

Report of the Head of Development Management and Building Control

Address: CEDAR HOUSE VINE LANE HILLINGDON

Development: Proposed change of use from Office (Class B1) to Assisted Living Care Beds (Class C2) with internal and external alterations to include a new bin store and access ramp (Application for Listed Building Consent).

LBH Ref Nos: 12019/APP/2021/2299

Drawing Nos: 201 (Existing Sections)
Design and Access Statement, May 2021
100 Rev. A (Existing Site and Block Plan)
111 Rev. D (Proposed Elevations)
202 Rev. A (Proposed Sections)
104 (Proposed Demolition Plan)
Planning Supporting Statement
401 (Staircase Detail Drawing)
Heritage Statement, May 2021
102 Rev. A (Existing Elevations)
101 Rev. B (Existing Floor Plans)
105 Rev. D (Proposed Site Plan Indicating Ownership Boundaries)
001 Rev. B (Location Plan)
110 Rev. J (Proposed Floor Plans)
106 (Proposed Store and Ramp Entrance Details)

Date Plans received: 07-06-2021 **Date(s) of Amendments(s):** 07-06-2021
03-02-2022

Date Application valid 16-12-2021

RECOMMENDATION: GRANT Listed Building Consent subject to conditions

1. CONSIDERATIONS

1.1 Site and Locality

This is described in Section 3.1 of the officer's report on the application for planning permission also being reported to this committee (ref. 12019/APP/2021/2298).

1.2 Proposed Scheme

This application for Listed Building Consent accompanies planning application reference 12019/APP/2021/2298 (also on this committee agenda), which seeks to change the use of part of the

Grade II* Listed Cedar House from Class B1 offices to a Class C2 assisted living care home comprising 8 bedrooms, with associated internal and external alterations to include a new bin store and access ramp. The proposal mainly involves the 20th Century block and 19th Century extensions to the historic house which are sited along Vine Lane.

It is important to note that the application for Listed Building Consent considers the physical works to the listed buildings/structures only. The planning merits of the care home conversion are assessed under planning ref. 12019/APP/2021/2298.

The main external change would be the installation of an accessibility ramp at the northern end of the 20th Century block, adjacent to the site's vehicular entrance from Vine Street and provision of a new bin store. The only other external works would be the installation of 2 vents.

Internally a number of partition walls would need to be removed from the 20th Century block and new partition walls added to this and within the 19th Century extension to Cedar House. A new internal staircase is also proposed, as well as redecoration and insertion of WC and washing facilities within the accommodation.

1.3 Relevant Planning History

Comment on Planning History

None directly relevant to this proposal.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date: 23rd February 22

2.1 Advertisement Expiry Date: 23rd February 22

2.2 Site Notice Expiry Date: Not Applicable

3. Comments on Public Consultations

EXTERNAL CONSULTEES

29 neighbouring properties were consulted on the 17/12/21, together with the Hillingdon Residents' Association, the Vine Lane Residents' Association and the Hillingdon Village Conservation Panel. The application was also advertised in the local press on 12/1/22 and a site notice was displayed outside the site on 20/1/22. Amendments have been made to the scheme and further rounds of public consultation have been undertaken, the last one of which expired on 22/8/23. A petition with 69 signatories has been received, requesting that the application be refused, together with 6 responses from neighbouring properties, objecting to the proposal.

The consultation comments received on this scheme are detailed within the associated planning application report (12019/APP/2021/2298). The majority of these comments do not relate to this

application for listed building consent, with the exception of the following comments from neighbouring properties which follow the numbering in the planning application report:-

(x) Building has deteriorated steadily over the years and neglect is not acceptable in a conservation area and a commitment is needed to building maintenance.

(xii) Proposed development has potential to impact the conservation area and hope authority continues to believe in "Putting our residents first".

(xv) A car park extension within grounds of the listed building would have a dramatic impact and should not be allowed.

Case Officer comments:-

As regards point (x), this does not raise a material planning objection to the scheme. The potential impact on the conservation area is considered within the officer's report(s). As regards point (xv), this proposal does not include an extension to the car park.

HISTORIC ENGLAND:

You are hereby authorised to determine the application for listed building consent referred to above as you think fit.

