

## Report of the Head of Planning, Sport and Green Spaces

**Address** RANDALLS 7-9 VINE STREET UXBRIDGE

**Development:** Change of use of the ground and part first floor of the Randalls building from Use Class A1 to to Use Class A3 (flexible use within Use Class A1/A3 for the island display cabinet), conversion of part of the first floor from Use Class A1 to Use Class C3 (residential); addition of a second storey roof top extension to provide residential apartments (Use Class C3) and external restoration works; the erection of three new residential blocks (Use Class C3) ranging from 3 to 6 storeys in height; a new ground floor retail unit (Use Class A1), conversion of the Old Fire Station Building to duplex apartments (Use Class C3); the provision of associated landscaping, car parking and associated works, to provided 58 residential units in total and 750 sqm of commercial floorspace, involving the demolition of the 1960's extension to the Randalls building, caretakers flat and warehouse buildings (listed building consent).

**LBH Ref Nos:** 41309/APP/2016/3392

**Drawing Nos:** Design and Access Statement Part 1  
Design and Access Statement Part 2  
1510-101 Existing Building Information  
1510-102 Listed Building Curtilage  
1510-103 Existing Buildings Demolition & Retention  
1510-210 Block 1 - Existing Lvl00 Proposed Demolit  
1510-211 Block 1 - Existing Lvl01 Proposed Demolit  
1510-212 Block 1 - Existing Lvl02 Proposed Demolit  
1510-220 Block 2 Lvl00 Rev. 13.12.16  
1510-230 Block 3 - Existing Lvl00-Lvl01 Existing D  
1510-410 Block 1 - Existing Elevations Proposed De  
1510-430 Block 3 - Existing Elevations Proposed De  
1510-500 Listed Building Bay Studies - Shop Front  
1510-502 Listed Building - Loading Bay  
1510-503 Firestation & Bay Study  
1510-504 New Build - Block 2 Bay Study  
1510-5000 Material Studies  
1510-100 Location Plan  
Application Cover Letter  
1510-411 Block 1 - Rev. 13.12.16  
1510-431 Block 3 Rev. 13.12.16  
1510-501 Rev. 13.12.16  
SK 051216 - Unit1 Privacy  
161221-OKR-INLAND-RANDALLS cgi  
161221-OKR-INLAND-RANDALLS cgi  
161221-OKR-INLAND-RANDALLS cgi  
161221-OKR-INLAND-RANDALLS  
Schedule of Accommodation 16.12.16.  
14703 - Covering Letter - 16.12.16  
Heritage Assessment Sept. 2016  
1510-200 GA Lv100 Rev.15.12.16  
1510-201 GA Lv101 Rev. 15.12.16

1510-202 GA Lvl02 Rev. 15.12.2016  
 1510-203 GA Lvl03 Rev. 15.12.2016  
 1510-204 GA Lvl04 Rev. 15.12.2016  
 1510-205 GA Lvl05 Rev. 15.12.2016  
 1510-206 GA Site Plan Lvl06 Rev. 15.12.16  
 1510-213 Block 1 - Rev 13.12.16  
 1510-214 Block 1 - Proposed Lvl01 Rev. 13.12.16  
 1510-215 Block 1 - Proposed Lvl03 Rev. 13.12.16  
 1510-252 Block 5 Lvl02 Rev. 15.12.2016  
 1510-253 Block 5 Lvl03 Rev. 15.12.2016  
 1510-254 Block 5 Lvl04 Rev. 15.12.16  
 1510-255 Block 5 Lvl05 Rev. 15.12.16  
 1510-300 Rev. 19.12.16  
 1510-301 Rev. 19.12.16  
 1510-302 Rev. 19.12.16  
 1510-400 Rev. 19.12.16  
 1510-401 Rev. 19.12.16  
 1510-402 Rev.19.12.16  
 Planning Statement  
 1510-221 Block 2 Lvl01 Rev. 13.12.16  
 1510-222 Block 2 Lvl02 Rev. 13.12.16  
 1510-223 Block 2 Lvl03 Rev. 13.12.16  
 1510-224 Block 2 Lvl04 Rev. 13.12.16  
 1510-240 Block 4 Lvl00 Rev.15.12.16  
 1510-241 Block 4 Lvl01 Rev. 15.12.16  
 1510-242 Block 4 Lvl02 Rev. 15.12.16  
 1510-243 Block 4 Lvl03 Rev. 15.12.16  
 1510-250 Block 5 Lvl00 Rev. 15.12.16  
 1510-251 Block 5 Lvl01 Rev. 15.12.16

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|--------------------------------|------------|---------------------------------|------------|
| <b>Date Plans Received:</b>    | 13/09/2016 | <b>Date(s) of Amendment(s):</b> | 13/09/2016 |
| <b>Date Application Valid:</b> | 14/09/2016 |                                 | 16/12/2016 |
|                                |            |                                 | 21/12/2016 |
|                                |            |                                 | 20/12/2016 |

## 1. CONSIDERATIONS

### 1.1 Site and Locality

The site is located on the corner with Vine Street and Cricketfield Road and falls within the secondary shopping area of Uxbridge Town Centre. The site also falls within the Old Uxbridge and Windsor Street Conservation Area.

The original 1938 Randalls building is a Grade II listed heritage asset and includes a largely intact shopfront dating from that period. The adjoining 1960's extension is also Grade 2 listed. In addition, there are single storey ancillary storage buildings attached to the rear of the main retail structure, dating from the 1930's. There are also a number of associated

curtilage buildings and structures (considered as listed), within the larger site, accessed from Cricketfield Road. However the remainder of the rear yard is largely empty. The ex-Fire Station building located to the rear of the site fronting Cricketfield Road, dates from the early 20th Century. This building is also considered to be curtilage listed and has heritage value that should be preserved.

