

Section 55 Town and Country Planning Act

Design and Access Statement

Resubmission of application ref: 75155/APP/2020/2221: Replacement of Shopfronts

Dulux Decorator Centre, 117-119 Hillingdon Hill, Uxbridge Road, Middlesex, UB10 0JE

Site Information

Consultant	Mike Coates-Evans
Client	Paul Gaskill
Site Address	Dulux Decorator Centre, 117-119 Hillingdon Hill, Uxbridge Road, Middlesex, UB10 0JE
LA	London Borough of Hillingdon
Description of Development	Replacement of shopfronts
Pathway (PD/Application/Appeal)	Resubmission of Application

Constraints Review

Flood Risk Zone	No
Contaminated Land	No
Tree Preservation Order	No
Heritage Assets	Yes
Noise Abatement Areas	No
Explosive Hazard Areas	No
Area of Outstanding Natural Beauty	No
Special Protection Area	No
Site of Special Scientific Interest	No
RAMSAR Convention Site	No
Site of Importance to Nature Conservation	No
Article 4(2) Directions	No

Local Policy Requirements

Local Plan/Core Strategy

Hillingdon's Local Plan Part 1. Adopted 8th November 2012.
Saved UDP Policies (2007)
The London Plan (2016)

Effective Policies in Development Control

Saved UDP Policies

BE4 - Conservation Areas
BE14 - Design of New Development
BE15 - Design of New Development
BE19 - Town Centres
BE28 - Advertisements

Strategic Policies

HE1 - Heritage
BE1 - Built Environment

Development Management Policies

DMHB1 - Heritage Assets
DMHB4 - Conservation Areas
DMHB11 - Design of New Development
DMHB13 - Shopfronts

