

Item No.	Report of the Head of Development Management and Building Control
Address:	CIVIC CENTRE HIGH STREET UXBRIDGE
Development:	The replacement of a failed flat roof covering (behind parapet walls); replacement of defective pv panels on a like-for-like basis. Joinery, brickwork and concrete repairs; the replacement of single glazed Crittall windows with double glazed Crittall windows. Installation of air source heat pumps to service yard, with associated screening, and removal of a suspended ceiling within the function suite, all within the Middlesex Suite. (Application for Listed Building Consent).
LBH Ref Nos:	14805/APP/2023/2337
Drawing Nos:	6424-ACC-00-01-DR-A-0001 P1 6424-ACC -00-01-DR-A-2XXX PRS/TS/SK815 Middlesex Suite Ext Paint Spec EPC - Energy Report CRITTALL WINDOWS NBS SPECIFICATION Sika MonoTop 615 Product Data Sheet - R3 Classification, One-Component, Cementitious, High Build Concrete Repair and Reprofiling Low Density Mortar Sika MonoTop 610 Product Data Sheet - CEMENTITIOUS STEEL REINFORCEMENT PRIMER & BONDING BRIDGE PV Panel data sheet P40220-D001 6424 1 Duralife Full Colour Guide Duralife Colour Chart P40220 6424-ACC-00-XX-DR-A-0210 P2 6424-ACC-00-02-DR-A-0130 P3 6424-ACC-00-01-DR-A-0100 P2 3002 01 1002 01 0031 01 0011 01 Existing roof and ground plan 0011 01 Existing roof plan W20 FW 25'11

W20D 05/21
W20 01/21
6424-ACC-22-DR-A-0010
Middlesex Suite Floor Plans
Design and access statement
Covering letter
Ventilation spec
6424-ACC -00-01-DR-A-1XXX
TER-MA-440 Rev A

Date Plans received: 04-08-2023

Date Application valid 04-08-2023

Recommendation: Grant, subject to conditions

1. CONSIDERATIONS

1.1 Site and Locality

The application site comprises the Civic Centre on the High Street, Uxbridge. The building is Grade II listed.

The Civic Centre is sited on an irregularly-shaped corner plot, between the High Street to the approximate north, and the curving dual-carriageway of Hillingdon Road to the east and south. The building is accessed across a large square which opens up from the High Street. The main entrance is to the south of the square. Behind, the council offices have a diamond-shaped footprint and a stepped profile of three and four storeys, set over a semi-basement car park. To the east of the square, connected behind the main entrance, is a second, more irregularly shaped part of the complex. This contains the council chamber, civic suite and registry office, and also has parking beneath.

This application is focused on the Middlesex Suite, situated in the south eastern part of the Civic Centre site. The Middlesex Suite is the remaining part of the Middlesex County Council offices of 1939 by C G Stillman and is described in more detail at section 5 of this report (below).

The application site is not located within a designated Conservation Area, albeit the Old Uxbridge / Windsor Street Conservation Area lies beyond the Civic Centre to the north.

1.2 Proposed Scheme

The proposal seeks to (i) replace failed flat roof covering to the Middlesex Suite, (ii) replace defective PV panels on the roof, (iii) joinery, brickwork and concrete repairs, (iv) replace single glazed Crittall windows with double glazed Crittall windows, and (v) remove suspended ceiling within the function suite.

This application for Listed Building Consent is accompanied by an application for full planning permission for relevant works which require planning permission (ref.14805/APP/2023/2336). The planning application also considers the proposed siting of air source heat pumps (ASHPs) within the Middlesex Suite service yard. 2.7 m high metal louvre fencing is proposed to screen the ASHP units and would be finished in red to match surrounding brick.

Amended plans and additional information have been received during the course of this application in response to comments from the Council's Conservation Officer.

Clarification has been provided in regard to references within the application to secondary glazing, there will be none with this application and the reference has been removed from the application description.

1.3 Relevant Planning History

14805/APP/2023/2336 CIVIC CENTRE HIGH STREET

The replacement of a failed flat roof covering (behind parapet walls); replacement of defective pv panels on a like-for-like basis. Joinery, brickwork and concrete repairs; the replacement of single glazed Crittall windows with double glazed Crittall windows. Installation of air source heat pumps to service yard, with associated screening, and removal of a suspended ceiling within the function suite, all within the Middlesex Suite.

