

Report of the Head of Planning & Enforcement

Address HAREFIELD PLACE THE DRIVE ICKENHAM

Development: The refurbishment, alteration and change of use of Harefield Place to a care home (Use Class C2), provision of ancillary amenity space and car parking (involving the demolition of existing office extensions) (Application for Listed Building Consent).

LBH Ref Nos: **12571/APP/2010/355**

Drawing Nos: 12774/1
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5763-PL-003/C
5763-PL-004/D
5763-PL-005/C
5763-PL-008/D
5763-PL-009/D
5763-PL-001
2656/01/B (Landscape masterplan)
5763 (Illustrative Drawing Brochure)
Planning Statement
Design and Access Statement
Historic Buildings Report
Arbo. Impacts assessment and Tree survey
Energy Assessment
Ecological Assessment

Date Plans Received: 16/02/2010

Date(s) of Amendment(s):

Date Application Valid: 16/02/2010

1. CONSIDERATIONS

1.1 Site and Locality

The original house is grade II listed and dates from the late 18th century. It comprises a building of 2 storeys, an attic plus basement. The centre block is 8 windows wide, with 3 windows wide projecting end pavilions. It is constructed of stock brick with a stone cornice and stone-coped parapet concealing hipped slate roofs with a modern cupola. There are gauged, near-flat brick arches to the sash windows (all modern) with glazing bars and a central Doric porch. Below this is a two leaf, 6-panel double door with elliptical patterned fanlight over. The garden front has a 7-window centre block with stepped, set-back side wings of 2 and 3 bays and stone pilasters to the corners. There is a segmental one-storey bow to the right of centre and a number of dormers to the roof.

The building is sited within landscaped grounds of approximately 10 acres. This falls dramatically away to the south west (garden front) and rises up to a plateau to the north east, beyond the main front of the building. Some remnants of early landscaping remain, including a large informal pond located to the north east of the house. There are a large number of trees on the site which are protected by Tree Preservation Order No. 236.

The site is located within the Green Belt, the Colne Valley Regional Park and falls within a Nature Conservation Site of Borough or grade II Local Importance.

1.2 Proposed Scheme

Planning permission is sought to develop the site as a residential care home to provide for older people. The development will involve the conversion of the existing historic main building and the replacement of the existing annexe with a new extension, to provide a total of 108 suites.

The proposed new annexe is designed as a three storey quadrangle building, formed

around an interior courtyard, located in broadly the same position as the existing extension to the main house.

The accommodation will comprise 63 assisted living units, 30 dementia care units and 15 nursing units. The proposals also include community and communal space in the form of living rooms on most floors, informal seating areas and dining rooms. Support facilities, including laundries, management offices, storage, kitchens, and staff accommodation are also provided within the scheme.

The application and the accompanying planning application are supported by a number of reports that assess the impact of the proposal. A summary and some key conclusions from these reports which are relevant to the listed building consent application are provided below:

- Planning Statement

The statement describes the development and provides a policy context and planning assessment for the proposal. The statement concludes that the proposal represents an efficient use of this previously developed site, providing much needed specialised housing for the elderly and would be sensitively developed, with minimal alterations to the Grade 2 listed building. The annex would be carefully designed to respect the setting of the listed building and cause no adverse impacts on the Green Belt and ecology of the area.

- Design and Access Statement

This report outlines the context for the development and provides a justification for the design, number of units, layout, scale, landscaping, appearance and access for the proposed development.

- Arboricultural Impacts Assessment and Tree Survey

The Assessment concludes that trees to be removed are of poor quality and their removal would not represent a loss to public amenity. New tree planting would contribute to the setting of the listed building, while the protection of retained trees during construction can be achieved by following recognised standards and compliance with conditions..

- Energy Assessment

The assessment concludes that the use of biomass boilers will provide the majority of the heating energy for the heating and domestic hot water systems to achieve significant renewable energy targets and reductions in carbon emissions.