Office buildings are located to the south, west and north and range in height between 3 to 6 storeys.

The site lies adjacent to the revised Uxbridge Archaeological Priority Area (APA).

## 1.2 Proposed Scheme

This application seeks listed building consent for the redevelopment of the former Randalls department store for a residential led, mixed use development. The proposed development will retain the original 1930's Grade II listed former Randalls department store and the Old Fire Station Building. Overall, the proposed development comprises 58 residential units and 750 sqm of commercial floorspace. The various elements of the scheme are set out below:

### The Randall's Building

. The ground floor of the Randalls building will be retained as one single commercial unit for use within Use Class A3, with a flexible use within Use Class A1/A3 for the island display unit.

. Conversion of part of the first floor of the Randalls building from Use Class A1 to Use Class C3 (residential); The majority of the first floor of the Randall's building will be converted from retail use into residential use, with the exception of approximately one third of floorspace, which will be retained in commercial use (Use Class A3), to ensure the functionality of the internal staircase is maintained.

. An new second floor will be added to the Randalls building to provide residential apartments (Use Class C3). This floor will be set back from the street frontage to remain subservient to the listed building and ensure minimal visual impact at street level.

The proposed mix of residential and commercial uses for the Randalls building is set out below:

#### Ground floor:

575 sq m Class A 3 commercial use  
2 x 1 bedroom flats

#### First floor:

146 sq m of Class A3 commercial use  
1 x 2 bedroom and 5 x 1 bedroom flats

#### Proposed Second floor:

1 x 2 bedroom and 5 x 1 bedroom flats

#### Block 2

A new part 3, part 4, part 5 storey block fronting Vine Street and Cricketfield Road,

incorporating 16 residential apartments and a new ground floor retail unit will replace the 1960's extension (which will be demolished), to the west of the Randall's building.

### Block 3

It is proposed that the Old Fire Station building will be retained and converted into three duplex apartments and the original fire door openings will be reinstated.

### Blocks 4 and 5

Two new wholly residential buildings are proposed at the rear of the site, ranging from 2 to 6 storeys in height, involving the demolition of a 1960's outbuilding which was ancillary to the Randall's building, together with the demolition of the existing caretaker's flat to the rear of the Randalls building.

Block 4, located immediately behind the Old Fire Station building, would step up from 2 to three then 4 storey, containing 9 new residential units. Block 5, accommodating 16 residential units would be located in the south east corner of the site and would be part 4, part 5 and part 6 storeys in height.

An entirely car free development is proposed, with the exception of eight disabled parking spaces. Two disabled parking spaces will be available for the commercial units and the other six disabled parking spaces will be available for the wheelchair accessible residential units.

It is proposed that the existing vehicular access to the rear of the Randalls building, along Cricketfield Road, will be utilised. In addition, a new pedestrian access to the site will be created from Vine Street.

A summary of the revised mix of housing and commercial floor space for the wider site is set out in the following schedule:

Type of Accommodation:

1 bed 1 person: flats x 2

1 bed 2 person: flats x 26

2 bed 3 person flats x 5

2 bed 4 person flats x 25

Commercial

Class A3 - 721 sq m

Class A1 - 78 sq m

The following reports relevant to this Listed Building Consent application have been submitted in support of the application:

. Planning Statement

The Planning Statement assesses the proposed development against relevant statutory tests and policies in the statutory development plan, having regard to other relevant material planning considerations.

. Heritage, Townscape and Visual Impact Assessment September 2016

The document provides an assessment of the history and development of the site, and provides an analysis of the impact of the proposed development on the historic

environment, including heritage assets within the site, and the setting of nearby listed heritage assets.

. Design and Access Statement (including Building for Life Assessment and Landscaping Strategy)

This document sets out the urban design and access aspects of the redevelopment proposals. It provides supporting information to the planning application and describes the proposed response to context, the quantum of development, the layout of buildings and open spaces, scale, access and refuse strategy arrangements.

### **1.3 Relevant Planning History Comment on Planning History**

The Randalls department store closed on 31 January 2015

## **2. Advertisement and Site Notice**

**2.1** Advertisement Expiry Date:- Not applicable

**2.2** Site Notice Expiry Date:- Not applicable

## **3. Comments on Public Consultations**

EXTERNAL

The application has been advertised under Article 15 of the Town and Country Planning General Development Management Order 2015 as a Major Development. The application has been advertised as a development that affects the character and appearance of the Old Uxbridge/Windsor Street Conservation Area and the setting of the Grade 2 listed building, Randalls.

One letter of support has been received.

. Having viewed the plans at the exhibition I support the proposals for the old Randall's store.

HISTORIC ENGLAND

Thank you for your letter of 29 September 2016 notifying Historic England of the applications for planning and listed building consent relating to the above site. This letter provides Historic England's comments on both applications.

Summary

These proposals have been the subject of pre-application discussions with Historic England. The proposals reflect the nature of Historic England advice and are likely to deliver a considerable degree of change whilst maintaining the core areas of the site's significance as a designated heritage asset.

Historic England Advice

Significance

Randall's department store was completed in 1938 to the designs of William L. Eves. The Grade II listed building is an excellent example of an independent department store and a

fine specimen of streamlined Art Deco architecture that contributes positively to the surrounding Old Uxbridge/Windsor Street Conservation Area.