Decision:

Appeal:

Comment on Planning History

Relevant history listed above.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date: Not Applicable

2.2 Site Notice Expiry Date: 19th September 23

3. Comments on Public Consultations

EXTERNAL CONSULTEES

104 neighbouring properties and The Mall Pavilions were consulted by letter dated 23rd of August 2023, which expired on the 14th of September 2023. No representations were received.

INTERNAL CONSULTEES

Conservation Officer was consulted on 23rd of August 2023.

CONSERVATION OFFICER

The application will have some impact, the roof level will rise with insulation, the new PV panels will be closer to the south elevation, a large new ASHP will be installed on the roof and the Crittall windows will be replaced with double glazed Crittall windows with trickle vents at the top. There will be a cumulative impact, but this is at a relatively low level and should be balanced against the public benefits of reducing the energy consumption of the building while using environmentally sustainable energy sources.

Prior to approval additional information needs to be supplied as follows to avoid conditions:

- Full product details on the roof covering and thermal insulation with a cross sectional drawing
- Full product details on the replacement PV panels
- Full product details on the ASHP
- Method statement for the proposed repairs to joinery, brickwork and concrete

Some clarification is also needed on the following internal works:

- The internal secondary glazing
- The suspended ceiling within the function suite
- Replacement Crittall windows

Following the receipt of additional information, the Conservation Officer was re-consulted and provided further comments on the 25th of September 2023, as follows:

The applicants have now supplied all the necessary information.

There is some harm with this application due to the cumulative impact of the different aspects of the proposal, the visibility of the louvred fence above the existing wall of the service yard, the introduction of insulation on the flat roof and double glazed Crittall windows on the Middlesex Suite.

The applicants have worked with conservation to reduce this impact so that the harm identified would be less than substantial at the lower end requiring the NPPF 202 test to be applied. It would seem that there is a clear public benefit in the reduction of energy consumption and consequently cost and carbon emissions that would outweigh the less than substantial harm identified at the lower level.

Suggest approval with conditions.

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

The main considerations are the impact of the proposal on the significance of the Grade II Listed Building, including its fabric and setting.

POLICY CONTEXT:

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that: '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.'

The NPPF at Chapter 16, places great importance on the protection of heritage assets. Of particular relevance to this proposal are the following two paragraphs:

'199. 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.'

'202. 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.'

Policy HC1 of the London Plan (2021) states, inter alia, that '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.'

Policy HE1 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 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the Council will expect development proposals to avoid harm to the historic environment and to prevent the loss of significance or harm to the character, appearance and setting of heritage assets.

Policy DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) will only permit developments that retain the significance and value of Listed Buildings whilst being appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. In addition, any alterations or additions to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.

ASSESSMENT:

The proposal is part of a broader scheme of carbon reduction of the Civic Centre as part of the London Borough of Hillingdon's 2030 Net Zero Carbon commitment.

This application is focused on the Middlesex Suite which is the remaining part of the Middlesex County Council offices of 1939 by C G Stillman. It is built in a Moderne style with a flat roof, deep projecting semi-circular wings and wide multi-pane steel windows. Whilst it is not given as the reason for listing the building, it is referenced within the list description and contributes to the architectural and historic interest of the Civic Centre. The Middlesex Suite is therefore part of the listing but would not be regarded as the building phase of greatest significance within the building. The interior of the building (that is, those areas enclosed on all sides) is not of special architectural or historic interest.

The application proposes a replacement of the failed flat roof covering, as a result, the roof level will rise with insulation and the replacement PV panels will be closer to the south elevation behind the parapet walls. Full product details of the roof covering and thermal insulation with a cross sectional drawing and details on the replacement PV panels have been provided and found to be acceptable by the Council's Conservation Officer.

The proposed installation of ASHP in the service yard is considered in the associated planning application. It is noted that, as the ASHPs would be taller than the existing boundary wall they are to be surrounded by 2.7 metre high louvred red fencing, which will match the louvred doors on the west side of the service yard. There will be a small visual impact from the visibility of the louvred fencing above the wall, but this is reversible and the wall itself will be unaltered, as will the small adjacent gas building which will remain accessible. The proposals are considered acceptable, and the planning application would secure details of the proposed fencing by condition.

During the course of the application process, the Conservation Officer sought clarification regarding the works to the ceiling of the Middlesex Suite. It is noted that the whole ceiling of the Middlesex Suite is to be removed, which is modern and therefore the works are considered acceptable.

