

Item No. **Report of the Head of Planning & Enforcement Services**

Address: RAF Uxbridge, Hillingdon Road, Uxbridge

Development: Alterations to Hillingdon House and demolition of modern single storey wing, portacabins and other buildings within the curtilage of the house. Alterations to the 'Carpenters' building, and alterations and repairs to curtilage walls (Application for Listed Building Consent)

LBH Ref Nos: 585/APP/2009/2754

Drawing Nos: Heritage Statement: Hillingdon House and Curtilage, incorporating plans:

3300-21-101 A	3300-21-106 A
3300-21-107 A	3300-21-108 A
3300-21-601 A	3300-21-602 A
3300-21-610 A	3300-21-611 A
3300-21-612 A	3300-21-613 A
3300-21-614 A	3300-21-615 A
3300-21-710 A	3300-21-711 A
3300-21-712 A	3300-21-713 A
3300-21-714 A	3300-21-715 A
3300-22-201 A	3300-21-202 A
3300-22-203 A	3300-21-204 A
3300-22-205 A	3300-21-206 A
3300-22-207 A	3300-21-208 A
3300-22-209 A	3300-21-210 A
3300-22-211 A	3300-21-301 A
3300-22-302 A	3300-21-303 A
3300-22-304 A	3300-21-305 A
3300-22-306 A	3300-21-307 A
3300-22-308 A	

Date Documents Received: 21.12.2009

Date(s) of Amendment(s): -

Date Application Valid: 21.01.2010

1. CONSIDERATIONS

1.1 Site and Locality

The application site falls within the north east of the RAF Uxbridge development site. It includes the area within the immediate curtilage of Hillingdon House and contains the listed house, a single storey nineteenth century brick built outbuilding and the original service courtyard walls. These structures, whilst not listed in their own right, are considered as listed by virtue of being "curtilage structures". Within the courtyards, which are locate to the north

of the house, there are also a number of modern single and two storey buildings, comprising offices and workshops, some of which are in a very poor state of repair.

Hillingdon House is a key building within the former RAF Uxbridge site being one of three listed buildings. These include Hillingdon House which is grade II listed, a WWII Bunker and associated structures, listed grade I (not currently part of the development site) and the former cinema building, located at the main site entrance and listed grade II.

Hillingdon House is the earliest building within the site and was originally built by the Duke of Schomberg as a hunting lodge in 1717. Following a fire in 1844, it was rebuilt to a design by George Mair, a well known architect whose works include Kneller Hall in Twickenham. Whilst the fenestration of the house has been altered, overall the external appearance of the building has changed little since this time. The early origins of the house are still evident in its internal layout and the building retains a particularly fine entrance hall and staircase, with a series of elegantly proportioned ground floor rooms, and inter-connecting bedrooms and dressing rooms at first floor. The single storey wing running north from the house is twentieth century in date and projects into the first of the two service yards. Whilst parts of the original courtyard walls remain in these areas, only one of the original service buildings, the Carpenters Building, remains.

The RAF took possession of the Hillingdon House estate in 1917. Since that time the house has had various uses, most recently as offices. The landscaped gardens surrounding the house have been incrementally developed for military use, although many mature trees, the river valley and the lake remain as important features.

In addition to the national, regional and local policies and guidance identified in section 6 of this report, the development of the site has been guided by the Supplementary Planning Document (SPD) for RAF Uxbridge, adopted by the Council in January 2009. This document includes character guidance for the "Hillingdon House Quarter", which seeks to ensure that any new development within the curtilage of the house is sympathetic to the setting of the listed building. The aims also include the restoration, enhancement and maintenance of Hillingdon House and its historic landscape setting. The document stresses the importance of finding suitable new uses for the listed building, such as an hotel or residential use, which would secure its long term future and also allow public access to the building and its immediate environs.

1.2 Proposed Scheme

Listed Building Consent is sought for internal alterations to Hillingdon House to create a restaurant at ground floor with self-contained offices above. These works include the glazing over of an internal light well to create a lift shaft and new escape stair. Within the entrance hall the removal of modern partitions is proposed and the ground floor rooms linked to create a restaurant with a kitchen at basement level. The demolition of the modern wing to the north of the house is proposed together with the removal of a recent escape stair from roof level. The restoration of the original fenestration pattern to the building is also proposed together with the removal of a modern fire door to the southern elevation. In addition, the scheme proposes alterations to the single storey 'Carpenters' building, currently fitted out as offices, to create a residential unit. Alterations to the original tall red brick walls and gate piers to the service yards adjacent to the house are proposed, together with their consolidation and repair. New hard and soft landscaping around the house and within the existing car park to the south is also proposed.

