

Report of the Corporate Director of Planning & Community Services

Address HIGHGROVE HOUSE EASTCOTE ROAD RUISLIP

Development: Refurbishment and conversion of listed building to 12 residential units comprising one studio, 6 one- bedroom, 2 two-bedroom and 1 three-bedroom flats and 2 two-bedroom maisonettes (Time extension of Listed Building Consent ref.10622/APP/2006/2491 dated 12/01/2007.)

LBH Ref Nos: 10622/APP/2009/2506

Drawing Nos: J06.055/D(20)-61
J06.055/D(20)-62
J06.055/D(20)-63
J06.055/D(20)-64
J06.055/D(20)-65
J06.055/D(20)-66
J06.055/D(20)-67
J06.055/D(20)-82
J06-055/D(20)-83 Rev: C
J06.055/D(20)-84 Rev: A
J06.055/D(00)-06 Rev. B
Design and Access Statement
J06.055/D(00)-03 Rev. A
Ecological Appraisal
Brickwork Condition Survey
Ecological Appraisal - Appendix 2 - Great Crested Newt Assessment

Date Plans Received: 18/11/2009 **Date(s) of Amendment(s):** 18/11/2009
Date Application Valid: 18/11/2009 21/01/2010
21/10/2010

1. SUMMARY

This application, together with the related planning application which is also being reported to this committee (10622/APP/2009/2504), seek to extend the time limit of these two extant permissions, granted on 11th January 2007 for the refurbishment and conversion of the Grade II listed Highgrove House to provide 12 residential units and erect 2 small mews housing blocks with associated amenity space, parking and landscaping. The works would involve the demolition of the stable building and the 12 units within Highgrove House would comprise a studio, 6 one-bedroom, 2 two-bedroom, 1 three-bedroom flats and 2 two-bedroom maisonettes, together with the erection of 4 mews houses. The scheme previously considered at the North Planning Committee meeting of the 9th January 2007 also considered demolition of an Annex building and the erection of a sheltered housing unit in its place. This element of the scheme has already been implemented on site.

There has been no change in policy or site circumstances to suggest that the scheme is no longer appropriate. There is no objection to the principle of the development and the overall layout is considered to be satisfactory, having particular regard to the relationship of the mews dwellings to Highgrove House. The proposed siting of new buildings will enable the existing garden areas to be maintained for communal use. The spacious, well-landscaped character of the site would therefore be retained. No external alterations are proposed to Highgrove House and all internal alterations have met with the approval

of the Council's Conservation Officer.

Although this scheme is no longer being submitted by the London Borough of Hillingdon, this is not directly relevant to any planning consideration of the scheme.

2. RECOMMENDATION

APPROVAL, providing no additional material matters being raised by English Heritage, the London Wildlife Trust and/or the Hertfordshire and Middlesex Wildlife Trust that have not already been considered in the main report, and subject to the following conditions:-

1 CAC1 Time Limit (5 years) - Conservation Area Consent

The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

REASON

To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2 CAC3 Demolition - requirement for a development contract related

No demolition shall take place until a contract for the associated development provided for in planning permission [ref. 10622/APP/2009/2504] has been made.

REASON

To ensure that premature demolition does not occur in accordance with Policy BE4 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

3 CAC4 Making good of any damage

Any damage caused to the building in execution of the works shall be made good to the satisfaction of the Local Planning Authority within 3 months of the works being completed.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

4 CAC5 Works to building's interior

Unless specified on the approved drawings, the Local Planning Authority's agreement must be sought for the opening up of any part of the interior of the building.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

5 CAC6 Storage of salvaged items

Salvaged items approved for re-use as part of this consent shall be securely stored on site (or subject to the Local Planning Authority's agreement, elsewhere) until employed

again and Council officers shall be allowed to inspect them.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

6 CAC10 Extent of demolition

No demolition beyond that indicated on the approved drawings shall take place without the approval of the Local Planning Authority.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

7 CAC11 Measures to protect the building

Prior to works commencing, details of measures to protect the building from the weather, vandalism and accidental damage shall be submitted to and approved by the Local Planning Authority. Such measures shall be implemented prior to any works commencing.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

8 CAC13 Internal and External Finishes (Listed Buildings)

All new works and works of making good to the retained fabric of the building, whether internal or external, shall be finished to match the existing fabric with regard to methods used and to material, colour, texture and profile.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT listed building consent has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to GRANT listed building consent has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (February 2008) and national guidance.