The major architectural emphasis of the building is its Vine Street shop front elevation, while the rear of the site is a well preserved service area of a more utilitarian character. The interior is much more plain, allowing the greatest amount of flexibility over two storeys of generously sized shop floor.

Some original internal features remain: the staircase, the grid of structural columns with cast iron radiators at their base, and the pneumatic tube system used for sending cash throughout the store (though this has been subject to modification).

The service areas to the rear of the site include a number of offices with internal glazed walls in crittal frames, a mid-level storey with WCs, and a delivery bay containing a service stair, and original loading door with surviving pulley mechanism.

#### Impact

The proposals include the demolition of a 1950's extension to the store (considered to be of no special interest in the listing description), the erection in its place of new buildings primarily for residential use with ground floor commercial units.

Parts of the rear elevation of the principal building will be removed in order to rationalise the new internal works, and the mid-level storey of the service area will also be lost. These works will facilitate the conversion of the upper storey into residential flats, separating the usage of the first floor from the ground floor for the first time.

At roof level an additional storey will be created, set back from the street elevation.

The ground floor will be retained for commercial use and the principal staircase will remain in use, accessing only a small area of the first floor.

The shop front will be restored and elements of original adornment including a clock and banded decoration will be reinstated.

The service yard to the rear will be cleared to allow for the construction of new residential blocks.

The historic fire station (curtilage listed as part of Randalls) will be retained and put to residential use, with its street elevation restored to its original appearance.

#### Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory duty on your Authority to pay special regard to the desirability of preserving the special architectural and historical interest of this listed building (Section 66). The same Act (Section 72) requires special attention to be paid to the desirability of the preservation of the character and appearance of the conservation area.

Guidance of the exercise of this duty is given in the National Planning Policy Framework 2012. Section 12 of that document specifically addresses development which will effect the historic environment and requires that any harm to a designated heritage asset should be clearly and convincingly justified, and outweighed by the delivery of public benefits (Paragraphs 132-134).

## Position

Historic England has been involved in pre-application discussions with the applicant and we are satisfied that the proposals reflect the nature of our advice.

The proposals will bring about a high degree of change. However, the core areas of significance identifiable at Randall's will in our view be retained.

The area of the site from which the highest levels of significance are derived is the Vine Street shop front elevation, including its ground floor display units. This area will receive a considerable uplift, reinstating lost features and enhancing the presentation of the building from its present appearance.

The roof structure of the store has no intrinsic significance in our view, beyond the authenticity of the building as a whole. As such, and given the considerable depth of the building, development at roof level should be feasible providing that prominent, bulky, or overbearing forms are avoided. Since our most recent pre-application discussions the proposed roof extension has been set back further from the principal elevation in an effort to reduce its visibility from the street. The resulting form is ultimately deferential to the high levels of significance found in the Vine Street elevation and will not in our view cause serious harm.

While it is a shame to see the ground floor divorced from the first floor as set of circulating spaces, we are not opposed to the use of the first floor for alternative purposes. The interior spaces are largely plain and were intended to be used flexibly. While other historic buildings may be limited in their capacity for adaptation by decorative programmes or a hierarchical organisation of space, Randalls has an inherent adaptability which this scheme capitalises upon.

The shop floor stair case is of good quality and is the major internal indicator of the original store's continuation over two storeys. Earlier discussions considered the boxing-in or remodelling of this stair. Revisions that have taken place throughout the pre-application process have arrived at the current proposal for the stair to be fully retained with a small area at first floor accessed via the stair in order to provide an indication of the original circulation pattern. This maintains the legibility of plan form and circulation patterns, ensures the stair's continued use, and preserves the staircase in situ. While the status of the stair is diminished, it is our view that an acceptable compromise has been reached.

The redevelopment of the rear areas of the listed building removes some parts of historical plan form such as the WCs and the caretaker's flat. While these contribute to the authenticity of the building, they are not key areas of significance that define the building's high heritage value. In our view a detailed recording exercise capable of capturing these areas before change is carried out will sustain the informative value of these areas for future reference. We have accordingly set out a recording condition in the associated letter of authorisation submitted herewith.

Taken as a whole we consider that the proposals present a new use for the site which, while bringing about a great deal of change, will preserve the high architectural value of the Vine Street elevation, key internal features of interest, the legibility of the site as a former department store, and significant areas of the back-of-house operations formerly found on site.

## Recommendation

Subject to the condition imposed in the attached letter of authorisation, and any your council may wish to implement in order to secure a high quality approach and execution, we are content for the application to be determined in accordance with national legislation and policy, and on the basis of your own specialist conservation advice.

It is not necessary to consult us again on this application. Please send us a copy of the decision notice in due course. This will help us to monitor actions related to changes to historic places.

Please note that this response related to historic building matters only. If there are any archaeological implications to the proposals it is recommended that you contact the Greater London Archaeological Advisory Service for further advice (Tel: 020 7973 3735).

#### UXBRIDGE LOCAL HISTORY AND ARCHIVE SOCIETY

We are concerned at the listed building part of the site and in particular the proposal to build a second floor extension or attic storey above the structure. Even though this will not be visible from the street we think it undesirable to extend the building in this way.