1.3 Relevant Planning History

Until June 2006 the Ministry of Defence and other Crown bodies were exempt from the provisions of the Town and Country Planning Act and as such, records are limited. In this case, there is no relevant planning history relating to the current use of the site by the Ministry of Defence.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date: 10 February 2010
29 September 2010

2.2 Site Notice Expiry Date: 10 February 2010

3. Comments on Public Consultations

Along with the hybrid planning application (LBH Ref. 585/APP/2009/2752), the Listed Building Consent application was also subject to public consultation. This included the notification of 3475 surrounding occupiers.

A total of (3) three submissions have been received raising the following concerns:

- (1) The reasons for the modifications to the listed building are questioned
- (2) Opinion that heritage should be preserved and a public parkland be established

The following matters raised were not considered relevant:

- (3) Overpopulation
- (4) The "message" that demolition of the RAF base will send to terrorists (unspecified)
- (5) Uxbridge won't be the same
- (6) Concern that approving small details will mean the Council is viewed as a "pushover" leading to applications like 24hr McDonalds and traveller sites
- (7) Reference to development in Stanmore
- (8) Impact to adjacent properties

4. Comments on Statutory Consultations

English Heritage

English Heritage was consulted on the application as the works required the demolition of the modern wing to the house. Whilst concerns were raised with regard to the main planning application, the advice received in respect of this application stated:

The proposed change of use of Hillingdon House is considered acceptable in principle, subject to detailed design. This similarly applies to the retained 'Carpenter's building', itself a listed curtilage structure, and to the retained boundary walls.

English Heritage confirmed they will provide the necessary Direction following Committee for the Council to release the Listed Building Consent.

The Greater London Archaeological Advisory Service (GLAAS)

The GLAAS advised that the archaeology of the site should be dealt with in phases as the site is developed. A modified standard condition was suggested:

Condition: No development shall take place *in each development phase* until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority.'

Informative: 'The development of this site is likely to damage archaeological remains. The applicant should therefore submit detailed proposals in the form of an archaeological project design. This design should be in accordance with the appropriate English Heritage guidelines.'

With regard to historic building recording, a condition to secure further building recording, including interiors, on both the hybrid planning consent and the listed building consent was requested.

These have been included in the recommendations, and are covered in conditions 5 and 6.

5. Internal Consultations

Listed Building and Conservation

The Council's Conservation Team have been fully involved with the development of the scheme for Hillingdon House, comments provided on 4th October 2010 advised that:

The applicant's response to comments contained in the consultation schedule has been reviewed and the comments noted. It is important that the decision notices, if approval is granted, should be carefully considered and drafted to enable the archaeology of the site to be protected and the buildings to be demolished to be fully recorded to the appropriate level. The archaeology of the area adjacent to Hillingdon House may also yield information about the previous buildings in this area and should also be considered as a part of this process. The Conservation Team and GLAAS should advise on these matters.

The Section 106 Agreement should make provision for the repair of the shell of the listed cinema building and ensure that Hillingdon House is repaired and reused, ideally before the residential development, which forms part of the same phase of the development, is sold/ occupied. If this cannot be achieved, provision should be made (as a minimum) to repair and maintain the building until a new occupier can be found - this may require a 24 hour security presence. A conservation management plan for the house should be required as part of the legal agreement, this should inform the long term management contract for the building.

Revised drawings: courtyard development: Details of the repair works (a detailed schedule and specification of works) to the listed walls and design details of the new openings will also be required. Details of the design of the new enclosing walls to the west and east, and the gates to both new and existing openings should be subject to the submission of further information by condition.

The opening to the original forge area within the gardener's building needs to be more carefully considered as there are decorative timber brackets in this location. It is

suggested that this is conditioned, as it had been hoped that this area could be glazed in such a way as to retain this feature. The brickwork repair and details of the design (1:10, 1:5 and to full size, including cross-sections) and materials of the new windows and external doors will need to be conditioned.

