxbridge. The site comprises a building ranging in date from late C16 to circa 1700 known as Old Vine Cottage, High Street. The building is Grade II Listed, but has many modern additions and has been used as an office (Class E) for several decades.

The building has a tiled roof and is mostly gabled with C17 chimneys. The front elevation has C18 brown brick and red brick dressings. Many of the windows are C19 or modern including a large ground floor canted bay and a 1<sup>st</sup> floor oriel under gable breaking eaves.

The interior has been considerably changed and modified but there are exposed timber with some with carpenter's marks, also a barrel vaulted brick cellar of circa 1700. Historic England's listing for the building describes the building as being very picturesque, although having a jumbled, appearance.

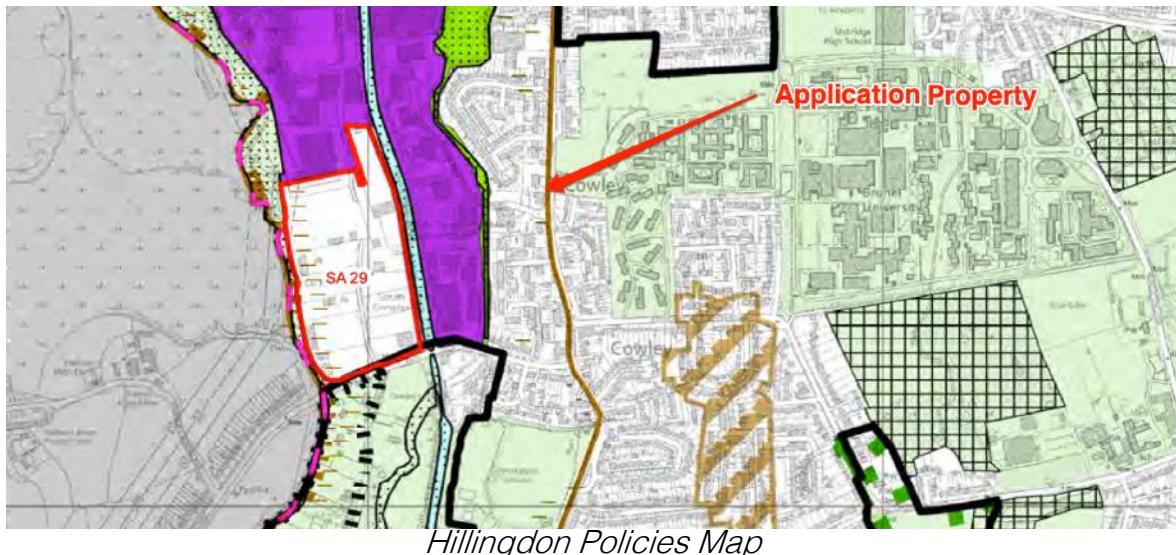


*Aerial view of the property*

To the rear of the building there is a car park that served the site and vehicular access from the entrance to Cowley Business Park.

To the West, there is Cowley Business Park which comprises predominately large detached commercial properties. To the North, there is large period detached properties and beyond that mostly interwar suburban housing. There is also a housing estate opposite Cowley Road which is late 20<sup>th</sup> Century and beyond that Brunel University. There is similar suburban housing to the south.

In terms of land use policy constraints, the site is not situated within any land use designations. It is situated to the East of a Strategic Industrial Location.



The site is also located in Flood Zone 1 which is an area at least risk of flooding. It has a PTAL rating of 1b/2 which indicates that there is a reasonable level of public transport accessibility.

### Proposed Development

This application seeks permission for retention of brick dwarf boundary wall with black metal railings / gates and replacement rear patio door at ground floor level and erection of a children's safeguarding fencing to garden to facilitate the change of use from office (Class E) to children's nursery (Class E).

A certificate of lawfulness application has also been submitted alongside this application to demonstrate that the change of use is lawful.

The proposals will also include replacement carpets and non structural repairs and painting to the building to facilitate the change of use of the building. However, as these relate solely to non-structural interior changes, in this case only painting and change of flooring, these are not considered to require planning permission or listed building consent.

With regards to the retrospective works to the boundary (the subject of this application), this work was carried out following a number of break in by squatters who carried out some damage to the building. A patio door that had been broken by the vandals had to be replaced in order to secure the premises. In addition, the new wall/fence with additional landscaping was erected to provide further deterrence to squatters from entering the site and gaining access to the building. The choice of brick and railing is considered to match the character and appearance of the rest of the site.

There is police report on this incident that can evidence the event and how the police found squatters living within the top floor level of the building during this period. The building had to be secured and an identical reclaimed patio door was found to replace the existing damaged door. See main body of this report for more detail.

