

Report of the Head of Development Management and Building Control Committee Report Part 2 – Application Report

Case Officer: Pedro Rizo	14805/APP/2024/1410
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Date Application Valid:	29.05.2024	Statutory / Agreed Determination Deadline:	24.07.2024
Application Type:	Listed Building Consent	Ward:	Uxbridge

Applicant: **London Borough of Hillingdon**

Site Address: **Civic Centre, High Street, Uxbridge UB8 1UW**

Proposal: **Alterations to the existing covered walkway between Corporate Entrance and the Middlesex Suite to form an enclosed entrance area and link from the Corporate Entrance to the Middlesex Suite, involving the installation of new windows and glazed screens together with the installation of new signage.**

Summary of Recommendation: **GRANT listed building consent subject to conditions**

Reason Reported to Committee: **Required under Part 6 of the Planning Scheme of Delegation (the Council is the Applicant)**



Summary of Recommendation:

GRANT listed building consent subject to the conditions set out in Appendix 1.

1 Executive Summary

- 1.1 This application for listed building consent proposes minor alterations to the covered walkway between the Middlesex Suite and the Corporate Entrance. These alterations would involve the installation of new entrance doors and glazed screens, which would be in a recessed position within the covered walkway.
- 1.2 This application also includes the proposed installation of signage, which would comprise small bronze letters at the front of the building, facing towards the civic square. Letters cutout from a bronze plate and backlit are also proposed on a side wall adjacent to the proposed main steps. This signage would read 'Uxbridge Library & Museum'.
- 1.3 These proposed works are associated with a planning application to change the use of the Middlesex Suite and Registrar's Office to a public library and museum (ref. 14805/APP/2024/956). The proposed works subject to this application for listed building consent seek to upgrade the existing access arrangements and introduce signage to enable clearer legibility to access the proposed new public library.
- 1.4 The main consideration in determining this application for listed building consent is whether the proposals would conserve the heritage significance or special architectural or historic interest of the listed building. The Council's Design and Conservation Officer has reviewed the proposals and is satisfied, subject to the imposition of a condition securing matching window detailing for the proposed two windows overlooking the internal courtyard. This has been included in this recommendation. No representations have been received from public consultation.
- 1.5 It is considered that given the sensitive design and modest nature of the proposed alterations and enhancements to the covered walkway and installation of signage, subject to recommended conditions, there would be no harm to the historic fabric or specially preserved characteristics of the Grade II listed building. It is therefore recommended that listed building consent is granted.

2 The Site and Locality

- 2.1 The application site comprises the enclosed walkway that provides access into the Middlesex Suite, within the civic complex. The site is located between the Uxbridge High Street to the north and a curving dual-carriageway along Hillingdon Road, towards the east and south sides. The site is therefore surrounded by

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publicly accessible land and contains parking at lower ground level, which is accessed via the High Street.

- 2.2 The enclosed walkway subject to this listed building consent application is linked to the Corporate Entrance, within the second floor at the southeast side of the site and contains two window openings that overlook an internal courtyard and a spiral staircase, which provides access to the first floor. This public space leads to a colonnade, which leads to the civic square onto Uxbridge High Street. As such, the walkway makes a positive contribution to the public character of the building, considering that the building is perceived as a prominent visual landmark within its context. The Civic Centre building has a sense of formality, particularly when observed from public vantage points at the northwest side of the site, at Uxbridge High Street. The civic square also provides access to different services of the civic complex, such as the council chamber, civic suite, and council offices.
- 2.3 Although the building is not located within a conservation area, the Old Uxbridge/Windsor Street Conservation Area lies towards the north side of the site. The building is Grade II Listed, whereby the listing pertains only to the exterior of the building.
- 2.4 The building was designed in 1967 and was built between 1973 and 1977. The design is based on the 'Arts and Crafts Movement' and is characterised by its prominent pitched tiled roof forms, which reflect an emphasis in creating new civic buildings of the later post-war period. The building's architectural asset is also defined by the detailing of the brickwork and hard landscaping, which add to its historic value, by reason that the building is one of the first major works by a Modernist architect that marks a new architectural language for civic architecture. The covered walkways at second floor, are accessible from the open square to the front (paved in brick and concrete slab) and form part of the civic ensemble.
- 2.5 The site has a Public Transport Accessibility Level (PTAL) score of 4 to 5, which is considered 'moderate to good', as is located at approximately 450 metres from Uxbridge Station.
- 2.6 The site of the listed building has no trees protected by Tree Preservation Orders (TPO) and falls within a Flood Zone 1, having a low annual risk of flooding (less than 1 in 1000).