BE8	Planning applications for alteration or extension of listed buildings
BE9	Listed building consent applications for alterations or extensions
BE10	Proposals detrimental to the setting of a listed building
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
LPP	London Plan (February 2008)
PPG15	Planning and the Historic Environment

3. CONSIDERATIONS

3.1 Site and Locality

The application relates to a 0.41 ha site located to the south east of Eastcote Road and west of Kent Gardens. The application site comprises Highgrove House and its adjoining garden areas and the stable building at the rear of the building. The application site forms part of the larger Highgrove House site, including land to the north of the access road which now has been redeveloped to provide a sheltered housing scheme known as Yew Tree Lodge.

Highgrove House is a two storey Grade II listed building, which dates from 1881, but was gutted by fire in 1978. It is notable for its original red brickwork with a tiled roof, narrow dormer windows and tall decorated chimney stacks. The window arches on the ground floor are of gauged brickwork with pronounced and decorative eaves. It has previously been used for Council hostel accommodation in the form of bedsits, but has been vacant for a number of years. Remodelling to facilitate its use as a hostel has included the provision of a new fire escape stair as well as the installation of kitchens and bathrooms. A small stable building is located to the east of Highgrove House.

Access is from an internal access road from Eastcote Road. The access road sweeps around into the site, between Highgrove House and the adjoining recently constructed Yew Tree Lodge to the north, providing parking and access for both buildings. Yew Tree Lodge is a purpose built two storey L-shaped building, with 12 units of sheltered accommodation for people with learning difficulties, together with office and staff accommodation. Planning permission for this building was approved at the same time as the original applications on the application site and formed part of the wider redevelopment proposals for the Highgrove House site.

The site slopes gently from east to west. It contains a number of trees which are more dense on the south and west boundaries, where the site abuts the wooded area of the Highgrove Site of Importance for Nature Conservation (SINC). To the east, the site adjoins two storey houses on Kent Gardens, while to the north, beyond a public footpath is the former RAF Eastcote site which is currently being developed for residential purposes.

The majority of the application site forms part of the 'developed area', although the lawn area to the west of the house is designated as being a Nature Conservation Site of

Borough Grade II or Local Importance as identified in the saved UDP.

3.2 Proposed Scheme

Planning permission is sought for the redevelopment of Highgrove House to accommodate 12 residential flats, comprising of 1 studio, 6 one-bedroom, 2 two-bedroom and 1 three-bedroom flats and 2 two bedroom maisonette units and erection of 4 two-bedroom mews houses with associated amenity space and landscaping (involving demolition of detached stable building).

No external changes are proposed to Highgrove House although external repairs to the existing brickwork and façade details are proposed. Internal works will be kept to a minimum. All existing structural walls will be retained and new openings kept to a minimum. Later additions are to be removed as required and where possible, rooms reinstated to their original size. The existing staircase to the first floor will be retained, as will the domed feature above. A new staircase will provide access from the first floor up to the second floor, and will be constructed in a style reflecting the existing staircase.

In addition the 4 mews houses are proposed to the east of Highgrove House. These will be contained within two, two storey buildings within pitched roofs. Units will maintain separate accesses.

A total of 28 car parking spaces would be provided on the site, 22 of which would be for the residents of this and the adjoining supported housing building, with 6 spaces for staff of the supported housing. These will be located along the existing access road. A pedestrianised hard surface would be introduced to the south of the access road, however, a collapsible bollard would allow access for emergency and maintenance vehicles.

The mews houses would benefit from private ground floor amenity space. All units would have access to communal amenity space around the periphery of Highgrove House. Amenity space would be landscaped and possible play and pitch areas installed.

A dedicated refuse/recycling store is proposed adjacent to the internal access road and 4 small cycle stores are proposed throughout the residential areas.

