

Item No.	Report of the Head of Planning, Transportation and Regeneration	
Address	THE ANGEL PH, 697 UXBRIDGE ROAD HAYES	
Development:	Proposed change of use from Public House to Place of Worship and Community Centre with associated internal and external works (Application for Listed Building Consent)	
LBH Ref Nos:	6270/APP/2021/3878	
Drawing Nos:	786_HMC_SU_050_SITE LOCATION PLAN 786_HMC_SU_100_EXISTING SITE PLAN 786_HMC_SU_104_EXISTING 3D VIEWS 786_HMC_SU_105_EXISTING 3D CUT VIEWS 786_HMC_SU_106_3D SITE PLAN 786_HMC_PP_200_PROPOSED BASEMENT GROUND FIRST FLOOR 786_HMC_PP_201_PROPOSED SECOND FLOOR ROOF PLANS 786_HMC_PP_202_PROPOSED ELEVATIONS SECTIONS. 786_HMC_PP_203_PROPOSED 3D VIEWS. 786_HMC_PP_204_PROPOSED 3D CUT VIEWS 786_HMC_PP_210_PROPOSED SITE PLAN Heritage Assessment Part 1 (dated 27 April 2020) Scope of Heritage Works	
Date Plans Received:	16/10/2021	Date(s) of Amendment(s):
Date Application Valid:	25/11/2021	

1. CONSIDERATIONS

1.1 Site and Locality

The existing building is a Grade II listed public house which dates from the 1920s. The current Angel pub relates to a historic pub known as The Angel Inn which was located in Hayes End prior to the suburbanisation of the Hayes area.

The existing pub building was designed by a notable 'pub' Architect, Thomas Henry Nowell Parr for Fuller's brewery. The building design shows influence from the Arts and Crafts style. It is two and a half storeys in height, with rooms contained within the attic space. Whilst it has benefited from some alterations and extensions notably in the 1930's and 70s, it has retained much of its original form and 1920's interiors.

The public house is sited at the back edge of the pavement and has various extensions, structures and outbuildings at the side and rear. On the ground floor are two saloon bar areas, a restaurant area and a main public bar area. These are located around a central bar/ servery with internal office and central staircase to the upper floors. On the first floor are 4 bedrooms, a meeting room, large communal kitchen, a bathroom and two separate WCs. There are three further bedrooms on the second floor.

Limited car parking is provided in the rear and side yard areas which is accessed from Angel Lane and Uxbridge Road.

The Historic England listing makes reference to the following key characteristics as the reasons for designation:

- Architectural quality: a subtly distinguished, Arts and Crafts-influenced design by one of the leading pub architects of the early/mid-C20;
- Planning interest: the compartmental plan marks the diversification and careful separation of functions typical of the 'improved' or 'reformed' public house;
- Intactness: the building is very well preserved both within and without, with the original 1920s interior - including rare features like the off-sales compartment and manager's office - surviving exceptionally well.

1.2 Proposed Scheme

The proposed development seeks a change of use of the current building from a public house to a place of worship and community centre. To facilitate this change of use internal and external works are proposed to the listed building which are discussed in more detail below in Section 5 of this report.

It should be noted that there is an associated planning application for the proposed change of use and associated works also on this Committee agenda (ref. 6270/APP/2021/3877).

1.3 Relevant Planning History

6270/APP/2015/2454 The Angel Ph, 697 Uxbridge Road Hayes

Partial re-build of single storey flat roof side/rear extension

Decision Date: 04-12-2015 Approved **Appeal:**

6270/APP/2015/2455 The Angel Ph, 697 Uxbridge Road Hayes

Partial re-build of single storey flat roof side/rear extension, re-roofing of rear outbuilding and internal works to bar (Listed Building Consent).

Decision Date: 04-12-2015 Approved **Appeal:**

6270/APP/2019/1772 The Angel Ph, 697 Uxbridge Road Hayes

Installation of CCTV and intruder alarm systems (Application for Listed Building Consent)

Decision Date: 21-04-2020 Refused **Appeal:**

6270/APP/2019/1880 The Angel Ph, 697 Uxbridge Road Hayes

Change of use from Public House (Use Class A4) to Islamic Community Centre (Use Class D1) on the ground floor and House of Multiple Occupation use (Use Class C4) on first and second floors (AMENDED SEPTEMBER 2019 to reduce the internal alterations proposed).

Decision Date: 17-10-2019 Withdrawn **Appeal:**

6270/APP/2019/1881 The Angel Ph, 697 Uxbridge Road Hayes

Change of use from Public House (Use Class A4) to Islamic Community Centre (Use Class D1) on the ground floor and House of Multiple Occupation use (Use Class C4) on first and second floors (Application for Listed Building Consent - AMENDED SEPTEMBER 2019 to reduce the

internal alterations proposed).