Hillingdon House:

Ideally, the ugly flue to the side elevation should be removed.

The revised drawings are acceptable and we will need to condition details of:

1. All new internal joinery –doors, architraves, chair rails and skirtings at 1:10, 1:5 and to full size as appropriate (including cross-sections).
2. Internal elevations to be submitted showing the dimensions of all new internal doorways at 1:5 or 1:10.
3. New windows, dormer window and French doors- including cross-sections of frames and glazing bars to scales as above- these should not be double glazed.
4. Repairs to internal decorative plaster work
5. Hall way ramp-design materials and finishes
6. New staircase- design, materials and finishes and details of refuges
7. Making good of flank elevation following demolition of the existing basement wing
8. Details of enclosures and over runs etc for all new lifts
9. Details of new wall to service area- design, materials and finishes (bond, mortar mix and pointing style) - sample panel to be agreed on site before this part of the works start.
10. Repair/reinstatement of niche to south elevation
11. Details of design and materials for the roof and roof structure over enclosed light well
12. All upgrading works for fire and sound proofing, including signage
13. Vents, flues and services- position, type and runs to be agreed
14. Details of the type, position and cable runs for solar panels at roof level

Samples of the materials for terrace/steps and road/parking areas immediately adjacent to the house need to be agreed. The detailed design and layout of these areas, including the detailed layout and signage for disabled parking bays, should be subject to a condition requiring further detailed drawings to be submitted for agreement.

Details of all landscaped areas will be required, but will be subject to the advice of the Trees and Landscape Team.

CONCLUSION: There is no objection in principle to works to the listed structures, or to the curtilage development adjacent to Hillingdon House, subject to the above comments and safeguarding conditions as noted.

These matters have been addressed in conditions 10,11, 12 and 13

Access Issues

The Council's Principal Access Officer commented:

Ground Floor: The ramps leading via the lounge and reception and entrance provide insufficient space between room 101 and 102. A minimum of 1500 mm is needed to permit safe wheelchair landing and turning space.

First Floor and Second Floor: The provision of a refuge in stair room 312 is noted. In addition, a communication point should be provided to enable people unable to

escape by stairs to contact/remain in contact with building management and rescuers: details of which should be submitted.

These points are addressed in condition 10.

Trees and Landscape

The Council's Tree and Landscape Officers noted that the revised scheme had been redesigned to improve its relationship with the listed building, commenting that:

VSM drawing No. 300-21-106 Rev B indicates the retention of the existing car park to the south of Hillingdon House with tree (screen) planting around it to mitigate its impact on the historic landscape setting.

The revised proposal involves the necessary removal of the mature tree Magnolias growing against the wall of Hillingdon House. The removal of these trees is justified, but their replacement should be part of the proposed landscaping for this part of the site.

6. UDP/LDF Designation and London Plan

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

Pt1.7 To promote the conservation, protection and enhancement of the archaeological heritage of the borough.

Pt1.9 To seek to preserve statutory Listed Buildings and buildings on the Local List.

Listed Buildings

BE8 Planning applications for alteration or extension of listed buildings

BE9 Listed building consent applications for alterations or extensions

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

The following London Plan Policies are considered relevant:-

4B.1 Design Principles for a Compact City

4B12 Heritage Conservation

4B.13 Historic Conservation-led Regeneration

4B.15 Archaeology

Also considered relevant are:-

PPS1: Delivering Sustainable Development

7. MAIN PLANNING ISSUES

With regard to the proposed demolition of the courtyard buildings and also the demolition of the northern wing of the main house, there is no objection in principle to these works as no features or fabric of historic interest would be lost. All of the structures, together with below ground remains, are to be recorded prior to the works commencing on site and to a level as agreed with Greater London Archaeological Advisory Service (GLAAS).

The works to the listed buildings have been subject to extensive discussion with the architects and English Heritage, and have been revised to take account of the comments raised during this process. It is considered that the proposed internal alterations are minimal and sympathetic to the listed building, retaining its historic layout and fabric, whilst revealing original features, such as the entrance hall, which has been obscured by later partitions. The main area of work is within an existing internal lightwell and these changes would allow the building to be upgraded to modern standards, creating useable and accessible spaces, without damage to the integrity or external appearance of the building. At first floor and above the removal of original fabric would be limited, with openings being cut through walls, rather than their complete removal, thus the original layout of these floors to be “read”. The restoration of the original doors and windows and the removal of modern excrescences is to be welcomed and would greatly improve the external appearance of the building, allowing features such as the external niches on the southern elevation to be restored. Conditions covering the detailed design of the new works and requiring additional information and samples of materials re the repairs will ensure that these works are appropriate and enhance the listed building.