London Plan Policies

7.2 - An Inclusive Environment
7.8 - Heritage assets and archaeology

SPG/SPD's

Shopfronts SPD

Planning History

Relevant History

Replacement Shopfront - Refused. Ref: 75155/APP/2020/2221

Report Date

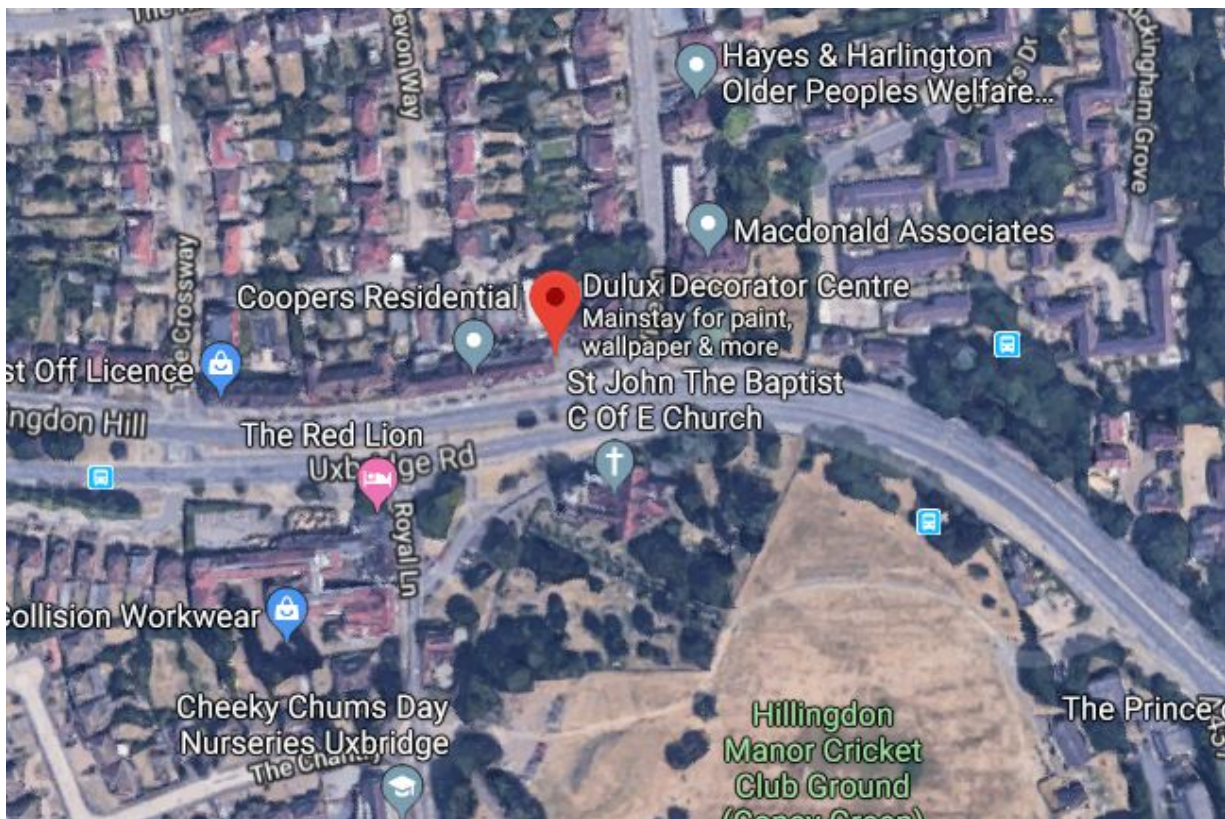
20/10//2020

1. Introduction

1.1. This statement has been prepared to support the following proposal:

Replacement of shopfronts

1.2. The site, the subject of this application relates to a retail unit located on the north side of Uxbridge Road, a minor centre in Hillingdon.



Site Location



Site Photograph

Summation of Case

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023 9252 3352 - help@tpexpert.org - www.tpexpert.org
Jonathan McDermott, Keith Oliver, Helen Morris-Ruffle and Tim Perkins are Chartered Town Planners regulated by the Royal Town Planning Institute
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1.3. The existing building is a corner plot retail unit and the proposed works relate to the replacement of the shopfronts in order to upgrade the appearance of the building.

2. Site Context

2.1. No.117-119 Hillingdon Hill is a ground floor retail unit located on the north side of the road.

2.2. There are residential premises located above the site, with their own separate access.

2.3. The site is located within the Uxbridge Road minor centre.

2.4. The site is located within the Hillingdon Village Conservation Area

2.5. The unit lies approximately 2km from the main shopping centre in Uxbridge.

3. Local Development Framework

National Planning Policy Framework

- 3.1. The National Planning Policy Framework (NPPF) became the primary national planning policy guidance on 27 March 2012. It replaced the previous PPS/PPG system of guidance documents and deleted a significant proportion of planning policy including the Regional Spatial Strategies (RSS). The NPPF was revised in 2018 and updated in June 2019 and those changes are reflected within this document.

Sustainable Development

- 3.2. Paragraph 7 of the NPPF sets out the Government's overriding objectives of securing sustainable development. Para 8 of the NPPF identifies the roles of the planning system in achieving sustainable development:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

3.3. Para 11 goes on to provide further emphasis on the focus towards sustainable development stating:

11. Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within the neighbouring areas, unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Within paragraph 38 it is stated:

38. Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and

environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Local Policy

3.5. There are multiple documents within Hillingdon's Local Development Framework, of which the following are relevant to this proposal:

Saved UDP Policies (2007) -

Policy BE13 - Development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the Local Planning Authority considers it desirable to retain or enhance.

Policy BE14 - Permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential.

Policy BE15 - Proposals for alterations and extensions to existing buildings will be permitted where they harmonise with the scale, form, architectural composition and proportions of the original building.

Policy BE4 - New development within or on the fringes of conservation areas will be expected to preserve or enhance those features which contribute to their special architectural and visual qualities; development should avoid the demolition or loss of such features. there will be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area. applications for planning permission should contain full details, including siting and design, or replacement buildings. applications for consent for demolition will depend upon the submission and approval of such details.

Policy BE19 - The local planning authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area.

Policy BE28 - New shopfronts will only be permitted where their design and materials harmonise with the architectural composition of individual buildings or improve the character of the area.