Decision Date: 17-10-2019 Withdrawn **Appeal:**
6270/APP/2021/3877 The Angel Ph, 697 Uxbridge Road Hayes
Proposed change of use from Public House (Sui Generis) to Place of Worship (Use Class F.1(f)) and Community Centre (Use Class F.2(b))

Decision Date: **Appeal:**

Comment on Planning History

As noted above, this application has been submitted in conjunction with an application for planning permission (ref. 6270/APP/2021/3877).

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date:- 21st January 2022

2.2 Site Notice Expiry Date:- 21st January 2022

3. Comments on Public Consultations

A total of 260 adjoining and nearby neighbouring properties were consulted by letter on 03 December 2021. Site notices were displayed in the vicinity of the site on 29 December 2021. The application was also notified in a press advert on 30 December 2021. The public consultation period expired on 21 January 2022.

Across the two applications for the proposed works (6270/APP/2021/3877 Full Planning Application and 6270/APP/2021/3878 Listed Building Consent) two separate petitions in objection have been received, one comprising 227 valid signatures and the other comprising 71 valid signatures. In addition, individual representations have been received from a total of 277 separate addresses, 153 in objection, 123 in support, and one neutral comment.

The matters raised during the consultation process have been summarised and addressed within Section 6 of the committee report for the associated planning application (ref. 6270/APP/2021/3877).

The heritage matters raised that pertain to this application for listed building consent are summarised as follows:

COMMENTS IN OBJECTION:

- i. Harm to listed building/heritage asset
- ii. Loss of Nowell Parr designed internal features
- iii. One of the only listed public houses in the area

COMMENTS IN SUPPORT:

- i. Ensure long term preservation of heritage asset
- ii. Nice looking building
- iii. Since the works are to be carried out to the interior there will be no change to the scale,

character and appearance of the area

The heritage considerations for this application for listed building consent are discussed within the main body of this report.

4. Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.HE1 (2012) Heritage

Part 2 Policies:

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

LPP HC1 (2021) Heritage conservation and growth

NPPF16 NPPF 2021 - Conserving & enhancing the historic environment

5. MAIN PLANNING ISSUES

POLICY CONTEXT

The application property is a grade II listed building. Relevant to this, Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states: 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

Section 16 (Conserving and enhancing the historic environment) of the National Planning Policy Framework (NPPF) (2021) advises Local Planning Authorities that: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance (paragraph 199).'

NPPF (2021) Paragraph 200 advises: 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

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

NPPF (2021) Paragraph 202 states: 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be

weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

London Plan (2021) Policy HC1 (Heritage conservation and growth) criterion C, states: 'Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.'

At the local level, Policy HE1 (Heritage) of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape (including locally and statutorily Listed Buildings, Conservation Areas, Areas of Special Local Character and Archaeological Priority Zones and Areas), and encourage the reuse, modification and regeneration of historic assets.

Policy DMHB 1 (Heritage) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) seeks to ensure that development proposals avoid harm to the historic environment. This is supported by policy DMHB 2 (Listed Buildings) which states:

'A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.

B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.

C) The substantial harm to or total loss of significance of a statutory Listed Building will only be permitted in exceptional circumstances when the nature of the heritage asset prevents all reasonable use of the building, no viable use can be found through marketing, grant-funding or charitable or public ownership and the loss is outweighed by bringing the site back into use. In such circumstances, full archaeological recording of the building will be required.

D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building'

BACKGROUND / SIGNIFICANCE

The existing building is a Grade II listed public house which dates from the 1920s. The current Angel pub relates to a historic pub known as The Angel Inn which was located in Hayes End prior to the suburbanisation of the Hayes area.

The existing pub building was designed by a notable 'pub' Architect, Thomas Henry

Nowell Parr for Fuller's brewery. The building's design shows influence from the Arts and Crafts style. It is two and a half storeys in height, with rooms contained within the attic space. Whilst it has benefitted from some alterations and extensions notably in the 1930's and 70s, it has retained much of its original form and 1920's interiors.

Externally the building is characterised by a mix of single glazed, multi-paned windows, comprising of vertically sliding sashes and casement windows. Along the front elevation there are three entrance doors, one centrally placed and two at either corner of the building, recessed under arched openings. There are also entrances along the flank elevations and a service entrance to the rear. The building is brick in construction with quoin detailing at the corners with a substantial hipped tiled roof which includes substantial chimney stacks along the flank elevation and within the roof.

There is a single storey lean-to along the west elevation which contains the toilets and a bottle store. More notably there is a gent's toilet block located at the south-east corner of the building. Recently refurbished, it had originally been a free-standing, roofless block accessed from the street prior to a short corridor being built to connect it to the main building. The urinal has been designed to follow the shape of the block and is considered to contribute to the interest of the heritage asset.