#### INTERNAL

#### URBAN DESIGN AND CONSERVATION OFFICER

#### BACKGROUND:

#### History, Listing and Conservation Area Status of Randalls Department Store

Randalls was built as a department store in 1938 to a striking modernist design, by William L. Eves, a well-known local architect. It is relatively small in size, being of two storeys with a tall tower feature, with projecting rectangular double turret on one corner. The building is narrow and linear in form, the horizontal emphasis of its design being accentuated by its flat roof, the bands of brown Carraraware on the cream faience of the front parapet and tower, the long canopy projecting over the pavement, and the continuous heads and sills of the windows at first floor. The department store was in the same family ownership and use throughout its existence, closing only in December 2014. As a result, the open character of the ground and first floors, the grand staircase and some of the original internal fittings still survive. The listing description identifies the reasons for its designation as being external and internal:

- Its Modernist design
- Its intact shop front and rare island display unit
- Its interior detail which, whilst quite plain, survives well and includes the cash desk, pneumatic tubes and functional delivery area features

The store was extended in the 1960's to the west with a single storey addition, with an upper storey added in the 1960's. The whole building was listed Grade II in 2010. The curtilage includes the former fire station, a very attractive red brick Victorian building (which is thus deemed to be listed Grade II) and the whole site has been included in the Old Uxbridge and Windsor Street Conservation Area.

#### Condition

The building was in good condition when it closed as Randalls Department Store in December 2014. After a flurry of commercial interest, it was bought by Inland Homes in the Spring of 2015 and has been in their ownership ever since. There is no evidence that



its condition has deteriorated in their care.

#### The Old Fire Station

This little Victorian building is listed by virtue of its location within the curtilage of Randalls. It also stands within the Old Uxbridge and Windsor Street Conservation Area. The building has been in use as a bicycle repair workshop, and its condition is considered to be fair. It is not known to have interior features of note, but it will be important to ensure that works to all surviving original features, and the reinstatement of former features, are carried out appropriately.

## 2. LISTED BUILDING PROPOSALS

#### The Proposed Demolitions

It is proposed to demolish and redevelop the post 1930's wing entirely and to demolish elements of the rear of the 1938 building, including the caretaker's flat, to create better separation distances for the blocks to the rear. Internal demolitions include the removal of the cash desk and pneumatic tube system (included specifically in the listing description as being of interest) from the ground floor, the relocation of the loading bay staircase, and the removal of some small internal rooms and cloakrooms.

#### The Proposed Internal Alterations

At ground floor, it is proposed to retain the shop frontage and island unit and keep the majority of the interior open plan at ground level, save for the insertion of a commercial kitchen along the rear wall, and the introduction of subdivisions to provide two storage rooms, two lift shafts, customer WCs and two studio flats at the rear.

At first floor, it is proposed to retain about a third of the area as open-plan commercial space, reached via the main staircase, while the remaining two-thirds would be subdivided into five studio flats and one two bed flat. On the roof, it is proposed to build an upper floor with five flats and a studio.

#### Commercial User

As any commercial use will have implications for the character of the interior of the listed building, it will be important to identify the user as soon as possible in the planning process.

It is understood that discussions have been taking place with a restaurateur, and the ground floor appears to have been set out to reflect their requirements, but there has been no confirmation of a formal arrangement.

## 3. LEVEL OF HARM AND PUBLIC BENEFIT

During the negotiations, the proposals have been modified to show a reduction in the numbers of second floor flats, and the relocation of their front walls to a position 3 metres behind the back of the tower, their terraces removed. The second floor would now be relatively unobtrusive in views from the street.

Also the retention of most of the ground floor and two-thirds of the upper floor for an open-plan commercial use has improved the ratio between commercial and residential. The subdivision of so much of the first floor into flats is an irreversible and destructive usage and it will lead to an individualism which will be very apparent in views of this robust building from the street. Although this element of the scheme is very much to be regretted, overall, it is considered that the proposals would lead to just less than substantial harm to the building's significance. This balance would be quickly lost however, if any subsequent

amendments were to lead to an increase in the residential elements of the scheme, greater subdivision of the interior or loss of more of the original fabric.

The NPPF para. 134 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 securing its optimum viable use."

There are only two potential areas of public benefit arising from this scheme: the proposed restaurant use, which would enable the public to access the building once again and enjoy its interior on both the ground floor and part of the first floor; and the repairs to the exterior, which would include the reinstatement of the clock. (NB Given that the building has been in the developer's ownership for most of the time it has been vacant, 'bringing it back into beneficial use' is not considered relevant in this case.) These two spheres of public benefit would just about justify the harm identified to the significance of the building.

A restaurant use could probably be considered as the 'optimum viable use', but if there is any change to this proposed use, this area of public benefit would be likely to be significantly reduced.

#### 4. CONDITIONS

In order to ensure that this delicate balance between the level of harm to the building's significance on the one hand, and the public benefit derived from the scheme on the other, is achieved, the following conditions are recommended:

##### A. Listed 'Randall's' Building

1. The lease with the restaurateur must be signed before any of the flats in the building, or on the wider site, are occupied.
2. Works to the building are to be finished to the satisfaction of the LPA, before any of the flats in this, or on the wider site, are occupied.
3. A detailed repairs schedule of the building to be drawn up with details of the repair works proposed, including those to the original windows and the canopy, this to be approved prior to commencement of any work on this, or the wider, site.
4. Detailed drawings and elevations, submitted as a new listed building consent application, will be required for the island kiosk, if this is to be brought into commercial use. This would need to be approved prior to the commencement of any use of this structure.
5. Details of the fixing shut of the existing shopfront door to be provided, this to be approved prior to commencement of any work on this, or the wider site.
6. A full plan and detailed elevational drawings are required of the building to show all service runs and outlets (including ventilation, flues, external and internal pipework) and alarms, cameras, etc., these to be approved prior to commencement of any work on this, or on the wider site.
7. A full plan to be provided of fireproofing and noise insulation, this to be approved prior to commencement of any work on this, or on the wider site.