- Ecological Baseline Report

The Report includes an extended Phase 1 survey. A desk study was also carried out. The report confirms the potential presence of nesting birds, bat roosts, great crested newts and invasive plant species. The report recommends additional great crested newt, bat and schedule 9 plant surveys are carried out.

- Historic Building Report

The report provides an historic context for the listed building and ground. It provides an assessment of the internal spaces, the internal fabric and structure, interior decoration and character, exterior structure and fabric and building form and character. The appendix contains key demolition plans.

1.3 Relevant Planning History

12571/H/78/2133 Harefield Place The Drive Ickenham
Listed building consent to develop/alter

Decision Date: 17-08-1979 **Approved** **Appeal:**

12571/J/78/2132 Harefield Place The Drive Ickenham
Office development - 1,351 sq.m (Full)

Decision Date: 17-08-1979 **Approved** **Appeal:**

12571/K/79/0508 Harefield Place The Drive Ickenham
Residential development - House conversion (Full)

Decision Date: 25-07-1979 **Approved** **Appeal:**

12571/L/79/0509 Harefield Place The Drive Ickenham
Change of use from residential accommodation for staff of former U.C. Hospital to private dwelling

Decision Date: 25-07-1979 **Approved** **Appeal:**

12571/Q/80/1291 Harefield Place The Drive Ickenham
Residential development - 1 unit (Full)

Decision Date: 24-09-1980 **Approved** **Appeal:**

12571/S/81/0225 Harefield Place The Drive Ickenham
Residential development - 1 unit (Full)

Decision Date: 28-05-1981 **Approved** **Appeal:**

12571/W/81/0467 Harefield Place The Drive Ickenham
Listed building consent to develop/alter

Decision Date: 28-08-1981 **Approved** **Appeal:**

Comment on Planning History

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date:- Not applicable

2.2 Site Notice Expiry Date:- 24th March 2010

3. Comments on Public Consultations

EXTERNAL:

ENGLISH HERITAGE

Summary

The original house that constitutes this Grade II listed building dates from the late C18th, but has undergone substantial alteration throughout its history. It currently functions as a company headquarters and this application proposes changes to form a care home. The office use has an associated attached extension, executed in the 1980s. The current

proposal would remove and replace this with a large new extension suitable for residential care.

English Heritage Advice

English Heritage do not object to the principle of the change of use. Furthermore, it is considered that the existing 1980s crescent extension could be removed and replaced providing that the works resulted in an improved arrangement. This should be an opportunity to achieve a new design that would constitute a better relationship with the listed building.

The proposed extension is significantly more extensive than the existing, and in the consideration of English Heritage would therefore by virtue of its scale, bulk and massing, and its junctioning with the principle listed building, cause detriment to the setting of the main house.

Recommendation

The recommended advice of English Heritage is that the proposal would cause harm to the setting of the listed building given its scale, and that the application therefore should be considered unacceptable and an improved scheme negotiated.

We would welcome the opportunity of advising further as the implications of this application are significant and we are unable to direct as to the granting of listed building consent at this stage. Please consult us again if any additional information or amendments are submitted.

Please note that this response related to historic building matters only.

INTERNAL:

CONSERVATION OFFICER

PROPOSAL: Conversion of existing office (original building) and new build annex for use as a care home.

BACKGROUND: The site is located within the Green Belt, the Colne Valley Regional Park and falls within a Nature Conservation Site of Borough or grade II Local Importance.

The original house is grade II listed and dates from the late 18th century. It comprises a building of 2 storeys, an attic plus basement. The centre block is 8 windows wide, with 3 windows wide projecting end pavilions. It is constructed of stock brick with a stone cornice and stone-coped parapet concealing hipped slate roofs with a modern cupola. There are gauged, near-flat brick arches to the sash windows (all modern) with glazing bars and a central Doric porch. Below this is a two leaf, 6-panel double door with elliptical patterned fanlight over. The garden front has a 7-window centre block with stepped, set-back side wings of 2 and 3 bays and stone pilasters to the corners. There is a segmental two-storey bow to the right of centre and a number of dormers to the roof.