Internally the pub is arranged on the model of 'improved' inter-war pubs, which allowed for separate lounge bars and dining areas, each one is accessed from individual entrances around the building. The bars are located to the front, separated by a narrow 'off-sales room' in between accessible only from the street or the bar area. The dining areas are located to the rear with the original 'luncheon' room extended in the 1970s. The bar counter serves all areas and runs centrally around the rear, manager's office and hallway leading to the staircase.

The counter is noted of interest with hatches opening outwards a feature associated to London pubs. Much of the original back bar is still intact. The Saloon bar includes a substantial painted brick fireplace with tile decoration.

The building is very little altered. Internally it includes dado panelling with a crenelated top rail. The ceilings are beamed which all positively contributes to its character and appearance.

The 'manager's office is enclosed by windows overlooking each bar/ dining area, it also includes a special cashier's window. There is a small corridor adjacent to this leading to the staircase. Also, of note is a dumb waiter providing a vertical link to the kitchen at first floor.

The central staircase provides access to the first floor and cellar below. The cellar most likely relates to the earlier structure however it has retained original pub features including two beer-drops and a bottle hoist.

At first floor the former kitchen had been located to the rear and has built-in cupboards, a drying hoist and large sideboard of notable interest. There is also a room known as the Mason's meeting room. It includes panels relating to such previous use alongside an attractive Art Deco tiled, fireplace.

The remaining rooms at first floor and at attic level are domestic rooms, comprising of

living spaces, bedrooms and bathrooms. Many include fireplaces with decorative cast iron surrounds. Whilst some have been lost, many rooms include notable four panelled doors. It would need to be noted that there is a crude partition in one of the attic rooms which may benefit from enhancement.

Its architectural quality, plan form arrangement and intact, rare interiors are key contributors towards its significance as a statutory listed building.

ASSESSMENT

A Heritage Statement and a Scope of Heritage Works have been submitted in support of the application. The scope of these works principally concern interventions to remove perceived 'negative contributors' such as barbed, security wire and external wiring attached to brick facades and to repair and restore internal and external parts of the listed building, such as the Crittall windows.

Looking at the existing and proposed floor plans the partial removal of internal walls appears to be relatively minimal and largely concern the conversion of rooms to ablutions on the ground and first floors. On the ground floor the conversion of an existing store would involve the replacement of an existing door on the western elevation with a window. While there is no objection to the use of this room as a WC, the loss of the external door would not be supported. Rather the door would need to be retained and fixed shut externally. On the first-floor level the alteration of the walls would require small opening up works which would require further information to assess its acceptability.

The Council's Heritage Officer has reviewed the submitted documents and has identified in the proposed works a considerable number of items and required amendments, such as the retention of the external store door referred to above. Other amendments considered to be required, include - but are not limited to - the existing men's urinals on the ground floor should be retained in situ; the reinstatement of windows shown on elevations that have presumably been omitted in error on proposed elevations; the retention of existing sideboard and fitted cupboards within the former kitchen; alterations to the methods of cleaning masonry and mortar restoration.

In addition to this, there are multiple concerns where further details are required to determine acceptability of the proposed works. For example, a schedule of doors to be removed and installed is required; details of the proposed opening-up works required for the creation of the reception counter; details of the opening-up works, to alter the wall between the existing bedroom 2 and bathroom; confirmation as to whether the fireplace surround in bedroom 2 is to be retained; and a full schedule of the windows including a condition survey of each individual window.

As cited within the aforementioned policies, the key elements of the assessment concern the extent of the harm of the proposed works on the historic and preserved characteristics of the listed building. It is noted that internal works would not under normal circumstances constitute operational development that requires planning permission. However, listed building consent must be sought for internal works where there may be an impact upon the special interest and characteristics of the building.

The Heritage Officer in her comments has noted that "the best use for this listed building would be its original use as a public house. It was built and designed to function as a pub

therefore any change of use that deviates from its original purpose would inevitably result in harm to its significance". However, to engage with the relevant policies, the level and scope of this harm needs to be more precisely determined.

It is acknowledged that the Heritage Officer has advised that the harm from the proposed works would likely be 'less than substantial' in NPPF terms, however this would be dependent upon revisions and acceptable clarifications. Also, planning officers need to make a balanced judgement of the harms, public benefits and ensuring the longevity of the building. Planning officers therefore have concerns that the lack of detail and inaccurate plans do not allow for an adequate, accurate assessment of the proposed works and the precise level of harm to carry out the planning balance.

As currently proposed, there is insufficient information to determine that the potential 'less than substantial harm' is outweighed by the public benefits of the scheme, including whether the proposed use is the optimal viable use pursuant to paragraph 202 of the NPPF (2021).