A method statement has been provided detailing the proposed repair works to joinery, brickwork and concrete. The anticipated concrete repairs are limited to small areas of spalled concrete to exposed concrete lintels, cills, reveals and columns at roofing level. The maximum expected area of any one repair will be approximately 50mm to 70mm deep x 300mm long x 100mm wide. The joinery repairs are to the first floor double hung sash window to sides of turret no's 1 & 2 and door to ground floor of turret no. 1. As part of the brickwork repairs, it is intended to rake out and renew limited areas of pointing, in areas not exceeding 0.5m², principally to the south west elevation and turrets no's 1 and 2 only. In addition, repairs will be carried out to 'stitch' existing cracked brickwork together by the use of 900mm austenitic stainless steel twist ties as Helifix or equal approved. The individual locations of these will be identified by the Contract Administrator. The Conservation Officer has reviewed the method statement and considers it to be acceptable.

In addition, the application proposes the replacement of Crittall windows on all elevations, with

double glazed Crittall windows with trickle vents at the top. The detailed drawings of the replacement windows are not yet available and as a result would be subject to a condition ensuring they are submitted for prior approval (condition no. 4). The colour of the replacement windows is proposed to match existing and this requirement has been stated in condition 4.

It is considered that cumulatively, the proposals would result in some harm to the fabric and setting of the grade II listed building, in particular the visibility of the louvred fence above the existing wall of the service yard, the introduction of insulation on the flat roof and insertion of double glazed Crittall windows on the Middlesex Suite.

The applicant has worked with Officers (including the Council's Conservation Officer) in order to minimise the impact of the proposals on the building and its setting. It is concluded that the resulting harm would be 'less than substantial' at the lower end of the spectrum, requiring the NPPF paragraph 202 test (detailed above) to be applied. It is considered that there is a clear public benefit in the reduction of energy consumption, the associated reduction in carbon emissions and greater efficiencies in maintaining the public building. It is considered that the clear public benefits outweigh the identified less than substantial harm.

Given the location of the proposed works, it is considered that there would be no harm to the significance of the nearby designated Conservation Area.

Having regard to the above, it is considered that the proposal would have an acceptable impact on the fabric, setting and significance of the Grade II listed building. The less than substantial harm that would arise would be outweighed by the public benefits of the scheme. Consequently, the proposal is considered to accord with Policy HE1 of the Hillingdon Local Plan Part 1 (November 2012), Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020), Policy HC1 of the London Plan, and Chapter 16 of the National Planning Policy Framework (2021).

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, to prevent the accumulation of unimplemented listed building consents and to enable the Local Planning Authority to review the situation at the end of this period if the development has not begun.

- 2. RES4 Accordance with Approved Plans**

The works hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans

6424-ACC-22-DR-A-0010
6424-ACC-00-01-DR-A-0001 P1
Middlesex Suite Floor Plans
PRS/TS/SK815
TER-MA-220 Rev A (received 22-09-23)
W20 FW 25'11
W20 01/21
W20D 05/21
P40220-D001
6424-ACC-00-XX-DR-A-0210 P2
6424-ACC-00-02-DR-A-0130 P3
6424-ACC-00-01-DR-A-0100 P2
3002 01
1002 01
0031 01
0011 01 - Roof plan
0011 01 - Roof and ground plan

6424 1 - Method Statement - Concrete Repairs, Joinery Repairs, Brickwork Repairs
P40220 - FLAT ROOF REMEDIAL REFURBISHMENT SPECIFICATION

Duralife Colour Chart
Duralife Full Colour Guide
PV Panel data sheet
Sika MonoTop 610 Product Data Sheet
Sika MonoTop 615 Product Data Sheet
Ventilation spec
CRITTALL WINDOWS NBS SPECIFICATION
Middlesex Suite Ext Paint Spec

and shall thereafter be retained/maintained for as long as the works remain in existence.

REASON

To ensure the works comply with the provisions of the Hillingdon Local Plan Part 1 (2012), Part 2 (2020) and the London Plan (2021).

3. 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 preserve and safeguard the character and appearance of the Listed building in accordance with Hillingdon's Local Plan: Part 1 Policy HE1 (November 2012), Local Plan: Part 2 policies DMHB 1, and 2 (January 2020), the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. LB11 Further Details (Listed Buildings)

Full details of the proposed Crittall windows shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of the work is begun. Note: The colour of the replacement Crittall windows shall match the existing Crittall windows.

The development shall only be carried out in accordance with the details so approved and shall thereafter be retained and maintained as such.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy DMHB 2 of the Hillingdon Local Plan Part 2 (2020).