8. Details of ground floor subdivisions and finishes required in drawing form, showing how they will relate to the retained original features, these to be submitted for approval prior to commencement of any work on this, or on the wider site.

9. Detailed drawings to be provided of the roof extension, to show roof details and finishes, materials and colours, this to be approved prior to commencement of any work on this, or on the wider site.

10. Full details of the reinstatement of the rear walls to be approved prior to the commencement of any work on this or the wider site. This should include brick samples, details of bonding patterns and pointing mix.

11. Fully detailed drawings at 1:20 of new windows, window heads and sills, rooflights, handrails and external doors to be approved prior to commencement of any work on this, or the wider, site.

12. Full details of the new clock to be provided at 1:20, and approved prior to commencement of any work on this, or the wider site.

13. All new commercial signage, and any proposed alteration to the shopfront, to be submitted as a separate planning application, this to be approved prior to the occupation of the commercial premises.

14. Full recording to be undertaken of the building, inside and out, to Level 2 standard, prior to the commencement of any work on this, or the wider site.

15. The cash desk to be saved and re-used elsewhere in the commercial premises, location to be agreed prior to commencement of works on this or the wider site.

#### B. The Old Fire Station

16. A detailed repairs schedule of the building to be drawn up with details of the repair works proposed, including those to the original windows, prior to commencement of any works on this, or the wider, site.

17. Fully detailed drawings at 1:20 of new windows, window heads and sills, rooflights, and external doors to be approved prior to commencement of any works on this, or the wider, site.

18. Details of how the listed buildings are to be kept secure during the building work around them. A management and maintenance plan will be required for the listed Randalls building.

(Officer comment: A head of term is attached to the S106 agreement required under the parallel planning application to address development phasing across the site, to ensure measures to protect and enhance the listed building are prioritised in the phasing of the development).

#### 4. **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

|         |   |
|---------|---|
| PT1.BE1 | (2012) Built Environment                        |
| PT1.E4  | (2012) Uxbridge                                 |
| PT1.E5  | (2012) Town and Local Centres                   |
| PT1.EM1 | (2012) Climate Change Adaptation and Mitigation |
| PT1.H1  | (2012) Housing Growth                           |
| PT1.HE1 | (2012) Heritage                                 |

Part 2 Policies:

|         |   |
|---------|---|
| BE1     | Development within archaeological priority areas  |
| BE10    | Proposals detrimental to the setting of a listed building   |
| BE11    | Proposals for the demolition of statutory listed buildings  |
| 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  |
| BE20    | Daylight and sunlight considerations.   |
| BE21    | Siting, bulk and proximity of new buildings/extensions.   |
| BE23    | Requires the provision of adequate amenity space.   |
| BE24    | Requires new development to ensure adequate levels of privacy to neighbours.  |
| BE26    | Town centres - design, layout and landscaping of new buildings  |
| BE27    | Advertisements requiring express consent - size, design and location  |
| BE28    | Shop fronts - design and materials  |
| BE29    | Advertisement displays on business premises   |
| BE3     | Investigation of sites of archaeological interest and protection of archaeological remains                                |
| BE38    | Retention of topographical and landscape features and provision of new planting and landscaping in development proposals. |
| BE4     | New development within or on the fringes of conservation areas  |
| BE8     | Planning applications for alteration or extension of listed buildings   |
| H4      | Mix of housing units  |
| H8      | Change of use from non-residential to residential   |
| LPP 5.7 | (2016) Renewable energy   |
| LPP 7.2 | (2016) An inclusive environment   |
| LPP 7.3 | (2016) Designing out crime  |
| LPP 7.5 | (2016) Public realm   |

|          |   |
|----------|---|
| LPP 7.8  | (2016) Heritage assets and archaeology  |
| LPP 8.2  | (2016) Planning obligations   |
| HDAS-LAY | Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006 |
| LDF-AH   | Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010    |
| SPD-PO   | Planning Obligations Supplementary Planning Document, adopted July 2008                                       |
| NPPF     | National Planning Policy Framework  |

## 5. MAIN PLANNING ISSUES

The site is within the Old Uxbridge Conservation Area. The Randalls building is grade II listed and forms a significant component in the Conservation Area. The building was listed in 2010 and the listing description clearly notes the reasons for its designation as:

- . its Modernist design
- . its intact shop front and rare island display unit
- . its interior detail, which whilst quite plain, survives well and includes the cash desk, pneumatic tubes and functional delivery area features.

Of particular relevance are Part 1 Policy HE1 and Saved Policies BE8, BE9, BE10, BE11 and BE12 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012). These seek to ensure that any development involving listed buildings or curtilage structures does not have any detrimental impact on the overall value of the structure or building.

Saved UDP Policies BE8 and BE9 state applications for planning permission to alter or extend statutory listed buildings will normally only be permitted if no damage is caused to historic structures. Any additions should be in keeping with other parts of the building and any new external or internal features should harmonise with their surroundings.

Policy BE10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that development proposals should not be detrimental to the setting of a listed building.

Policy BE11 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) sets out that the demolition of statutory listed buildings or walls will not be permitted unless it can be established that the building cannot reasonably be used or adapted in part or in total for a beneficial use and that every effort has been made to retain the building and its features of historic or architectural interest.