Based on the above considerations, the proposal is considered contrary to Policy HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012); Policy DMHB 1 and DMHB 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy HC1 of the London Plan (2021) and the National Planning Policy Framework (2021).

6. RECOMMENDATION

REFUSAL for the following reasons:

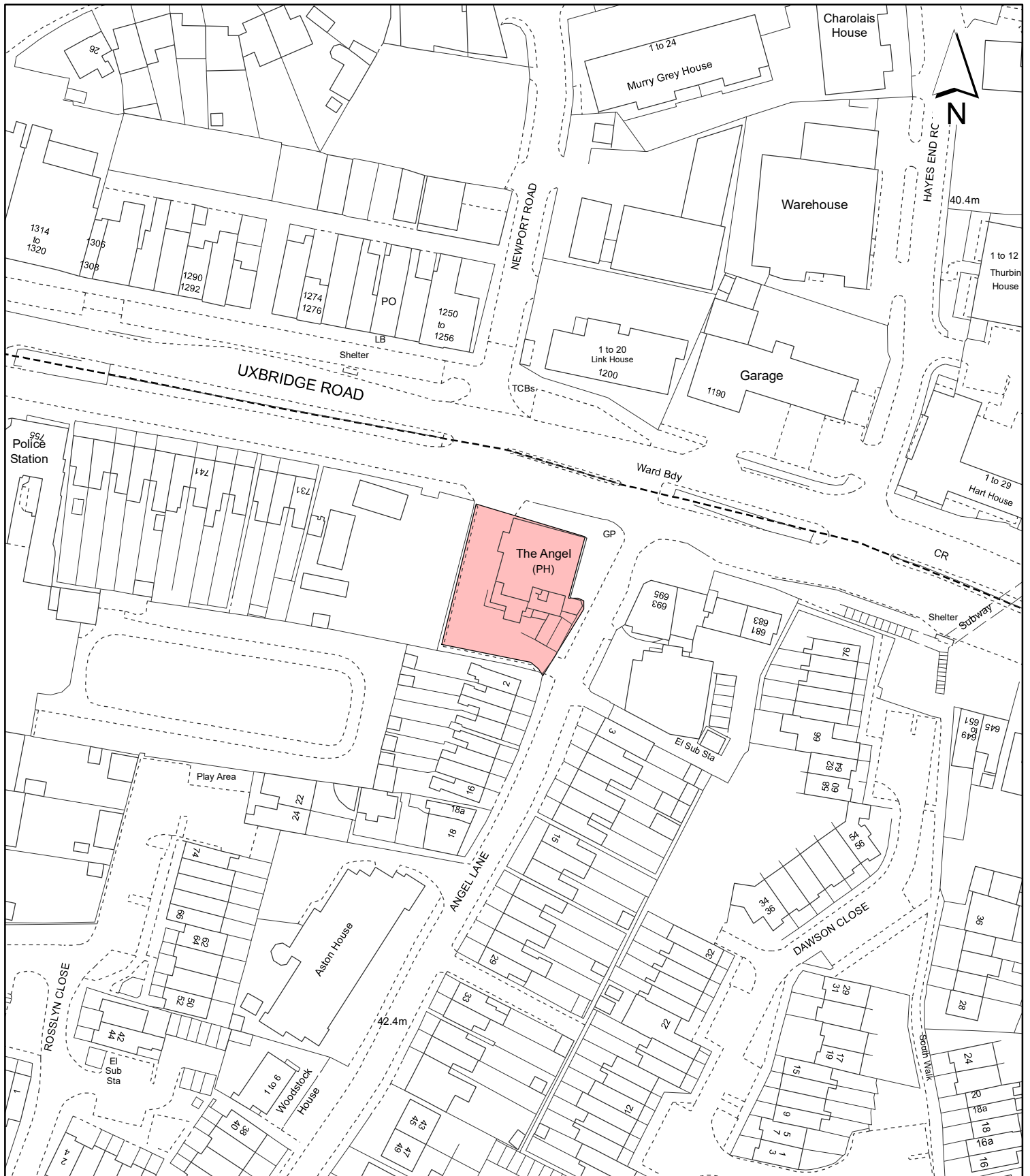
1 NON2 Non Standard reason for refusal

The proposed development due to a lack of detailed information and inconsistent plans has failed to demonstrate that it would have an acceptable impact on the character, appearance and setting of the Grade II Listed The Angel Public House. The development is therefore contrary to Policies HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policy HC1 of the London Plan (2021) and Section 16 of the National Planning Policy Framework (2021).

INFORMATIVES

Contact Officer: Katie Crosbie

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Notes:

 Site boundary

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Site Address:

**The Angel Public House,
 687 Uxbridge Road,
 Hayes**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

6270/APP/2021/3878

Scale:

1:1,250

Planning Committee:

Borough

Date:

March 2022



HILLINGDON
 LONDON