The building fell into a derelict state and was extensively repaired and rebuilt in the 1980s when the modern curved 2 storey office addition (over an extensive basement) was constructed. The house currently appears to be in a very good state of repair.

The building is sited within landscaped grounds of approximately 10 acres. This falls dramatically away to the south west (garden front) and rises up to a plateau to the north east, beyond the main front of the building. Some remnants of early landscaping remain, including a large informal pond located to the north east of the house.

The existing modern curved addition, over a basement, is of very good quality in design terms and sits comfortably with the house. No objection would, however, be raised in principle to its demolition, provided that proposed in its place was of a similar, or preferably, better quality.

CONSIDERATION: The application is supported by an historic buildings assessment, which includes some useful information, but no details of the original appearance or layout of the house, for example, historic photos and old OS maps (which would also illustrate the position and footprint of garden features and outbuildings) and marked up floor plans illustrating the existing original walls.

It would also have been helpful if the proposed and survey drawings were of the same scale, and if the site survey covered the same area as the site proposal drawings. The proposal drawings for the listed building are also of a small scale given the size of the project and could be more detailed in terms of indicating the retention of existing features and new works.

In terms of the proposals, we are concerned that the proposed annex would be considerably larger and more extensive in footprint than the existing addition. Overall, because of its height, bulk and massing, it would not appear as a secondary element to the original house. Its positioning with regard to the end (northern) elevation of the house would also result in this part of the house being partially obscured. The addition would also sit uncomfortably close to the boundary of the site to the north-west, potentially creating a rather cramped appearance to this part of the site.

The garden frontage is one of the most prominent features of the existing house and the relationship of the proposed addition to this elevation is of concern. Whilst the addition would be set back, given its length and height, the latter emphasised by the very prominent mansard roof (with almost vertical lower section), over large dormer windows and projecting symmetrical three storey element, it would appear rather as a second house than an addition to the original.

The current addition is in the form of a crescent above basement level, giving the original house prominence when viewed from the south and west. It should be noted that this elevation is visible from long views into the site e.g. from the A40. This unusual form also ensures that the later addition recedes in views of the main frontage from the entrance road.

In terms of internal changes to the listed building, there appears to be the partial loss of some original internal walls within and adjacent to the corridors at ground and first floors; between two of the first floor bedrooms and a small area at second floor-although this area has been radically altered. Ideally, the new curved partitions within the proposed café bar at ground floor should also reflect the more traditional linear corridor layout that exists elsewhere in the house. These matters could, however, be overcome by some minor revisions. Further details of the works to raise the floor level of the attic should be provided at the application stage together with cross-sections of the proposed stairwells and new lift shaft.

It appears that the whole roof of the main part of the listed building is proposed to be raised (approx 600mm) and extended to the north-west. This would create an over large and significantly more prominent roof form than currently exists and would also make the modern cupola, which houses the lift motor room, more noticeable. No justification has been given for this work. Whilst the roof is a modern structure, the additional bulk and extended form as proposed, would negatively impact on the appearance of the historic building and blur the roof form between the main structure and the wing. This work would not be acceptable in listed building terms.

The proposed additional dormers to the garden front, whilst acceptable in listed building terms, are shown on the floor plan but not the proposed elevational drawings. The new dormer to south-east elevation, whilst also considered acceptable in principle, is shown in a different position on the proposed elevation to that of the proposed floor plan. The removal of the escape stair on the garden front is to be welcomed.

The new entrance link between the existing and proposed structures should not encroach any further across the elevation of listed building than at present. The design of this element is important and its stepped form and poor detailing are of concern. The current brick archway is a more convincing link.

A terrace has been proposed to the garden front, the appropriateness of which would need to be assessed by the Councils landscape architect, although few details have been provided of this feature and nothing with regard to its design rationale. The position of the current terrace may well reflect the position of the lost raised arcaded feature to this side of the building.

Within the grounds a new plant room/building has been proposed details of this have not been provided.