INTERNAL CONSULTEES

CONSERVATION / URBAN DESIGN OFFICER:

Summary of comments dated November 2022

Historic Environment Designation(s)

- Locally Listed Building - The Cedars (non-designated heritage asset)
- Grade II* Listed Building - Cedar House (NHLE: 1284903)
- Setting and curtilage of Grade II* Listed Building - Cedar House (NHLE: 1284903)
- Hillingdon Village Conservation Area (HVCA)

Assessment - Background/ Significance

The Cedars, a Locally Listed Building, is a late 20th century addition to the Grade II* listed Cedar House. It forms part of the curtilage of the listed building, and by virtue of its affixation to the principal listed building it is afforded the same protection. However, the building has individually been recognised as a non-designated heritage asset in the past, hence its local listing. The submitted heritage statement fails to acknowledge this however, reiterates the local list description, word for word, under paragraph 2.1.2.

The building was built as additional office accommodation when Cedar House was converted to offices. It is a simple, one and a half storey brick building with a plain clay tiled, mansard roof form. At roof level a steeply pitched gable end faces onto Vine Lane alongside numerous roof lights. The ground floor features arrow slit window openings. The east elevation faces onto an enclosed, courtyard environment. The elevation features projecting brick detailing separating the window openings.

The original building to the site, Cedar House is a Grade II* Tudor building set within a spacious, corner plot. The building originally dates from the mid to late 16th century, however the property was partly remodelled in the 18th century. During the 18th century the property was occupied by the botanist, Samuel Reynardson who is thought to have planted the original Cedar tree to the south of the house (fronting onto the Uxbridge Road) which in turn lends its name to the property. In the 1950s the house

was used as a school, known as Rutland School and then subsequently became offices in the latter part of the 20th century (c.1971).

The main portion of the historic building is three storeys in height with the top storey contained within the roof form which features gables. It is externally characterised by its red brick exterior and historic plain clay tiled roof. The elevations are decorated with traditional timber windows, comprising of vertical sliding, multi-paned sash windows and casement windows at roof level and along the northern elevation.

The two-storey built form located to the south-west of the main brick building and abutting Vine Lane is a half-timbered 19th century wing built for Sir Howard Button.

The buildings to the north of Cedar House were originally ancillary buildings associated to Cedar House and the later school. They formed part of the curtilage of the original property. Whilst now separated from Cedar House, in line with Historic England guidance they are considered curtilage listed due to their age, historic association and use and ownership at the time of listing. As existing it is understood they are residential dwellings. They contribute to the setting and significance of Cedar House.

The entire site is bounded by brick walls. Gates provide access to the site however only the western access is used. The red brick garden walls to the east of the house are listed in their own right, and originally date from the 16th century. The wall encloses what would have most likely have been the former historic Tudor gardens, which contributes to the significance and historic interest of the site. The estate itself was most likely much larger and the area to the east of the garden wall has historically existed as an orchard. Unfortunately, the walls themselves have clearly been neglected over the years and are in much need of sensitive repairs.

The area to the south of the house, fronting onto Uxbridge Road, is characterised by open grassland. The Cedar tree is a prominent positive feature of the site and conservation area. Its existence contributes to the historic interest of the house. A path leads from the southern pedestrian gate to the entrance of the house.

The area to the north of the house has been significantly altered due to the new modern block along the western boundary and separation of the curtilage listed ancillary buildings to the north, from Cedar House. The space is defined by detracting hardstanding to facilitate car parking. A low-rise brick wall separates the car parking area from the listed building and wider site.

It is recognised the original quality of the gardens was most likely eroded when the property was used as a school hence the extensive areas of hardstanding to the north of the building. Whilst somewhat altered, the open, verdant nature of the site contributes to the setting of Cedar House and what was once a formal garden space, particularly to the south and east of the site. The setting contributes to how the heritage assets are experienced. The grounds are interlinked with the significance of the house and garden walls which bound it, contributing to its historic interest. The space associated to heritage assets form part of the historic environment and preservation of original settings and where appropriate opportunities to enhance or reinstate such settings should be taken.

In addition to the buildings and garden walls being listed the site also forms part of the Hillingdon Village Conservation Area. The conservation area is characterised by the historic Hillingdon Village and large areas of green belt land. Whilst some of the village-like qualities have been diminished by the Uxbridge Road, it contains a notable number of Listed Buildings contributing to its historic integrity and architectural interest. Cedar House, The Cedars and its respective site positively contribute to the significance and interest of Hillingdon Village.