Hillingdon Local Plan Part 1 - Strategic Policies

Policy HE1 -

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.
2. Actively encourage the regeneration of heritage assets, particularly those which have been included in English Heritage's 'Heritage at Risk' register or are currently vacant.
3. Promote increased public awareness, understanding of and access to the borough's heritage assets and wider historic environment, through Section 106 agreements and via community engagement and outreach activities.
4. Encourage the reuse and modification of heritage assets, where appropriate, when considering proposals to mitigate or adapt to the effects of climate change. Where negative impact on a heritage asset is identified, seek alternative approaches to achieve similar climate change mitigation outcomes without damage to the asset.

Policy BE1 -

The Council will require all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents. All new developments should:

- 1. Achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place;*
- 2. Be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties;*
- 3. Be designed to include "Lifetime Homes" principles so that they can be readily adapted to meet the needs of those with disabilities and the elderly, 10% of these should be wheelchair accessible or easily adaptable to wheelchair accessibility encouraging places of work and leisure, streets, neighbourhoods, parks and open spaces to be designed to meet the needs of the community at all stages of people's lives;*
- 4. In the case of 10 dwellings or over, achieve a satisfactory assessment rating in terms of the latest Building for Life standards (as amended or replaced from time to time);*
- 5. Improve areas of poorer environmental quality, including within the areas of relative disadvantage of Hayes, Yiewsley and West Drayton. All regeneration schemes should ensure that they are appropriate to their historic context, make use of heritage assets and reinforce their significance;*
- 6. Incorporate a clear network of routes that are easy to understand, inclusive, safe, secure and connect positively with interchanges, public transport, community facilities and services;*
- 7. Improve the quality of the public realm and provide for public and private spaces that are attractive, safe, functional, diverse, sustainable, accessible to all, respect the local character and landscape, integrate with the development, enhance and protect biodiversity through the*

inclusion of living walls, roofs and areas for wildlife, encourage physical activity and where appropriate introduce public art;

8. Create safe and secure environments that reduce crime and fear of crime, anti-social behaviour and risks from fire and arson having regard to Secure by Design standards and address resilience to terrorism in major development proposals;

9. Not result in the inappropriate development of gardens and green spaces that erode the character and biodiversity of suburban areas and increase the risk of flooding through the loss of permeable areas; London Borough of Hillingdon 82 Hillingdon Local Plan: Part 1 - Strategic Policies (Adopted November 2012) 7 Core Policies - Historic and Built Environment

10. Maximise the opportunities for all new homes to contribute to tackling and adapting to climate change and reducing emissions of local air quality pollutants. The Council will require all new development to achieve reductions in carbon dioxide emission in line with the London Plan targets through energy efficient design and effective use of low and zero carbon technologies. Where the required reduction from on-site renewable energy is not feasible within major developments, contributions off-site will be sought. The Council will seek to merge a suite of sustainable design goals, such as the use of SUDS, water efficiency, lifetime homes, and energy efficiency into a requirement measured against the Code for Sustainable Homes and BREEAM. These will be set out within the Hillingdon Local Plan: Part 2- Development Management Policies Local Development Document (LDD). All developments should be designed to make the most efficient use of natural resources whilst safeguarding historic assets, their settings and local amenity and include sustainable design and construction techniques to increase the re-use and recycling of construction, demolition and excavation waste and reduce the amount disposed to landfill;

11. In the case of tall buildings, not adversely affect their surroundings including the local character, cause harm to the significance of heritage assets or impact on important views. Appropriate locations for tall buildings will be defined on a Character Study and may include parts of Uxbridge and Hayes subject to considering the Obstacle Limitation Surfaces for Heathrow Airport. Outside of Uxbridge and Hayes town centres, tall buildings will not be supported. The height of all buildings should be based upon an understanding of the local character and be appropriate to the positive qualities of the surrounding townscape.

Support will be given for proposals that are consistent with local strategies, guidelines, supplementary planning documents and Hillingdon Local Plan: Part 2- Development Management Policies.

Hillingdon Local Plan Part 2: Development Management Policies

Policy DMHB1 -

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 DMHB4:

New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area. It should sustain and enhance its significance and make a positive contribution to local character and distinctiveness. In order to achieve this, the Council will:

A) Require proposals for new development, including any signage or advertisement, to be of a high quality contextual design. Proposals should exploit opportunities to restore any lost features and/or introduce new ones that would enhance the character and appearance of the Conservation Area.