Figure 1: Location Plan (Walkway Covered Entrance edged red)

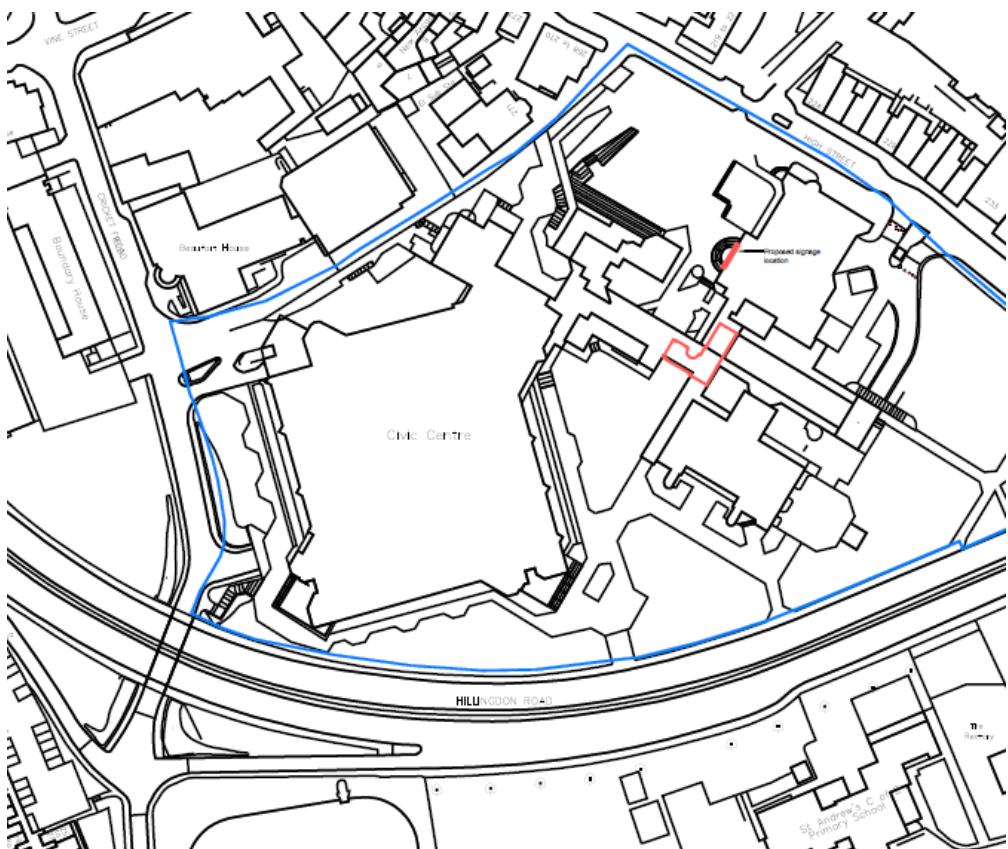


Figure 2: Street View Image of the Grade II Listed Building and Public Square



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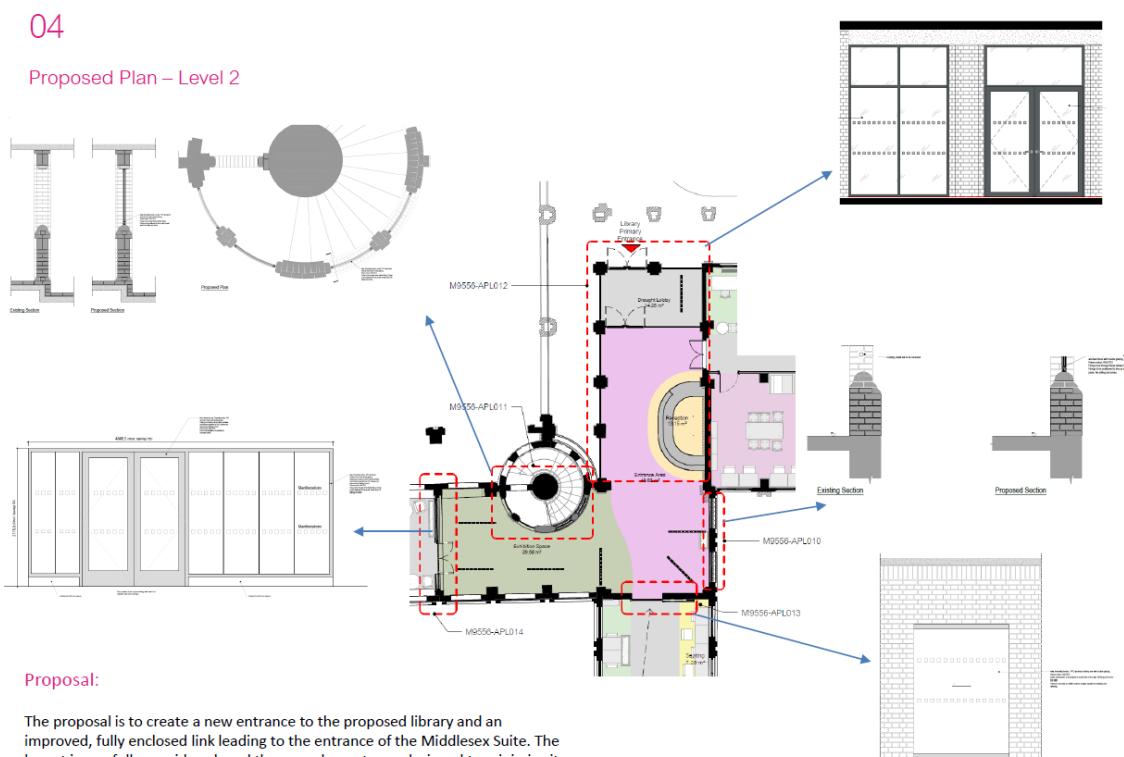
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3 Proposal