Assessment

The discrepancies on the drawings have now been corrected on the as existing and proposed drawings. The annotation also shows the correct construction materials of the existing building. The amended drawings and updated heritage statement confirm that there would be very little external alteration to the building and that it is proposed to retain the existing built fabric including the existing rooflights and windows etc.

The drawings now show the addition of two soil vent pipes to the roof. If these are all that are required then these would be considered acceptable in principle. These are, however, shown rising up through the sloping roof tiles and would as a consequence be quite visible. It would be better if the soil vent pipes went through the top of the roof and be of a low height and be black in colour to minimise their impact. If further additions to ventilate the building are required either through the roof or walls then these will need to be clearly indicated on the drawings so that their impact can be properly assessed. The drawings are vague in this respect. There is a suggestion of SVP tile vents but location and number are not shown. There would be concerns with additional unsightly visual clutter being added to the building.

A large bin store has now been included on the drawings which wasn't present on the original submission. There are concerns with this element which introduces an intrusive building to the setting of the listed building. The design incorporates brick elevations with a flat roof that would be to the same height as the soffit of the existing office block.

The design of the bin store looks utilitarian and incongruous to the setting of the listed building. The height appears excessive and the detailed design with flat roof and fascia boards along with metal doors would result in an unsympathetic addition.

A more discreet location should be sought for the bin store along with a more sympathetic design so that it is 'softer' in appearance and sits quietly within the setting of the listed buildings.

PLANNING OFFICER COMMENT:

The soil vent pipes have been revised and are acceptable and a condition is recommended which seeks a revised location and design of the bin store.

CONSERVATION / URBAN DESIGN OFFICER - FURTHER COMMENTS ON LATEST REVISED PLANS:

Heritage Environment Designation(s) :

- Locally Listed Building - The Cedars (non-designated heritage asset)
- Grade II* Listed Building - Cedar House (NHLE: 1284903)
- Setting and curtilage of Grade II* Listed Building - Cedar House (NHLE: 1284903)
- Hillingdon Village Conservation Area (HVCA)

Background:

Conservation comments dated March 2022 and November 2022 have already been submitted. The issues raised in the comments have been successfully addressed and will not be discussed further here.

Since November 2022 new plans have been submitted which include alterations to the Victorian extensions that sit between the locally listed The Cedars and the more significant buildings phases of the Grade II*Cedar House.

Proposal:

The proposed works to the Victorian extensions involve creating offices, staff room, kitchen and WC, the foul drainage will connect into the existing run.

Impact:

The highest impact aspect of these proposals will be the creation of a new WC with new study walls and foul drainage. There will be no external impact with this aspect of the proposal and the stud walling is reversible.

Elsewhere, the fitting of kitchen cabinets and redecoration of floors, walls and ceilings will have minimal impact as these are currently modern. The significance of these Victorian extensions will be unaffected by these proposals.

Conclusion:

No objection.

Suggested conditions for the overall application:

- Full details of the partition, door and door furniture to be installed within the ground floor of the listed Cedar House to the south of the Victorian extensions.
- Full details of blocking up of doorway between the locally listed building The Cedars and the Victorian extensions of Cedars House on the first floor.
- All windows shall be constructed of timber. Any replacement double glazed windows shall be limited to The Cedars, the locally listed building. No other windows shall be replaced without consent.

PLANNING OFFICER COMMENT:

The Conservation/Urban Design Officer's comments are noted and the recommended conditions have been incorporated in the recommendation at Section 6 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 |
| PT1.BE1 | (2012) Built Environment |

Part 2 Policies:

- | | |
|---------|---|
| NPPF16 | NPPF 2021 - Conserving & enhancing the historic environment |
| LPP HC1 | (2021) Heritage conservation and growth |
| DMHB 1 | Heritage Assets |
| DMHB 2 | Listed Buildings |
| DMHB 3 | Locally Listed Buildings |
| DMHB 4 | Conservation Areas |

5. MAIN PLANNING ISSUES

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, paragraph 199 states: '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.'

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.