Saved UDP Policy BE12 states statutory listed buildings should, preferably remain in their historic use. Where planning permission is required, an alternative use will be permitted if it is appropriate to secure the renovation and subsequent preservation of the building, features of architectural or historic interest and setting.

London Plan Policy 7.8 states that development should value, conserve restore, re-use and incorporate heritage assets where appropriate.

The NPPF recognises at paragraph 126 that heritage assets are an irreplaceable resource and that they should be conserved in a manner appropriate to their significance.

In assessing the impact of the development on heritage assets, there are two main issues: the impact of the conversion and extension of the building and the impact on the setting of the listed buildings in terms of the location of the additional development. Any development would therefore be expected to address these matters.

As identified by Historic England in their listing of the Randalls building, the 1960's western extension does not contribute to the building's special interest, given that it is an addition of no real quality, entirely driven by the need for additional floorspace. It therefore provides a significant opportunity for redevelopment, to provide a building which enhances both the setting of the Listed Building and the character and appearance of the Conservation Area, while ensuring the 1930's building remains the most prominent feature. No objections are therefore raised to the demolition of the 1960's extension, subject to a satisfactory replacement.

With regard to the new build element of the scheme on the setting of the retained Randalls building, it is considered that the new addition to the corner of the Site (Block 2) has been designed so as to offset the listed building, respecting and reflecting its detailing, without competing with it, or seeking to slavishly copy its design.

It is considered that the Randall's building will be set within a run of vertically emphasised buildings, with a legible connection to the corner building, and the wider Randalls redevelopment site. The proposed corner block will act to reinforce, rather to compete with the quality and contribution of the Randall's building.

Internal demolitions within the Randalls building include the removal of the cash desk and pneumatic tube system (included specifically in the listing description as being of interest) from the ground floor, the relocation of the loading bay staircase, and the removal of some small internal rooms and cloakrooms.

At ground floor, it is proposed to retain the shop frontage and island unit and keep the majority of the interior open plan at ground level, save for the insertion of a commercial kitchen along the rear wall, and the introduction of sub divisions to provide two storage rooms, two lift shafts, customer WCs and two studio flats at the rear.

Historic England, in its letter dated 19 October 2016, states that taken as a whole it considers that the proposals present a new use for the site which, while bringing about a great deal of change, will preserve the high architectural value of the Vine Street elevation, key internal features of interest, the legibility of the site as a former department store, and significant areas of the back-of-house operations formerly found on site.

Since Historic England response the scheme has undergone further revisions to address officers' own concerns. During the negotiations, the proposals have been modified to show a reduction in the numbers of second floor flats, the relocation of their front walls to a position 3 metres behind the back of the tower and their terraces removed. It is considered that the second floor would now be relatively unobtrusive in views from the street. Also, the retention of most of the ground floor and more of the upper floor for an open-plan commercial use has improved the ratio between commercial and residential.

Nevertheless, any commercial use will have implications for the character of the interior of the listed building. As such officers stressed the importance of identifying the user as soon as possible in the planning process. The applicant has identified an end user for the ground and part of the first floor commercial element as a Class A3 use and the ground floor

appears to have been set out to reflect their requirements. The description of the development has been amended accordingly.

A restaurant use could be considered as the 'optimum viable use', given that it would enable the public to access the building once again and enjoy its interior on both the ground floor and part of the first floor.

The Urban Design and Conservation Officer notes that the subdivision of so much of the first floor into flats is an irreversible and destructive usage and it will lead to an individualism which will be very apparent in views of this robust building from the street. However, the Urban Design and Conservation Officer also notes that the retention of most of the ground floor and part of the upper floor for an open-plan commercial use has improved the ratio between commercial and residential. Although this element of the scheme is to be regretted, overall, it is considered that the proposals would lead to less than substantial harm to the building's significance.

The NPPF para. 134 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 securing its optimum viable use".

The Urban Design and Conservation Officer has identified two potential areas of public benefit from a heritage perspective arising from this scheme: the proposed restaurant use, which would enable the public to access the building once again and enjoy its interior on both the ground floor and part of the first floor; and the repairs to the exterior, which would include the reinstatement of the clock. Other public benefits would include the repairs to the exterior, which would include the reinstatement of the clock and continued beneficial use of the listed building. The Urban Design and Conservation officer considers that in balance, the public benefit would justify the harm identified to the significance of the building.

Within the wider site, the proposed development of two further blocks, one to the rear of the Old Fire Station, and one in the south east corner will be of high quality. Visualisations have demonstrated that the proposed blocks 4 and 5 to the rear, even at 6 storeys in the case of Block 5, would not be visible from Vine Street above the Randall's building, and would be viewed only from surrounding office buildings, the site's entrance on Cricketfield Road and from within the site itself. In all of these views, a clear distinction between the listed building and the remainder of the development would be apparent, with the Randall's building appearing as a characterful feature within a new courtyard space.

Randall's loading bay and historic circulation patterns would remain legible through the retention of this courtyard, while the new elements would serve to step the scale of the site up in reference to large nearby office buildings.

Following negotiations with officers, it is proposed to retain the Old Fire Station building and convert this building into 3 duplex flats. It is noted that The Old Fire Station has been altered over its existence, both internally and externally. The only surviving features to the front elevation are the first storey windows and their lintels; the original doors have been infilled and replaced. It is proposed to restore the Old Fire Station's main facade to much of its original appearance, reinstating the three main fire doors (as fixed, framed window features), in

addition to the original signage. It is considered that this would be an enhancement to the significance of this curtilage listed building, in addition to providing an enhancement to the

character and appearance of the Old Uxbridge/Windsor Street Conservation Area.