## Planning History

Despite the application property comprising a statutory listed building, the planning history for the property is not very extensive. The last planning application on the site relates to a proposal in 2004 (Application ref: 25494/APP/2004/1998) which sought consent for an extension to an existing car park to provide five additional car parking spaces. This was refused due to over provision of car parking and as it would have resulted in a significant loss of soft landscaping.

## Planning Policy

The proposed development would be assessed against the Development Plan Policies contained within Hillingdon Local Plan; the London Plan, the NPPF and supplementary planning guidance by both the London Borough of Hillingdon and GLA.

### National Policies

#### NPPF

The National Planning Policy Framework (NPPF) under paragraph 11 states decisions should apply a presumption in favour of sustainable development and 11(c) stipulates that for decision taking this means approving development proposals that accord with an up to date development plan without delay.

Paragraph 38 stipulates that local planning authorities should approach decisions on proposed development in a positive and creative way. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Chapter 9 of the NPPF refers to 'Promoting sustainable transport'. Paragraph 109 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision making.

Within this context, paragraph 108 states that transport issues should be considered from the earliest stages of plan making and development proposals, so that:

- a) The potential impacts of development on transport networks can be addressed;
- b) Opportunities from existing or proposed transport infrastructure and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) Opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) The environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

Paragraph 114 states that for specific applications for development, it should be ensured that:

- a) Appropriate opportunities to promote sustainable transport modes can be or have been – taken up, given the type of development and its location;
- b) Safe and suitable access to the site can be achieved for all users;
- c) The design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and
- d) Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

Paragraph 115 stipulates that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Paragraph 117 stipulates that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

Chapter 11 of the NPPF refers to 'Making effective use of land'. Paragraph 123 states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land.

Paragraph 128 states that planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) The identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) Local market conditions and viability;
- c) The availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d) The desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e) The importance of securing well designed, attractive and healthy places.

Chapter 12 of the NPPF refers to 'Achieving well-designed places'. Paragraph 131 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspects of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

Paragraph 135 states that planning policies and decisions should ensure that developments:

- a) Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) Create places that are safe, inclusive and accessible and which promote health and wellbeing, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Chapter 14 of the NPPF refers to 'Meeting the challenge of climate change, flooding and coastal change'. Paragraph 159 states that new development should be planned for in ways that:

- a) Avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and
- b) Can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.

Paragraph 200 of the NPPF 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 is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk based assessment and, where necessary, a field evaluation.

Paragraph 201 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 203 states that in determining applications, local planning authorities should take account of:

- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states that 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.

Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional.
- b) Assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 207 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant funding or some form of not for profit, charitable or public ownership is demonstrably not possible and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

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

Paragraph 209 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 210 states that local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Paragraph 212 states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Paragraph 213 states that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other

element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Paragraph 214 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

## Regional Policies

### London Plan

Policy GG1 Building strong and inclusive communities

Policy GG4 Delivering the homes Londoners need

Policy D1 London's form, character and capacity for growth

Policy D3 Optimising site capacity through the design led approach

Policy D4 Delivering good design

Policy D5 Inclusive design

Policy D11 Safety, security and resilience to emergency

Policy D12 Fire safety

Policy D13 Agent of Change

Policy D14 Noise

Policy E1 Offices

Policy HC1 Heritage conservation and growth

Policy SI 1 Improving air quality

Policy SI 2 Minimising greenhouse gas emissions Policy SI 12 Flood risk management

Policy SI 12 Flood Risk Assessment

Policy SI 13 Sustainable drainage

Policy T4 Assessing and mitigating transport impacts

Policy T5 Cycling

Policy T6 Car parking

## Local Planning Policies

The Hillingdon Local Plan Part 1 - Strategic policies sets out the overall level and broad locations of growth up to 2026. Together with the Local Plan Part 2 Development Management Policies and Site Allocations and Designation documents it forms the Council's future development strategy for the borough.

The Local Plan Part 1 – Strategic policies contains the following relevant policies:

Policy BE1: Built Environment

Policy HE1: Heritage

The Local Plan Part 2 – Development Management Policies contains the following relevant policies:

DME 3 Office Development

DMH 3 Office Conversions

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

DMHB 4 Conservation Areas

DMHB 7 Archaeological Priority Areas and Archaeological Priority Zones

DMHB11 Design of New Development

DMHB15 Planning for Safer Places

DMEI9 Management of Flood Risk

DMEI10 Water Management, Efficiency and Quality

DMEI14 Air Quality

DMCI2 New Community Infrastructure

DMT1 Managing Transport Impacts

DMT2 Highways Impacts

DMT5 Pedestrians and Cyclists

DMT6 Vehicle Parking

LPP HC1 Heritage conservation and growth

### **Principle of Development**

This application seeks permission for retention of brick dwarf boundary wall with black metal railings / gates and replacement rear patio door at ground floor level to facilitate the change of use from office (Class E) to children's nursery (Class E).