A number of specialist reports were also submitted

3.3 Relevant Planning History

Comment on Relevant Planning History

See relevant section on 10622/APP/2009/2504.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.9 To seek to preserve statutory Listed Buildings and buildings on the Local List.
- PT1.10 To seek to ensure that development does not adversely affect the amenity and the character of the area.

Part 2 Policies:

- BE8 Planning applications for alteration or extension of listed buildings
- BE9 Listed building consent applications for alterations or extensions
- BE10 Proposals detrimental to the setting of a listed building
- BE12 Proposals for alternative use (to original historic use) of statutorily listed buildings
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.
- LPP London Plan (February 2008)
- PPG15 Planning and the Historic Environment

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date:- Not applicable
- 5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

207 neighbouring properties have been consulted and the application has been advertised as affecting the setting of the listed Highgrove House. 1 objection has been received, raising the following concerns:

- (i) Although do not oppose the development of Highgrove House itself or the building of the sheltered housing block, do object to the destruction of the stable blocks and the erection of 4 mews dwellinghouses. Kent Gardens and adjoining roads are already surrounded by 400+ new houses, enough is enough. Need to leave some green areas and trees for residents and wildlife.
- (ii) Trees at the end of the garden support a host of wildlife.

Environment Agency:

We have assessed this application as having a low environmental risk within our remit. Therefore we will not be providing comments on this application.

English Heritage: No response received.

Natural England:

As this is a time extension there are no details of whether ecological surveys have been undertaken. LPA should ensure that the buildings to be refurbished/demolished have been assessed for their potential to support bat roosts prior to approving this application. If bat roosts are found to be present, the applicant will need to apply for a Natural England license to carry out the works. Additionally, as the development is located within a SINC, the LPA should be satisfied that any potential adverse effects are avoided in the first instance or fully mitigated.

London Wildlife Trust: No response received.

Hertfordshire and Middlesex Wildlife Trust: No response received.

Ruislip Residents' Association: No response received.

Eastcote Village Conservation Panel: No response received.

Eastcote Residents' Association:

There were 36 conditions with the approved planning application. Many of these were to safeguard the restoration of the building. We ask that these conditions be carried forward to this current application.

Have seen a copy of the letter sent to you by the RN&ELHS, where concern is expressed at the nearness of two of the Mews Houses both to Highgrove House and the Nature Reserve. Would it be possible to move these buildings further away from Highgrove House and also add more natural screening to the boundary with the Nature reserve?

Section 106 payments were not finalized on the approved application, can we request that some payment is made for improvements for Highgrove Woods. Dragana Knezevic, Countryside & Conservation Officer LBH could advise on work required in the Nature reserve. Please can these comments be included in your report?

Hillingdon Allotment and Horticultural Federation: No response received.

Ruislip, Northwood & Eastcote Local History Society:

The Society express concern that although the application is for the internal refurbishment and conversion of Highgrove House this must not compromise any of the external features of this grade 2 listed building. Any external repairs to the brickwork, roof or windows must match the existing materials and be carried out with due care and attention. As far as we are aware there are no original features left inside the House but if any do still remain they must be preserved.

We are pleased that no trees are to be felled for this application since it is important that the House continues to be sited in a pleasant parkland setting.

However we are concerned that a small detached stable block is to be demolished and replaced by four two-bedroom mews houses which appear to be very close to the House. This will be an over development on land adjacent to one side of the House which will detract from it being sited in a sympathetic setting. We assume that the new houses will be higher than the present stable block so they will over dominate that part of the House. This area is also very sensitive since it backs on to the local Highgrove Nature Reserve so it would not seem to be a suitable location for development.

On balance we are not opposed to the refurbishment and conversion of Highgrove House provided there is strong enforcement and monitoring of the development so that the external fabric of the

House is not affected in any way bearing in mind how long the property has been empty. Similarly the landscaping must be done sympathetically to retain an appropriate setting. But we are very worried about the proposal to build four mews houses so close to Highgrove House, which we feel will have a detrimental effect on its immediate environment.