## CONCLUSION

In conclusion, on balance the enhancements to heritage significance delivered by the proposed development will outweigh the identified harm. The proposed enhancements to the Randalls building are a material consideration. The proposed development would enhance the character and appearance of the Conservation Area, and the significance of the Grade II listed Randalls building would be preserved. Similarly, the settings of the surrounding listed buildings would be preserved. The proposed development will enable a long term viable and sustainable use for the site to be secured, and will enable a number of heritage enhancements. As such, the proposed development is acceptable in heritage terms, in compliance with relevant London Plan and local heritage policies and the NPPF.

## 6. RECOMMENDATION

### **APPROVAL subject to the following:**

#### **1 LB1 Time Limit (3 years) - Listed Building 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 LB10 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 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **3 LB11 Further Details (Listed Buildings)**

Detailed drawings or samples of materials, as appropriate, in respect of the following shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of the work is begun:

- (a) railings
- (b) gates
- (c) joinery.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **4 LB12 Hidden Features**

Any hidden historic features which are revealed during the course of works shall be



retained in situ, work suspended in the relevant area of the building and the Council as local planning authority notified immediately. Provision shall be made for the retention proper recording, as required by the Council.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policies BE8, BE 9, BE 10 and BE11 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**5 CAC2 Demolition - requirement for development contract**

The lease with the restaurateur must be signed before any of the flats in the Randall's building, or on the wider site, are occupied.

**REASON**

To ensure that premature demolition does not occur in accordance with Policies BE8, BE 9, BE 10 and BE11 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**6 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. 41309/APP/2016/3391] has been made.

**REASON**

To ensure that premature demolition does not occur in accordance with Policy BE4 and BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**7 LB2 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 6 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 Local Plan: Part Two Saved UDP Policies (November 2012).

**8 LB3 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 Policies BE8, BE 9, BE 10 and BE11 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**9 LB4 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. The cash desk to be saved and re-used elsewhere in the commercial premises, location to be agreed prior to commencement of works on this or the wider site.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance

with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**10**        LB6            Inspection of the building prior to demolition

Prior to alteration or demolition, the (building/feature) should be recorded to Level (2) as defined by Historic England and following agreement with LBH and where appropriate Historic England , copies of the document sent to the Uxbridge Local History Library archive and English Heritage for inclusion in the London Heritage Environment Record.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**11**        LB7            Inspection of the building prior to works

Where works involve opening up prior to a final decision on works of removal, alterations or restoration, the Local Planning Authority shall be notified and allowed to inspect prior to the execution of final proposals.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**12**        LB8            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 and retained in situ until works are completed.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**13**        LB9            Samples of materials

Samples of all materials and finishes to be used for all external surfaces of the building, including the erection of a sample panel, shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of the work is begun.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**14**        NONSC        Non Standard Condition

No part of the residential development (new build or conversion) shall be occupied until the completion of the works to the listed building are finished to the satisfaction of the Local Planning Authority.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**15**        NONSC        Non Standard Condition

A detailed repairs schedule of the building to be drawn up with details of the repair works

proposed, including those to the original windows and the canopy, this to be approved prior to commencement of any work on this, or the wider site.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

**16 NONSC Non Standard Condition**

Detailed drawings or samples of materials, as appropriate, in respect of the following shall be submitted to and approved in writing by the Local Planning Authority prior to the development hereby approved commencing on site

- (i) Details of the fixing shut of the existing shopfront door
- (ii) Full details and plans to be provided of fireproofing and noise insulation
- (iii) Details of ground floor subdivisions and finishes in drawing form, showing how they will relate to the retained original features
- (iv) Detailed drawings of the roof extension, to show roof details and finishes, materials and colours
- (v) Fully detailed drawings at scale 1:20 of new windows, window heads and sills, rooflights, handrails and external doors
- (vi) Full details of the new clock to be provided at scale 1:20

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

**17 NONSC Non Standard Condition**

Full details of the reinstatement of the rear walls to be approved prior to the commencement of any work on this or the wider site. This should include brick samples, details of bonding patterns and pointing mix.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**18 NONSC Non Standard Condition**

A detailed repairs schedule of the The Old Fire Station building to be drawn up with details of the repair works proposed, including those to the original windows, prior to commencement of any works on this, or the wider, site.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**19 NONSC Non Standard Condition**

Fully detailed drawings at 1:20 of new windows, window heads and sills, rooflights, and external doors for the Old Fire station Building to be approved prior to commencement of any works on this, or the wider, site.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **20 NONSC Non Standard Condition**

A detailed repairs schedule of the building to be drawn up with details of the repair works proposed, including those to the original windows and the canopy, this to be approved prior to commencement of any work on this, or the wider, site.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **21 NONSC Non Standard Condition**

Detailed drawings and elevations, submitted as a new listed building consent application, will be required for the island kiosk, if this is to be brought into commercial use. This would need to be approved prior to the commencement of any use of this structure.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **INFORMATIVES**