B) Resist the loss of buildings, historic street patterns, important views, landscape and open spaces or other features that make a positive contribution to the character or appearance of the Conservation Area; any such loss will need to be supported with a robust justification.

C) Proposals will be required to support the implementation of improvement actions set out in relevant Conservation Area Appraisals and Management Plans.

Policy DMHB11 -

A) 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.

B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

C) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs.

D) Development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

Policy DMHB13:

A) New shopfronts and alterations to existing shopfronts should complement the original design, proportions, materials and detailing of the building of which it forms a part and the surrounding street scene.

B) The Council will resist the removal of shopfronts of architectural or historic interest, particularly those listed on the Register of Locally Listed Buildings.

C) New shopfronts must be designed to allow equal access for all users.

D) Inset entrances on shopfronts should be glazed and well-lit to contribute to the attractiveness, safety and vitality of the shopping area and avoid blank frontages to the street.

E) Blinds, canopies and shutters, where acceptable in principle, must be appropriate to the character of the shopfront and its setting. External security grilles will not normally be permitted, unless they are of good quality design.

F) In order to improve and maintain the quality of the public realm, the design of shopfronts should be of a high quality, taking into consideration:

- i) retention and maintenance of active shopfronts at all times;*
- ii) the relationship between the shopfront and upper floors;*
- iii) the relationship with surrounding shopfronts and buildings;*
- iv) the use of materials which are appropriate to and enhance the character of the local area;*
- and*
- v) the value of existing architectural and historic features.*

The London Plan Policies

Policy 7.2:

A The Mayor will require all new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design which seek to ensure that developments:

- a. can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances*
- b. are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment*
- c. are flexible and responsive taking account of what different people say they need and*
- d. want, so people can use them in different ways and are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.*

B The Mayor will assist boroughs and other agencies in implementing accessible and inclusive design in all development proposals by updating the advice and guidance in the Supplementary Planning Guidance 'Accessible London: Achieving an inclusive environment';

by continuing to contribute to the development of national technical access standards and by supporting training and professional development programmes.

For planning decisions this means

C Design and access statements submitted with development proposals should explain how, following engagement with relevant user groups, the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed development, whether relevant best practice standards such as British Standard BS 8300:2009 + A1:2010 have been complied with, and how inclusion will be maintained and managed.

Policy 7.8:

A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Shopfronts SPD

All applications that include the design, alteration or development of shop fronts, with the exception of those for advertisement consent, require the submission of an Access Statement. This Statement should clearly demonstrate the applicant's approach to inclusion, and explain how all the potential users of the shop or premise, regardless of age, disability or gender, can enter and move around the site, enter the buildings and use the facilities.

In all applications, the Council will require applicants to demonstrate an appreciation of the context, and how this has been taken into account in the design of the altered or new shop front.

Good design does not stop at the front door, but extends into public areas beyond the building. The context in which the building is set includes the location of the site, the character of the area, the building that hosts the shop front, the neighbouring premises; and the wider street scene.

The Council does not consider existing shop fronts of poor or unsatisfactory design to be a precedent or a reference in assessing the context and the character of an area. The assessment of the context will be based on the appearance, style and fabric of the building that accommodates the shop front; the overall character and quality of the street and the wider area and the specific location of the site in terms of the shopping hierarchy defined by the Council. The Council is committed to raising the design quality of all shop fronts in any location and will use every opportunity to do this. In particular, the Council will encourage all applicants to adopt good design that can set an example for others and can trigger improvements in the appearance of other shop fronts in the locality

4. Principle of Development

4.1. This application is for the replacement of the shopfront at the Dulux Decorator Centre at 117-119 Hillingdon Hill, Uxbridge.

4.2. This application is a resubmission of refused application ref: 75155/APP/2020/2221, for the same development.

4.3. The given reason for refusal was:

1. The proposed shopfront by reason of its design, loss of traditional features and use of modern materials, would fail to relate to or achieve visual coordination and consistency with the parade of shops and as such would result in an incongruous addition to the detriment of the visual amenity of the street scene and the character and appearance of the existing property and would thus fail to preserve or enhance the character and appearance of the wider Hillingdon Village Conservation Area. The development is therefore contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies DMHB 1, DMHB 4, DMHB 11 and DMHB 13 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020), Policy 7.8 of the London Plan (2016) and the NPPF.