Internal Consultees

Urban Design/Conservation Officer:

BACKGROUND

This is a very attractive Arts and Crafts style listed building, by Edward Prior, a distinguished architect active in this part of Middlesex in the late 1880s. The exterior is ornate, with its tall chimneys, two storey bays, dentilled eaves, grand porch and red brick and terracotta detailing. Its interior, other than the main staircase and the plan form, is of much less interest, owing to extensive damage by fire in 1978, and its subsequent subdivision into bedsits for hostel accommodation.

COMMENTS

The drawings submitted are as per the previous approval, therefore no objection in extension of LBC.

Conclusion: Acceptable

7. MAIN PLANNING ISSUES

7.01 The principle of the development

See relevant Section on 10622/APP/2009/2504 report.

7.02 Density of the proposed development

See relevant Section on 10622/APP/2009/2504 report.

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

In terms of Policies BE8 and BE10 of the now saved UDP, it was previously noted that while the exterior of Highgrove House was in a reasonably good condition, the interior had been modified over time, most notably the roof which is almost entirely new as a result of repair work following the fire in 1978. The report explained that the proposal would not involve any external alterations to Highgrove House other than those intended to restore damaged or worn parts of the building. Internal modifications would be restricted to new partitions and doors which would be sensitively located, having regard to the position of historic partitions.

As regards the proposed demolition of the small stable block, this would allow the design of a coherent scheme for the site, which benefits the setting of the Listed Building. Both the Council's Conservation Officer and English Heritage did not raise any objections to the scheme, subject to standard conditions to ensure, among other things, the use of appropriate materials and sensitive building methods.

There has been no change in circumstance or policy since the determination of the original scheme to suggest that the impact of the proposed development upon the setting

of the Listed Building would no longer be acceptable.

7.04 Airport safeguarding

See relevant Section on 10622/APP/2009/2504 report.

7.05 Impact on the green belt

N/A to this application.

7.06 Environmental Impact

N/A to this application for listed building consent.

7.07 Impact on the character & appearance of the area

See Section 7.03 above.

7.08 Impact on neighbours

N/A for this application for Listed Building consent.

7.09 Living conditions for future occupiers

N/A to this application for Listed Building consent.

7.10 Traffic impact, car/cycle parking, pedestrian safety

N/A for this application for Listed Building consent.

7.11 Urban design, access and security

- Building bulk and scale

See Section 7.03 above.

- Impact on the public realm

See Section 7.03 above.

- Private amenity space

N/A to this application for Listed Building consent.

- Amenities created for the future occupiers

N/A to this application for Listed Building consent.

- Siting and design

See Section 7.03 above.

- Residential living conditions

N/A to this application for Listed Building consent.

- Layout

See Section 7.03 above.

- Mix of units

N/A to this application for Listed Building consent.

- Siting and Scale

See Section 7.03 above.

7.12 Disabled access

N/A to this application for Listed Building consent.

7.13 Provision of affordable & special needs housing

N/A to this application for Listed Building consent.

7.14 Trees, Landscaping and Ecology

N/A to this application for Listed Building consent.

7.15 Sustainable waste management

N/A to this application for Listed Building consent.

7.16 Renewable energy / Sustainability

N/A to this application for Listed Building consent.

7.17 Flooding or Drainage Issues

N/A to this application for Listed Building consent.

7.18 Noise or Air Quality Issues

N/A to this application for Listed Building consent.

7.19 Comments on Public Consultations

The two issues raised have been dealt with in the planning application.

7.20 Planning Obligations

See relevant section on 10622/APP/2009/2504.

7.21 Expediency of enforcement action

N/A to this application.

7.22 Other Issues

There are no other issues relevant to the consideration of this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

9. Observations of the Director of Finance

This is not applicable to this application.