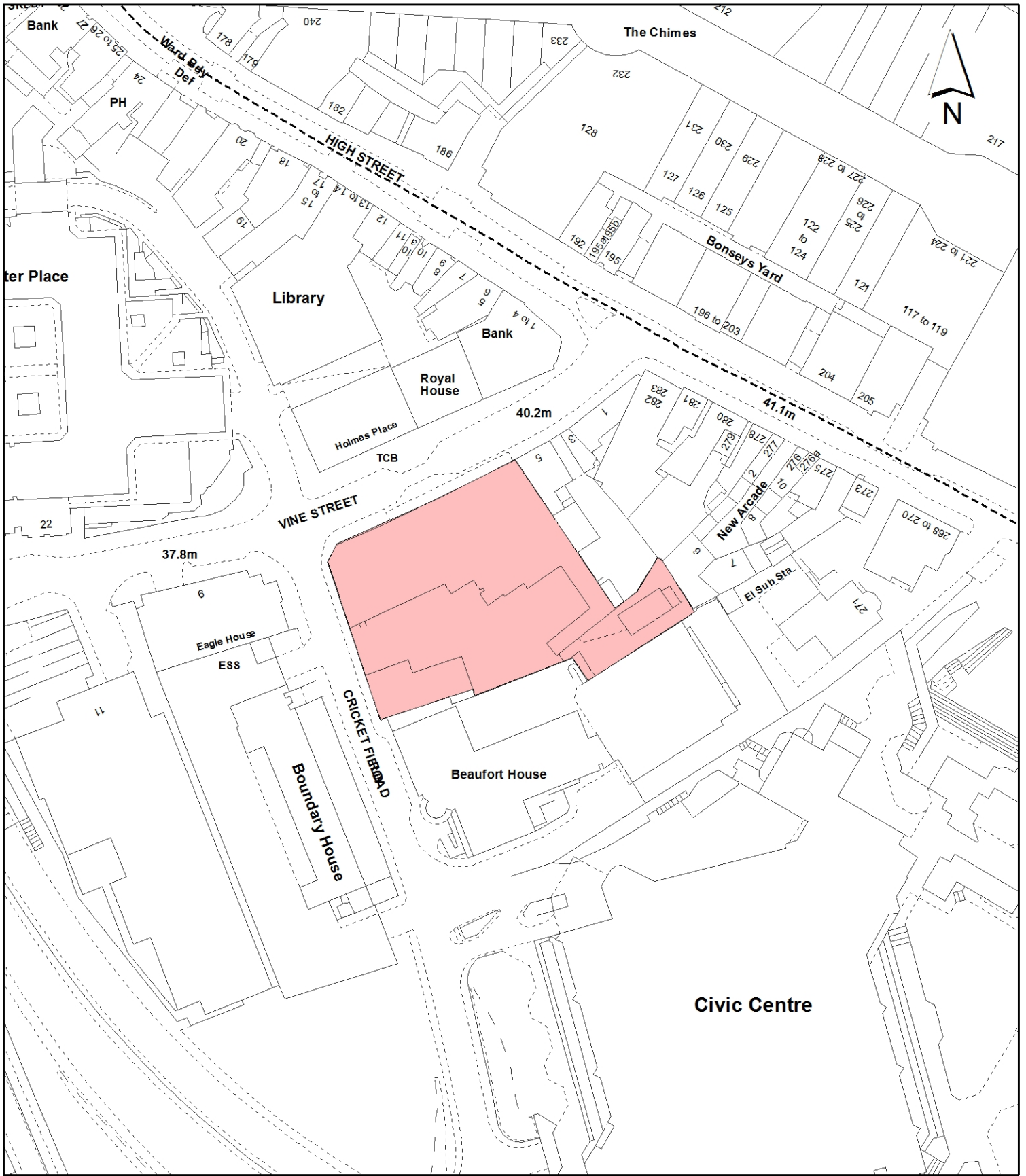
- 1** The decision to GRANT Listed Building Consent has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, 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** 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) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

- BE1 Development within archaeological priority areas
- BE10 Proposals detrimental to the setting of a listed building
- BE11 Proposals for the demolition of statutory listed buildings
- 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
- BE20 Daylight and sunlight considerations.

|         |   |
|---------|---|
| BE21    | Siting, bulk and proximity of new buildings/extensions.   |
| BE23    | Requires the provision of adequate amenity space.   |
| BE24    | Requires new development to ensure adequate levels of privacy to neighbours.  |
| BE26    | Town centres - design, layout and landscaping of new buildings  |
| BE27    | Advertisements requiring express consent - size, design and location  |
| BE28    | Shop fronts - design and materials  |
| BE29    | Advertisement displays on business premises   |
| BE3     | Investigation of sites of archaeological interest and protection of archaeological remains                                |
| BE38    | Retention of topographical and landscape features and provision of new planting and landscaping in development proposals. |
| BE4     | New development within or on the fringes of conservation areas  |
| BE8     | Planning applications for alteration or extension of listed buildings   |
| H4      | Mix of housing units  |
| H8      | Change of use from non-residential to residential   |
| LPP 5.7 | (2016) Renewable energy   |
| LPP 7.2 | (2016) An inclusive environment   |
| LPP 7.3 | (2016) Designing out crime  |
| LPP 7.5 | (2016) Public realm   |
| LPP 7.8 | (2016) Heritage assets and archaeology  |
| LPP 8.2 | (2016) Planning obligations   |
| HDAS-LA | Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006             |
| LDF-AH  | Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010                |
| SPD-PO  | Planning Obligations Supplementary Planning Document, adopted July 2008   |
| NPPF    | National Planning Policy Framework  |

**Contact Officer:** Karl Dafe

**Telephone No:** 01895 250230



**Notes:**

 Site boundary

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Site Address:

**Randalls  
 7-9 Vine Street**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111

Planning Application Ref:  
**41309/APP/2016/3392**

Scale:  
**1:1,250**

Planning Committee:  
**Major**

Date:  
**March 2017**