Improvements to the landscaping around the entrance to the house and within the forecourt area are to welcomed, ideally, more soft landscaping should be sought to soften the appearance of the other existing parking areas, particularly those closest to the house. The true impact of the new light well to the dementia unit within the front forecourt area is not shown on the layout plans. The grading of the land beyond the retaining wall as shown in the cross-section would result in a wide light well. This would cut onto the forecourt and reveal the elevation of the new addition to almost full height, which would be visible against the listed building. This would have a negative impact on the setting of the listed structure.

Proposals for the restoration of the garden should be required as part of the scheme, at present the landscape proposals appear rather sketchy.

CONCLUSION: Not acceptable, the new addition because of its size and design would be detrimental to the immediate and wider setting of the listed building and the proposed works to the listed building, in particular works at roof level, would have a negative impact on its historic fabric, form and overall appearance.

4. UDP / LDF Designation and London Plan

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

Part 1 Policies:

Part 2 Policies:

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
BE8	Planning applications for alteration or extension of listed buildings
BE9	Listed building consent applications for alterations or extensions

5. MAIN PLANNING ISSUES

The site does not fall within an archaeological priority area, conservation area or area of special character. However, the original house is grade II listed and dates from the late 18th century.

Of particular relevance are Saved Policies BE8, BE9, BE10, BE11 and BE12 of the UDP. 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. In assessing the impact, there are two main issues: the impact of the conversion of the house and the impact on the setting of the listed building in terms of the location of the new annexe.

In addition, Policies BE13 and BE19 of the UDP attempt to ensure that new development makes a positive contribution to the character and amenity of the area in which it is proposed. Policy BE13 states that, in terms of the built environment, the design of new buildings should complement or improve the character and appearance of the surrounding area and should incorporate design elements which stimulate and sustain visual interest. Policy BE38 of the UDP requires new development proposals to incorporate appropriate landscaping proposals.

The Design and Access Statement demonstrates that the proposal has emerged from a clear design process, which comprises a site evaluation, a historic building report and a consideration of planning history. The Conservation Officer notes however, that the Historic Buildings Assessment, although including some useful information, lacks details of the original appearance or layout of the house, or marked up floor plans illustrating the existing original walls.

The existing modern curved addition, over a basement, is in the view of the Conservation Officer, of very good quality in design terms and sits comfortably with the listed house. This view is largely shared by the Mayor, who considers that although the 1980's annexe has limited architectural merit, it has a quiet appearance and its form is subservient to the Grade 2 listed building. No objection would, however, be raised in principle to its demolition, provided that what is proposed in its place is of a similar, or preferably, better quality. This latter view is shared by English Heritage, which states that the existing 1980's crescent extension could be removed and replaced, providing that the works resulted in an improved arrangement. This should be an opportunity to achieve a new design that would constitute a better relationship with the listed building.

In terms of the proposals, no objections are raised to the principle of the proposed change of use of the main listed building from offices to a residential care home, as this would secure its long term active use, as promoted by PPS5 and in compliance with Saved Policy BE12 of the UDP.

However, the Conservation Officer, English Heritage and the Mayor all raise concerns that the proposed annex would be considerably larger and more extensive in footprint than the existing addition. Whilst the new annex building incorporates architectural features such as brick pediments, rendered columns and bay windows, (in an attempt to mirror the appearance of the main building), it is considered that the resultant form does not appear sufficiently subservient to the original listed building. Because of its height, bulk and massing, it would not appear as a secondary element to the original house.

Its positioning with regard to the end (northern) elevation of the house would also result in this part of the house being partially obscured.