10. CONCLUSION

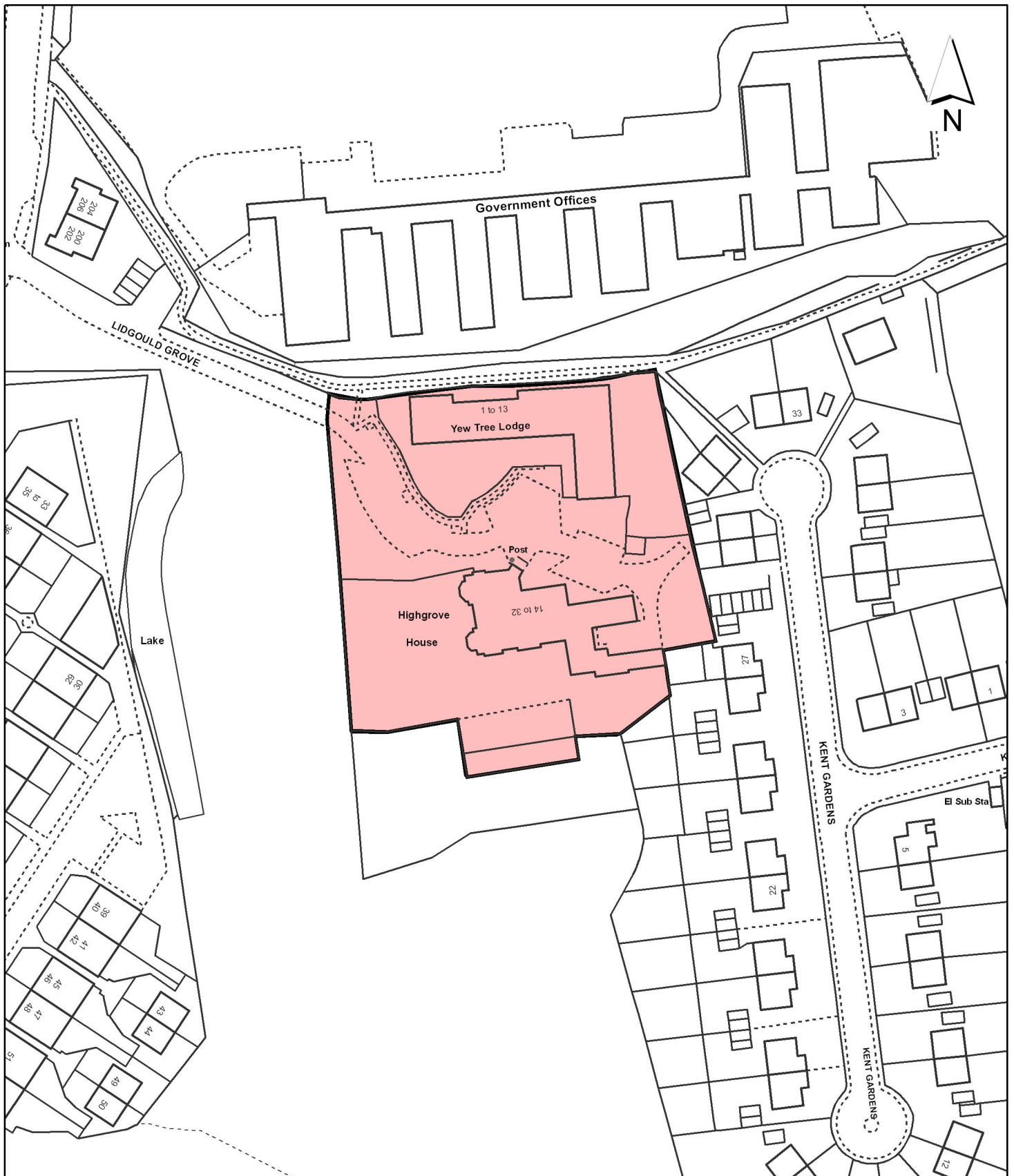
There has been no change in circumstance or policy since this scheme was last considered in January 2007 to suggest that the extension of the time limit on the Listed Building consent would no longer be appropriate. It is therefore recommended for approval.

11. Reference Documents


- (a) London Plan (February 2008)
- (b) Adopted Hillingdon Unitary Development Plan Saved Policies (September 2007)
- (c) HDAS: 'Accessible Hillingdon'
- (d) Planning Obligations Supplementary Planning Document, July 2008
- (e) Consultation responses

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Notes

 Site boundary

For identification purposes only.

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London Borough of Hillingdon
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Site Address	
Highgrove House, Eastcote Road, Ruislip	
Planning Application Ref:	Scale
10622/APP/2009/2506	1:1,250
Planning Committee	Date
North	January 2010

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OF HILLINGDON**

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