The external works within the immediate vicinity of the house have also been carefully considered to reflect the character and architectural quality of the main house. The details of these works together with samples of the materials to be used need to be agreed and appropriate conditions to deal with these matters have been included as part of the recommendations.

In order to safeguard the future of the building, a condition requiring the agreement of a conservation/management plan for the building has been included and the repair of the building linked with the sale of the new build forming part of this phase of sites development.

It is considered that the proposed works to Hillingdon House would meet the requirements of the SPD for RAF Uxbridge by safeguarding the future of this important building and its associated structures, and allowing greater public access to the house and the grounds. The works will include the restoration of a number of the buildings original features, whilst also upgrading it to meet, as far as is possible, modern standards of accommodation and levels of accessibility.

8. RECOMMENDATION

APPROVAL subject to satisfactory Direction by English Heritage and the following:

1. NONSC Non standard condition

The works hereby permitted shall be begun before the expiration of five (5) years from the date of this consent.

REASON

To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. CAC4 Making good of any damage

Any damage caused to the building in execution of the works shall be made good to the satisfaction of the Local Planning Authority within 6 months of the works being completed.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

3. CAC5 Works to building's interior

Unless specified on the approved drawings, the Local Planning Authority's agreement must be sought for the opening up of any part of the interior of the building.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

4. CAC10 Extent of demolition

No demolition beyond that indicated on the approved drawings shall take place without the approval of the Local Planning Authority, in conjunction with English Heritage.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007)

5. NONSC Archaeology

No development shall take place in each development phase until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme for investigation which has been submitted by the applicant and approved by the Local Planning Authority. The development of each relevant phase shall only take place in accordance with the detailed scheme pursuant to this condition. The archaeological works shall be carried out by a suitably qualified investigating body acceptable to the Local Planning Authority.

REASON

Important archaeological remains may exist on this site. Accordingly the planning authority wishes to secure the provision of archaeological excavation and the subsequent recording of the remains prior to development, in accordance with PPS5 and appropriate English Heritage Guidelines and in accordance with Policies BE3 of the of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

6. NONSC Historic Building Recording

No development shall take place until the applicant has secured the implementation of a programme of archaeological recording of the standing historic buildings, in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority

REASON

The planning authority wishes to secure the recording of the existing buildings prior to development, in accordance with in accordance with PPS5 and appropriate English Heritage Guidelines and in accordance with Policies BE3 of the of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

7. CAC11 Measures to protect the building

Measures to protect the building from the weather, vandalism and accidental damage shall be agreed with the Local Planning Authority prior to the start of works on site and these shall be retained during the construction phase of the development.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

8. NONSC Protection of interior features

Precautions shall be taken to secure and protect the interior features against accidental loss or damage, or theft during the building work. Details shall be submitted to and approved by the Council as Local Planning Authority before works begin on site, and the relevant work carried out in accordance with such approval. No such features shall be disturbed or removed temporarily or permanently except as indicated on the approved drawings or with prior approval in writing of the Local Planning Authority, in conjunction with English Heritage.

REASON

In order to safeguard the special architectural or historic interest of the building, in compliance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

9. NONSC Protection of hidden features

Any hidden historic features which are revealed during the course of works shall be retained in situ, work suspended in the relevant area of the building and the Council as local planning authority notified immediately. Provision shall be made for the retention and/or proper recording, as required by the Local Planning Authority. Particular regard shall be given to the following areas:-

- a) cellars
- b) entrance hall
- c) internal walls and floors
- d) internal light well

REASON

In order to safeguard the special architectural or historic interest of the building, in compliance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

10. NONSC Submission of details

Prior to the commencement of works in any relevant phase, detailed drawings and supporting documentation to a standard to be agreed with the LPA shall be submitted and include but not necessarily be limited to the following:

- Details of the design of the new openings to existing walls and the gates to both new and existing openings
- A detailed layout for the hard / soft landscaping, samples of materials and details of any courtyard furniture, features and lighting
- Details of the design and appearance of the goods lift, the new external staircase and the enclosing wall to the basement service area, including samples of materials and finishes (bond, mortar mix and pointing style)
- Details of the new lift, its enclosure, atrium roof and lift mechanism
- Elevational drawings at an appropriate scale illustrating the appearance and design of the new doors and openings at first floor. (It is noted that, where new openings are created between original bedrooms and dressing rooms, cornices and a down stand over each should be left).
- Details of the repair / reinstatement of niche to the south elevation
- Details of design (1:10, 1:5 and to full size, including cross-sections), and materials of the new windows, dormers and external doors
- Details of all new internal joinery –doors, architraves, chair rails and skirtings at 1:10, 1:5 and to full size as appropriate (including cross-sections)
- Repairs to internal decorative plaster work
- Details of the hall way ramp, including design, materials and finishes
- Details of the new staircase, including design, materials and finishes; details of refuge and communication points
- Works to make good the flank elevation of the main house following the demolition of the existing basement wing
- Works to repair and reinstatement the niche to south elevation
- Details of the methods and materials to be used for fire and sound proofing

Thereafter and prior to occupation of any part of the applicable phase, the scheme shall be completed in strict accordance with the approved details and thereafter maintained for the life of the development.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

11. NONSC Submission of details

Details of the following, including scale drawings, manufacturers information and samples where appropriate, shall be submitted to and agreed by the Local Planning Authority in conjunction with English Heritage, before the commencement of the relevant part of the works:

- a) Soil vent pipes including terminating features, rainwater down pipes (cast iron and lead) and hopper heads
- b) Ducts, cabling, flues, grills, heat pumps and other services
- c) Communications and information technology equipment and security devices.
- d) Solar panels

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

12. NONSC Submission of details

A schedule of works including methodologies for the stabilisation, repair and restoration of the courtyard walls shall be submitted to and agreed by the Local Planning Authority, in conjunction with English Heritage, prior to commencement of works to this structure. The works shall be carried out in accordance with the approved schedule.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

13. NONSC Courtyard repairs

Samples of materials to be used in the repair of the courtyard walls must be made available on site for the approval in writing by the Local Planning Authority and English Heritage, prior to commencement of any works to the courtyard walls. Works must not start on the repair of these walls until such time as the materials and methodologies have been approved in writing by the Local Planning Authority, in conjunction with English Heritage.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

14. NONSC Joinery details

The new joinery work shall match the existing joinery work adjacent in respect of materials, dimensions and profiles, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

REASON

In order to safeguard the special architectural or historic interest of the building, in compliance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

15. NONSC Protection of features

All new partitions shall be scribed around the existing ornamental mouldings. Detail drawings at a scale of 1:10 should be submitted to and approved by the Local Authority in conjunction with English Heritage showing how any new walls will scribe around existing mouldings, cornices, skirtings etc.

REASON

In order to safeguard the special architectural or historic interest of the building, in compliance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

16. NONSC Phasing of works

No part of the development in the relevant phase shall be occupied until the works hereby approved completed to the satisfaction of the Local Planning Authority.

REASON

To ensure that any enabling works are related to the proper repair and conversion of the Listed Building and that the historic asset is protected, in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

17. NONSC Management plan

Prior to the commencement of works, a detailed conservation management plan in accordance with English Heritage guidance, should be submitted to and approved by the Local Planning Authority.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

INFORMATIVES

1. The historic buildings are of intrinsic archaeological interest and any alteration or demolition of the historic structures should be recorded before they are damaged or destroyed by the development hereby permitted. The applicant should therefore submit detailed proposals in the form of an archaeological project design. This design should be in accordance with the appropriate English Heritage guidelines.
2. 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).
3. The decision to GRANT listed building consent has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (February 2008) and national guidance.

Pt1.7 To promote the conservation, protection and enhancement of the archaeological heritage of the borough.

Pt1.9 To seek to preserve statutory Listed Buildings and buildings on the Local List.