The garden frontage is one of the most prominent features of the existing house and concerns have been raised by the Conservation Officer regarding the relationship of the proposed addition to this elevation. The height of the new annex would be emphasised by the very prominent mansard roof (with vertical lower section), over large dormer windows and the asymmetrical three storey element. At present, the current addition recedes above basement level, giving the house prominence when viewed from the south west. By contrast, it is considered that the proposed annex block would be prominent and overly dominant. Whilst the new annex would be set back, given its length and height, it would appear rather as a second house than an addition to the original listed building. This view is shared by the Mayor, who notes that whilst the overall height of the new building is lower than the listed building, the scale and extent of the proposed mansard roof is considered excessive when compared to the main building, which is partially hidden behind the parapet and includes significantly smaller dormer windows.

With regard to the internal alterations of the listed building, the Conservation Officer notes that there appears to be the partial loss of some original internal walls to the corridors at ground and first floors; between two of the first floor bedrooms and a small area at second floor, although this area has already been radically altered. However, the Conservation Officer considers that these matters could be overcome by some minor revisions. In addition, further details of the works to raise the floor level of the attic, together with cross-sections of the proposed stairwells and new lift shaft would be required. There are also minor discrepancies between the floor plans and elevations which would need to be rectified.

However, of more concern are the works to the roof of the main listed building. It appears that the whole roof of the main part of the listed building is proposed to be raised by approximately 600mm and extended to the north-west. The Conservation Officer considers that this would create an over large and significantly more prominent roof form than currently exists and would also make the modern cupola, which houses the lift motor room, more noticeable. It is noted that no justification has been given for this work and whilst the roof is a modern structure, it is considered that the additional bulk and extended form of the roof as proposed, would negatively impact on the appearance of the historic building. This work would also blur the roof form between the main structure and the proposed annex. This work would therefore not be acceptable in listed building terms.

Whilst the removal of the escape stair on the garden front is welcomed, the design of the new entrance link between the existing and proposed structures with its stepped form and poor detailing is of concern. The Conservation Officer advises that this link should not encroach any further across the elevation of listed building than at present.

Within the grounds a new plant room/building has been proposed. However, details of this

have not been provided and its impact on the setting of the listed building cannot therefore be assessed at this stage. In addition, the true impact of the new light well to the dementia unit within the front forecourt area is not shown on the layout plans. The grading of the land beyond the retaining wall as shown in the cross-section would result in a wide light well. This would cut onto the forecourt and reveal the elevation of the new addition to almost full height, which would be visible against the listed building. It is considered that this would have a negative impact on the setting of the listed structure.

In conclusion, the Conservation Officer considers that the scheme is unacceptable in listed building terms, as the proposed annex would be detrimental to the immediate setting of the listed building. In addition, the proposed works to the listed building, in particular works at roof level, would have a negative impact on its historic fabric, form and overall appearance. English Heritage conclude that the proposed annex would cause harm to the setting of the listed building, given its scale, and that the application therefore should be considered unacceptable and an improved scheme negotiated. The Mayor considers that the proposed annex has failed to respect the listed building in terms of scale, height and alignment. This is contrary to Saved Policies BE8 and BE10 of the Hillingdon Unitary Development Plan (September 2007).

6. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed annex building, by virtue of its size, siting and design would be detrimental to the immediate and wider setting of the listed building. In addition, the proposed works to the listed building, in particular works at roof level, would have a negative impact on its historic fabric, form and overall appearance, contrary to Policies BE8 and BE10 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

INFORMATIVES

1 The decision to REFUSE 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 REFUSE 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.