3.1 This application for listed building consent proposes improvements to the entrance of a proposed public library, which would be accommodated within part of the Middlesex Suite and current Registrar's Office within the civic complex. The proposed change of use to a library and museum is considered under the associated planning application ref. 14805/APP/2024/956, which is also referred to the planning committee for determination.

3.2 This application comprises the installation of aluminium windows with double glazing within the covered entrance area. The proposed works would enclose the existing openings overlooking an internal courtyard and the spiral staircase. It would also include the installation of new sliding glazed doors at the entrances. Given that this Grade II Listed Building is only listed externally, any internal alterations associated with the aforementioned planning application are assessed separately and do not form part of this application for listed building consent.

Figure 3: Proposed Entrance at Second Floor (please note – larger versions of plans can be found in the Committee Plan Pack)



3.3 The proposed works also include the installation of signage within the main elevation of the building. This would comprise of individual bronze letters fixed at the front elevation and would not be illuminated. Additional letters cutout from a bronze plate on a side wall adjacent to the main stairs, and cutouts of a bronze soffit would be backlit. The proposed signage would seek to incorporate a

contextual design approach that recognises the prominence of the front elevation and detailing of the Grade II Listed Building, as these would be modest in size.

Figure 4: Proposed Signage at the Front Elevation of the Grade II Listed Building.



4 Relevant Planning History

- 4.1 A list of the relevant planning history related to the proposal can be found in Appendix 2.
- 4.2 Listed building consent (ref. 14805/APP/2023/3274) was approved on 14th February 2024. This was for alterations to the existing covered walkway between the Corporate Entrance and the Middlesex Suite at second floor, to form a fully enclosed link by installing new windows and glazed screens. The principle of introducing new glazing and doors within the walkway was therefore considered acceptable. This application seeks a modified version of this approved development by minimally increasing the area of the proposed enclosure to include a draught lobby.

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5 Planning Policy

5.1 A list of planning policies relevant to the consideration of the application can be found in Appendix 3.

6 Consultations and Representations

6.1 248 letters of consultation were sent to neighbouring properties on 30th May 2024. The application was also advertised via four site notices that were posted near the site and a press notice was published. Notices were also displayed at Uxbridge Library, Botwell Green Library and Northwood Hills Library. No letters of representation in response to the public consultation have been received.

6.2 A summary of the internal comments received from the Design and Conservation Officer are noted in Table 1 below. It is noted that comments were also received from the Council's Access Officer. However, as this assessment pertains to the application for listed building consent, these comments have been incorporated into the assessment of the associated application for planning permission.

Table 1: Summary of Internal Consultee Responses

Consultee and Summary of Comments	Planning Officer Response
Design and Conservation Officer: No objections to the proposals, as the works would not cause harm to the character of the Listed Building or its setting. These are set back from the principal elevation and within the walkway. As such, the application would have a nominal impact. However, all other windows within this space that are not part of the Middlesex Suite have the same design. Therefore, the two windows to the internal courtyard should match this to ensure that there is not a visual break within the space and preserve the character and quality of this space and the design composition. The external elevations are particularly important as this help define the hierarchy of space within the building.	Comments noted. Condition requiring the submission of details to demonstrate that the two proposed windows overlooking the courtyard would match the existing windows in this section of the building.