5. LB2 Making good of any damage

During works the existing building including fixtures, fittings and features would need to be appropriately safeguarded. Any damage or disturbance caused to the building in execution of the works shall be made good to the satisfaction of the Local Planning Authority within six months of the works being completed.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

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. You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.
- 153** The decision to GRANT Listed Building Consent has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

LPP HC1 (2021) Heritage conservation and growth

NPPF16

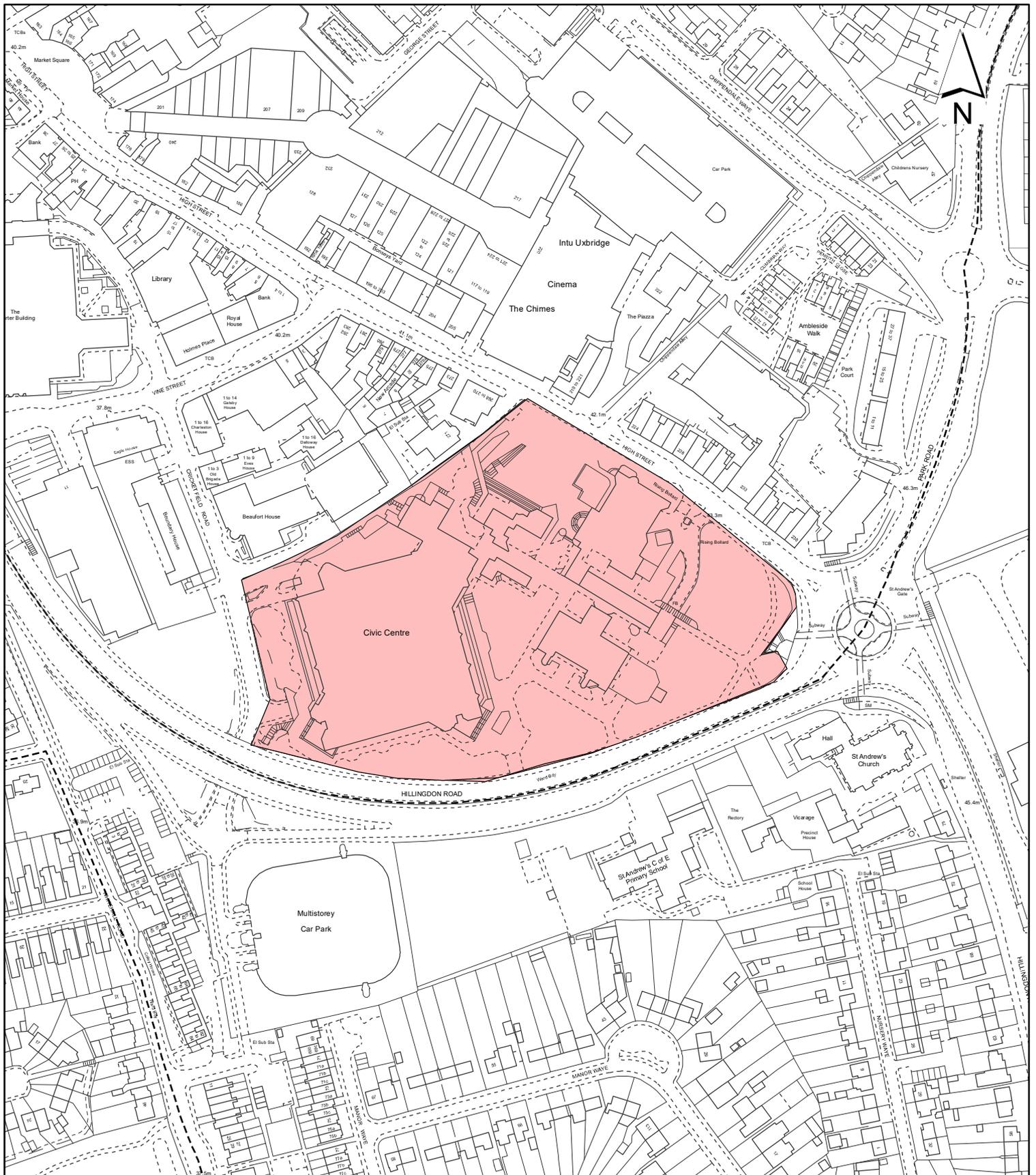
NPPF 2021 - Conserving & enhancing the historic environment

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Notes:

 Site boundary

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Site Address:

Civic Centre

Planning Application Ref:

14805/APP/2023/2337

Planning Committee:

Borough

Scale:

1:2,500

Date:

October 2023

LONDON BOROUGH OF HILLINGDON
Residents Services Planning Section

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