BE8 Planning applications for alteration or extension of listed buildings

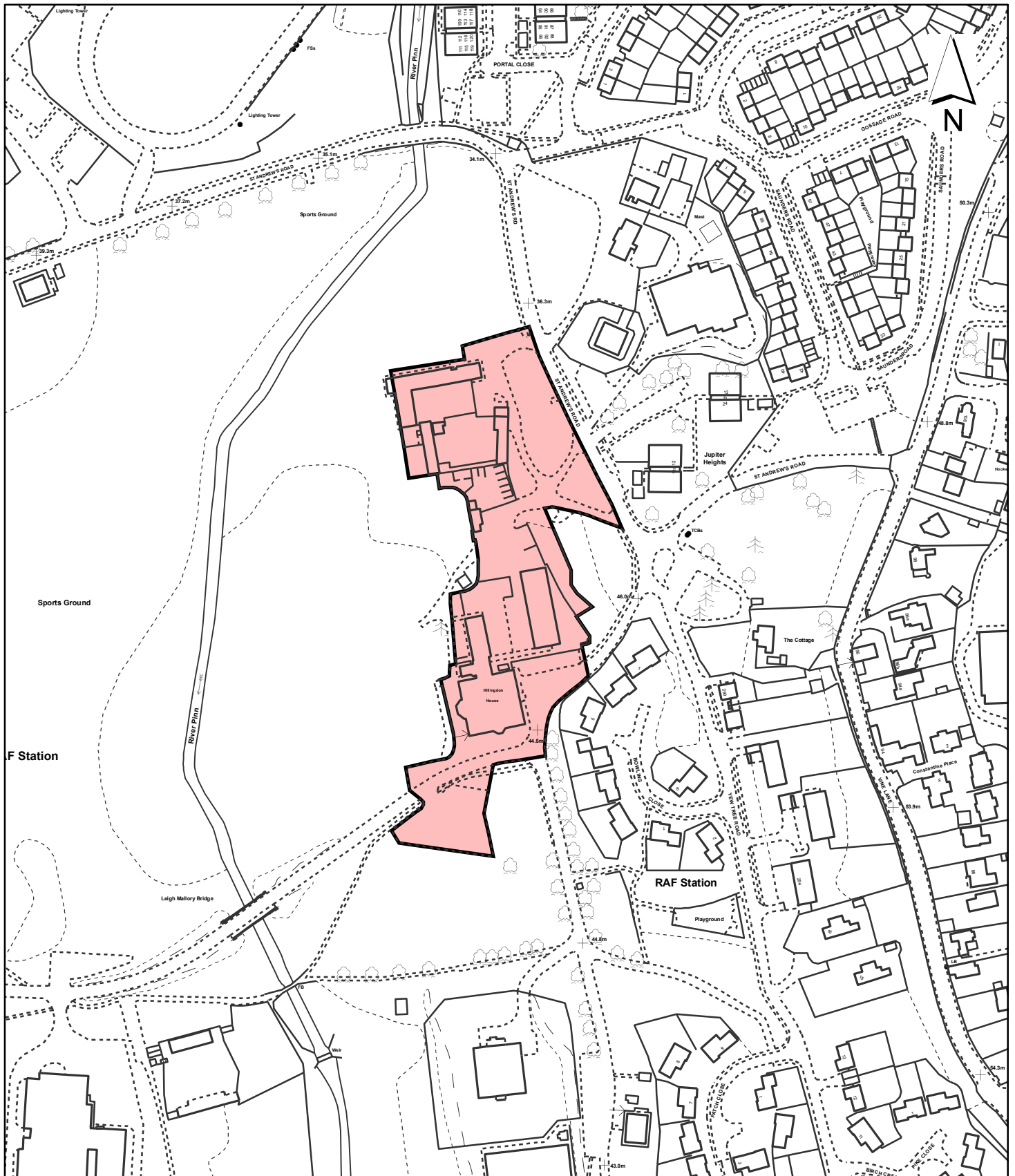
BE9 Listed building consent applications for alterations or extensions

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

Contact Officer: Jason Traves/Sarah Harper **Telephone Number:** 0189 525 0111



Notes

 Site boundary

For identification purposes only.

This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.

© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2010

Site Address	
RAF Uxbridge	
Planning Application Ref:	Scale
585/APP/2009/2754	1:2,500
Planning Committee	Date
Central and South	November 2010

LONDON BOROUGH OF HILLINGDON

Planning, Environment & Community Services

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



HILLINGDON
LONDON