BE10 Proposals detrimental to the setting of a listed building

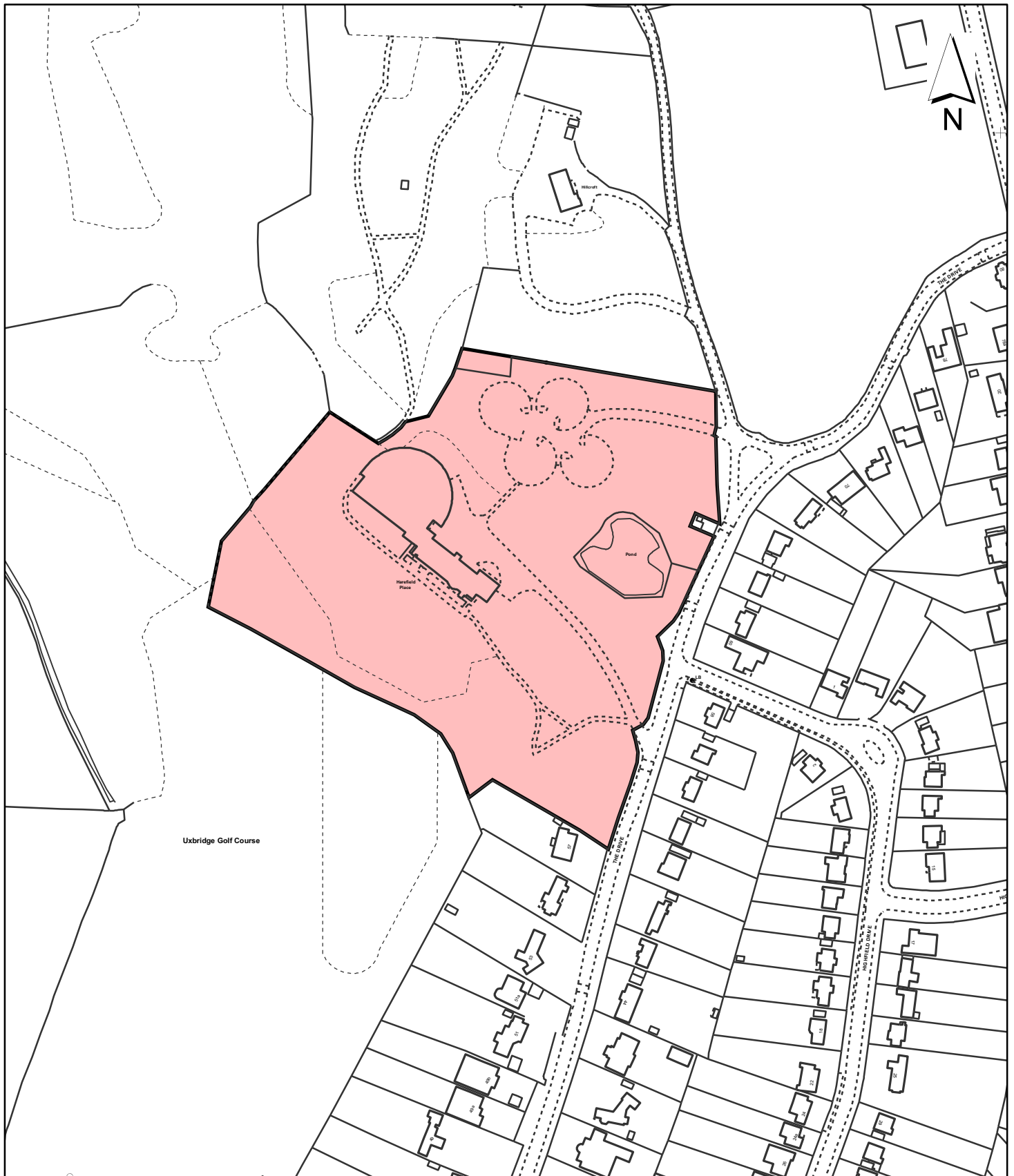
BE11 Proposals for the demolition of statutory listed buildings

BE12 Proposals for alternative use (to original historic use) of statutorily listed buildings


- BE8 Planning applications for alteration or extension of listed buildings
- BE9 Listed building consent applications for alterations or extensions

Contact Officer: Karl Dafe

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Notes

 Site boundary

For identification purposes only.

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Site Address

**Harefield Place
The Drive
Ickenham**

**LONDON BOROUGH
OF HILLINGDON
Planning &
Community Services**

Civic Centre, Uxbridge, Middx. UB8 1UW
Telephone No.: Uxbridge 250111

Planning Application Ref:

12571/APP/2010/355

Scale

1:2,500

Planning Committee

North

Date

April 2010



HILLINGDON
LONDON