Policy DMHB 3 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), relates specifically to Locally Listed Buildings and states:

'A) There is a general presumption in favour of the retention of buildings, structures and features included in the Local List. The Council will take into account the effect of a proposal on the building's significance and the scale of any harm of loss when considering planning applications, including those for major alterations and extensions. Proposals will be permitted where they retain the significance, appearance, character or setting of a Locally Listed Building.

B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the structure and the impact of the proposals on the significance of the Locally Listed

Building.

C) Replacement will only be considered if it can be demonstrated that the community benefits of such a proposal significantly outweigh those of retaining the Locally Listed Building.'

Policy DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) protects Conservation Areas and seeks to (inter alia) preserve or enhance the character or appearance of such areas.

ASSESSMENT

The proposed works have been the subject of much scrutiny by the Council's Urban Design / Conservation Officer who is supportive of the proposals, subject to the imposition of conditions (as noted in section 3 above). The conversion works have been carefully conceived to limit external changes to the installation of a ramped access, bin store and two vents to the roof of the 20th Century block. It is considered that the installation of a ramp and vents are minor additions, that would not cause harm to the fabric or setting of the heritage assets. There are however concerns with the design and location of the bin store as proposed, as it is considered that it would detract from the setting of the Listed Buildings. Notwithstanding the above, this matter can be readily addressed by the imposition of a condition requiring details of a revised bin store to be submitted for approval, as there is ample space on site to accommodate a more suitably designed bin store. This and the other conditions recommended by the Urban Design / Conservation Officer form part of the officer's recommendation on this application.

Turning to the internal works being proposed to the listed buildings, the demolition of existing fabric is limited to the 20th Century block and has been kept to a minimum (removal of certain partition walls). New stud partition walls and a staircase are being proposed, as well as the insertion of WC and washing facilities, the fitting of kitchen cabinets and re-decoration. The Council's Conservation / Urban Design Officer notes that the stud partition walls would be reversible and redecoration would largely be to modern surfaces. They are satisfied that the significance of the Victorian extension would be unaffected by the proposals.

Overall, it is considered that the proposal would not result in harm to the listed buildings, their setting or the surrounding conservation area and the significance of these heritage assets would be preserved. Accordingly, the application for Listed Building Consent is recommended for approval, subject to the following conditions.

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. 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 Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan Part 2 (2020).

3. COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers:-

104 (Proposed Demolition Plan)

105 Rev. D (Proposed Site Plan Indicating Ownership Boundaries)

106 (Proposed Store and Ramp Entrance Details)

110 Rev. J (Proposed Floor Plans)

111 Rev. D (Proposed Elevations)

202 Rev. A (Proposed Sections)

401 (Staircase Detail Drawing)

and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

4. COM5 General compliance with supporting documentation

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Heritage Statement, May 2021

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence

REASON

To ensure that the development complies with the objectives of Policies DMHB 1, DMHB 2 and DMHB 3 of the Hillingdon Local Plan Part 2 (2020).

5. NONSC Revised Bin Store Details

Notwithstanding the details shown on Drw. No. 106 (Proposed Store and Ramp Entrance Details), prior to the commencement of development, revised details of the siting and design of the bin store shall be submitted to and approved in writing by the Local Planning Authority.

The bin store approved pursuant to this condition shall be provided on site prior to the occupation of the Class C2 use and it shall thereafter be retained for so long as the development remains in existence.

REASON

To ensure that the setting of the listed building is not harmed, in accordance with Policies DMHB 1, 2 and 3 of the Hillingdon Local Plan Part 2: Development Management Policies (2020).

6. NONSC Partition, Door and Door Furniture Details

Prior to their installation, full details of the partition, door and door furniture to be installed within the ground floor of the listed Cedar House to the south of the Victorian extensions shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

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 2 (2020).

7. NONSC Blocking up of Doorway Details

Prior to the commencement of works on site, full details of the blocking up of the doorway between the locally listed building The Cedars and the Victorian extensions of Cedars House on the first floor shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policies DMHB 1, DMHB 2 and DMHB 3 of the Hillingdon Local Plan Part 2 (2020).

8. NONSC Window Condition

All windows shall be constructed of timber. Any replacement double glazed windows shall be limited to The Cedars, the locally listed building. No other windows shall be replaced without consent.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policies DMHB 1, DMHB 2 and DMHB 3 of the Hillingdon Local Plan Part 2 (2020).