4.4. The reason for refusal refers to the design of the proposal. The building falls wholly in the Hillingdon Village Conservation Area, and as such the council wishes to preserve the visual appearance of the shop.

4.5. The applicant has carefully considered the points made by the Council's Heritage Officer in the original application and has responded by taking greater consideration in the design of the replacement shopfronts.

4.6. The replacement shopfront will retain characteristic features of the existing, including the style of windows, transoms and corbel detail. The officer's report noted that the council wishes to retain the appearance of 2 individual units on the shopfront. The doorway which separates the 2 parts of the shop will be retained.

4.7. The proposed windows and customer entrance are to be fabricated from matching timber, and their colour and appearance have been designed to match the existing shop front. The current shop front and side door have started rotting, the applicant therefore intends to replace these with materials which match the existing.

4.8. The timber will be coloured to match the existing Dulux colours and will look the same in appearance.

4.9. The windows will be glazed with 6mm laminated safety glass which will be extremely similar in appearance to the existing shop. It is noted that the heritage officer did not oppose the replacement of this glass as it bears no historic interest.

4.10. The disused side door dividing the 2 shop units will be replaced with a replica door. The current one is rotten and the new one will match the existing in both terms of design and materials. The glazing arrangement will match the existing on the door.

4.11. As noted in the officer report, the property currently has roller shutters which do not benefit from planning permission. The applicant will remove these which will expose the existing decorative transom and blind boxes, which will be retained.

4.12. The intention of the applicant is to retain the original character of the building having regard to its location within the conservation area. Traditional features such as the decorative transoms, blind boxes and fanlight are to be retained.

4.13. Paragraph 128 of the NPPF outlines a need for planning applications to evolve in design terms to facilitate local needs, with a need for planning officers to be proactive and to act in favour of sustainable development where applicable. I note that in two previous applications, heritage officer comments could have been forwarded to me in order to amend the plans to satisfy the requirements, but were not.

4.14. If further concerns are raised the applicant asks that these be raised during the consideration of the application so that any design concerns can be addressed in a timely manner.

5. The Design Appraisal

Scale

5.1. The overall size and height of the building remain unchanged by this proposal.

Amount

5.2. The retail unit remains the same, therefore the amount does not change by this proposal.

Layout

5.3. The entrance of the building will remain the same. An unused, rotten door on the south facing side of the property will be replaced with a new one, using the same design and materials as the existing.

Landscape

5.4. There is no landscaping at present and none is proposed for this application.

Appearance

5.5. The new shopfront has been designed to reflect the existing scale and character of the property and neighbouring properties.

5.6. The existing timber frame will be replaced with a new timber frame, coloured exactly the same as existing.

5.7. The unused side door has begun to rot and will be replaced with a new door that matches in terms of materials, design and layout of glazing.

5.8. The existing roller shutters, which do not benefit from planning permission, will be removed in order to reveal historic features such as the existing blind boxes and decorative transoms. The applicant intends to retain all traditional features.

5.9. As the property falls within a conservation area, the applicant's intention is to retain the character of the shopfront, and has responded to the feedback given in the original refusal. The council noted that the appearance of 2 separate shopfronts should be retained, which has been amended from the original application.

6. The Access Appraisal

6.1. Customers will continue to access the building from the same entrance as previously.

6.2. The way by which staff, deliveries and customers access the building will remain unchanged.

6.3. A disabled access bell is proposed to the customer entrance in order to make provisions for disabled users of the shop as per policy 7.2 of the London Plan.

7. Conclusion

7.1. This proposal is to amend the shopfront of the property in order to replace rotten material. The intention is to retain the design and materials used in the existing shopfront, only the timber shop frames and side door are to be replaced, and they will be fabricated to match the existing as closely as possible.

7.2. In the opinion of the applicant the proposal accords with National and Local policy and guidance and as such respectfully requests that planning permission be granted.