A certificate of lawfulness application has also been submitted alongside this application to demonstrate that the change of use is lawful.

The current building is vacant and has been for a extended period. This application seeks to bring the building back into use which is supported in heritage terms.

The change of use would remain within the same use class E and as such would not lead to any significant impact on neighbours or result any adverse impact on the surrounding highway network.

The principle of bringing back into use a heritage asset such as Old Vine Lodge should be supported and is compliant with local, regional and national planning policy.

### **Heritage and impact on the visual amenity of the area**

Chapter 3 Design of the London Plan sets out a series of overarching design principles for development in London and policy D4 Delivering good design seeks to promote world class, high quality design.

This application relates to retrospective works and as such can be seen and verified on the site.

The 3 main changes relate to the following:

1. Retention of a brick dwarf boundary wall with black metal railing
2. Retention of replacement rear patio door at ground floor level rear elevation
3. Erection of fencing to outdoor area for safeguarding of children

With regards both sets of works, these were carried out due to ongoing safety and security issues with the vacant building. The building was broken into a number of occasions and significant damage was caused to the fabric of the building, including to the ground floor level rear patio doors which is where vandals/squatters gained access to the building. There was a period where unauthorised users (squatters) occupied the building, however once they were removed from the premises, the patio door which they had broken was replaced with a like for like door to secure the premises and prevent re-entry. In addition, a

dwarf wall and fence were erected that matches the existing boundary treatment to the front to give an extra layer of deterrence and better sense of security.

There are police reports from these previous incidents that can be provided to the Council should further details be required. However, to prevent further damage to the building, the property had to be secured and the works carried out had to be undertaken with haste. It is hoped that this will not prejudice this application.

This boundary treatment is also now needed for the new use of the site as a Children's nursery and as such, its removal (if required) would significantly jeopardise the new use and the ability to bring the building back into a viable use. It is hoped that positive weight will be given to the appropriateness of the treatment given it will enable the building to be re-used.

The images/photographs below illustrate the change that has occurred. The first image taken from Google streetview shows how previously there was a dwarf wall to the front and corner boundaries of the site, but there was no boundary deterrent to prevent access to the site and property. Along the side, there was only hedging that allowed access through to the rear of the property.



*Application property 2017 – No security to the site*

As explained, the works have been carried out so it is simpler to show through photographs what has been carried out (see below).



*Application property 2025 with extended dwarf wall and metal railings*



*Application property 2025 with extended dwarf wall and metal railings and security gates to the vehicular access point*

The changes carried out were needed for security purposes, but now they are required for the new use of the site as a nursery.

The original dwarf wall to the front of the property is not considered to be original, but likely dates from the early 20<sup>th</sup> century. Nevertheless, it did provide for an attractive setting to the listed building. The extension of this wall along the full extent of the boundary is not considered to have harmed the appearance or setting of the listed building, nor adversely impacted the visual amenity of the area.