INFORMATIVES

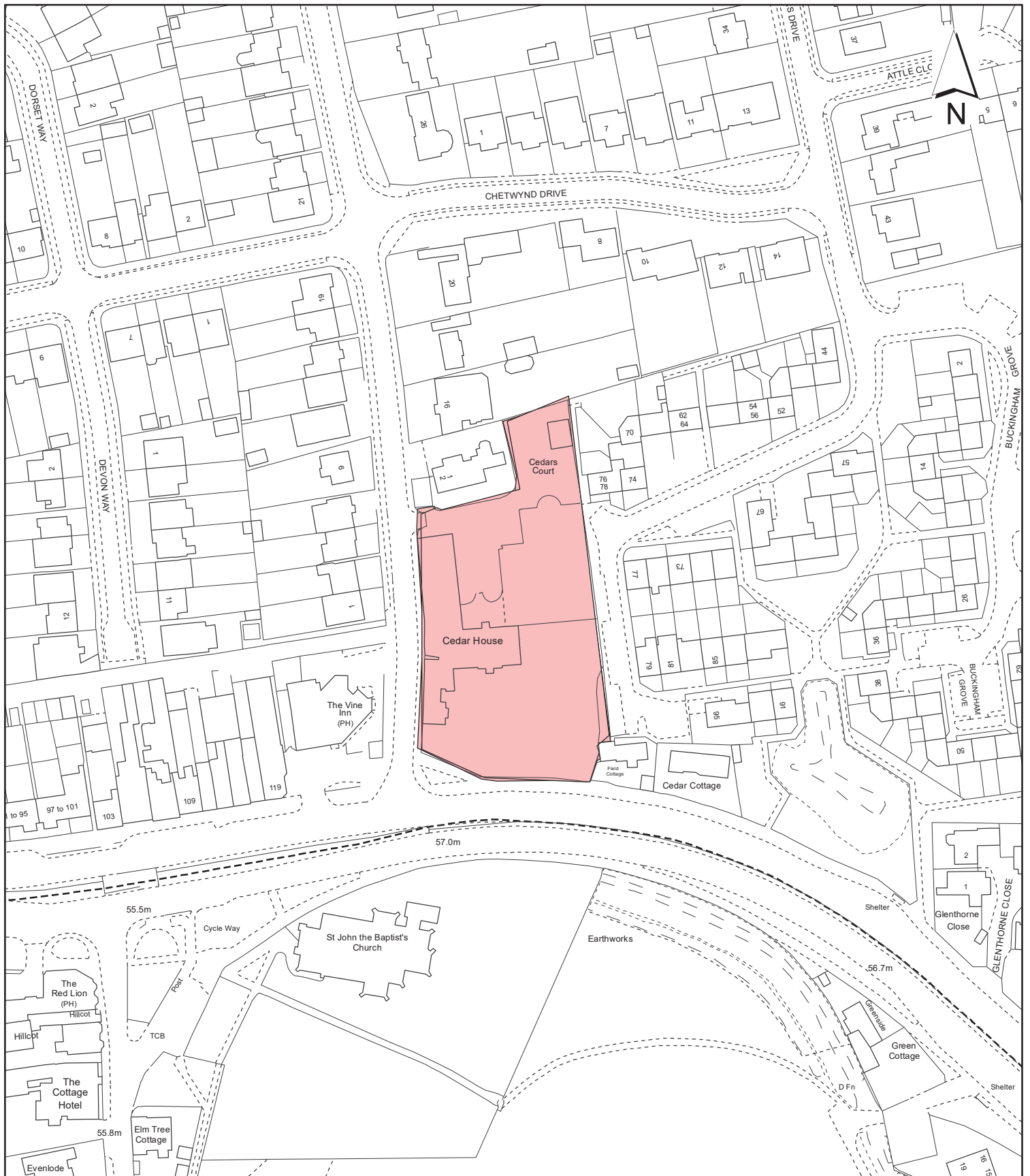
1. In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

Contact Officer:

Richard Phillips

Telephone No:

01895 250230



Notes:

 Site boundary

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Site Address:

**Cedar House
 Vine Lane**

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

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

Planning Application Ref:

12019/APP/2021/2299

Scale:

1:1,500

Planning Committee:

Minors

Date:

December 2023



HILLINGDON
 LONDON