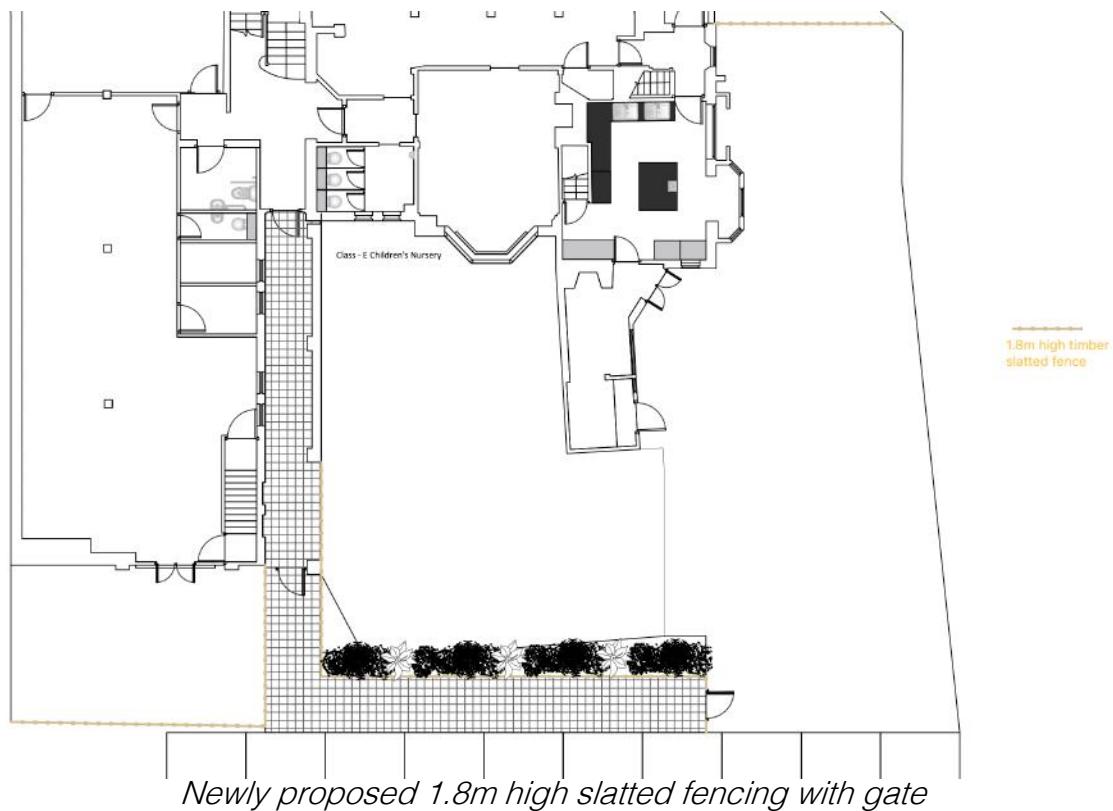
The use of black metal railings are considered to allow for the significance of the listed building to be appreciated without any harm. Any harm to its significance should be weighed against its protection from vandalism and ability to be used for a viable purpose, thereby safeguarding the building in longevity. Given the security issues in the past and the need for the security given its new use, this sympathetically designed boundary wall and fence/gate that reflects the character of the original wall to the front is considered not to result in any heritage harm.

As for the rear ground floor patio doors that was broken beyond repair by squatters, this had to be replaced, but a reclaimed door that matches the same door was reinstated. A photograph of the new door can be seen below and it is timber and its detailing is like for like for the previous door.



*Replacement like for like rear patio door that replaced the damaged door*

This application is also seeks erection of a small 1.8m high timber slatted fencing within the site as illustrated in the image below for the purpose of child safeguarding to enclose the external space. This will be a rather simple timber slatted fencing as shown in the image further below. It will not be connected to the listed building and is positioned away from the public highway and given its height will not be appreciably visible from the surrounding area.



The proposals also include new vinyl flooring and painting throughout the premises to facilitate the change of use from an office to a nursery, however, as these relate to non structural interior changes, they are not considered to require planning permission or listed building consent. Nevertheless, if the Council's Conservation Officer would wish to see further details, we would be satisfied to provide these details or to have this matter conditioned as part of any planning consent.

It is hoped that the Council will welcome this application to regularise emergency works that have been carried out to the building. It is considered that the works are sympathetic and minor in nature and would not result in any harm to the heritage value of the building. The changes will now allow for the building to be brought back into a viable use and ensure the building is protected from being damaged by vandals/squatters. Therefore, the works will safeguard the building, allowing for sympathetic re-use of this listed building with a neutral/beneficial impact on its significance and judged to be in accordance with national and local policies and guidance in respect of heritage assets. It is also considered to accord with

Hillingdon Council's adopted local plan heritage policies. With all matters of planning balance considered, it is deemed that the proposed works and future long-term use is appropriate, and a listed building consent can reasonably be issued for this well considered scheme, despite the emergency nature of the works having been undertaken already.

## Transport

Policy T1 Strategic approach to transport of the London Plan states that all development should make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and ensure that any impacts on London's transport networks and supporting infrastructure are mitigated.

Policy T4 Assessing and mitigating transport impacts of the London Plan states that the cumulative impacts of development on public transport and the road network capacity including walking and cycling, as well as associated effects on public health, should be taken into account and mitigated. Also, development proposals should not increase road danger.

Policy T5 Cycling and Policy T6 Car parking of London Plan are the latest up to date policies with regards to parking for development.

The site has a PTAL rating of 1b/2 and currently provides 19 car parking spaces.

The application relates to a replacement vehicular access gate. There was a previous gate in the same position. As such, the replacement gate which has been in place for approximately 1 year is not considered to raise any new highway safety concerns. The proposals are not considered to raise any other transport related matters.