7 Planning Assessment

7.1 The main consideration in determining this application for listed building consent is whether the proposals would conserve the heritage significance, special architectural or historic interest of the listed building. This is assessed within this committee report as follows.

Policy Context

- 7.2 The Planning (Listed Building and Conservation Areas) Act 1990 requires Local Planning Authorities to have special regard to the desirability of preserving the character of Listed Buildings and their setting or any features of special architectural and historic interest. Section 72 (1) of the Act requires Local Authorities to pay special attention to the desirability of preserving or enhancing their character and significance.
- 7.3 Under chapter 16 of the National Planning Policy Framework (NPPF), Listed Buildings and Conservation Areas are considered designated heritage assets. Any application for listed building consent should therefore describe the significance of heritage assets affected by any development affecting the fabric or setting of a Listed Building, including any contributions made by the development.
- 7.4 London Plan Policy HC1 (2021) (see Appendix 3) states that development proposals affecting heritage assets and their settings, should conserve their significance, by being sympathetic in terms of materials and detailing. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed.
- 7.5 At a local level, heritage policy HE1 of the Hillingdon Local Plan; Part One - Strategic Policies (November 2012) (see Appendix 3) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings, and the wider historic landscape, which includes locally and statutorily Listed Buildings, Conservation Areas, and Areas of Special Character. Development proposals should also encourage the reuse, modification, and regeneration of historic assets.
- 7.6 Policy DMHB 1 of the Hillingdon Local Plan: Part Two – Development Management Policies (2020) (see Appendix 3) states that development proposals should avoid any harm to the historic environment and prevent the loss of significance to the character, appearance, or heritage assets of a designated site.
- 7.7 Policy DMHB 2 of the Hillingdon Local Plan: Part Two – Development Management Policies (2020) will only permit development proposals that retain the significance and value of Listed Buildings and are therefore appropriate in terms of fabric, historic integrity, spatial quality, and layout. Any alteration to a Listed Building should respect the scale, proportions, detailing, materials, and workmanship.
- 7.8 Policy DMHB 13A of the Hillingdon Local Plan: Part 2 (2020) makes reference to how any sign should complement the scale, form, materials and architectural composition of a building in a way that these complement the visual amenity and character of the site and its surrounding area and enhance historic assets and their setting.

Heritage Impact on the Grade II Listed Building

- 7.9 The proposed aluminium frames and glazed windows infilling the spiral staircase, together with the replacement doors would not affect the fabric of the Listed Building and would have no harmful effect on the building's architectural or historic assets. The proposed works would be within the walkway and would therefore be setback from the building's prominent elevations fronting the civic square. In addition, the proposed glazing would constitute lightweight and unobtrusive features. Subject to a condition securing details to ensure that the proposed windows overlooking the internal courtyard would match the existing windows in this section of the building, the Council's Design and Conservation Team raise no objections. As such, the works would not be prominent from the public realm and would have limited effects on the historic townscape within the civic complex.
- 7.10 Overall, the proposed alterations to the covered walkway are considered modest, and these would ultimately seek to upgrade accessibility to the Listed Building, by creating a more welcoming reception area for visitors. The works would have no effects on the solid/void relationship between walls and windows and would ensure sufficient daylight penetration to the building is retained. In the absence of changes to the original plan form or removal of original features of the Listed Building, the proposed glazing and enclosures would be on balance positive, as these would aim to deliver a more welcoming and secured covered entrance to the Middlesex Suite.
- 7.11 With regards to the proposed signage, these would be installed on the prominent front elevation of the building fronting the civic square and within a side wall above an existing opening at the side of the main stairs. The proposed cutout bronze panel letters would have back lighting and would be modest in size with a small separation of 30 mm. As such, these would not result in visual clutter and would be visually sympathetic to the appearance of the building façade. The Council's Design and Conservation Team raise no concerns in terms of visual impact on the heritage significance and appearance of the Grade II Listed Building.
- 7.12 Due to the above, the proposed works would be consistent with the requirements of policy HC1 of the London Plan (2021), policy HE1 of the Hillingdon Local Plan; Part One -Strategic Policies (November 2012) and policies DMHB 1, DMHB 2 and DMHB 13A of the Hillingdon Local Plan: Part Two – Development Management Policies (2020).

8 Other Matters

Planning (Listed Buildings and Conservation Areas) Act 1990

- 8.1 Considerable importance and weight has been attached to the need for special regard to be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses, under s.16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended.

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9 Conclusion

- 9.1 The proposed external alterations to the Grade II Listed Building comprising the installation of new entrance doors and glazed screens and windows, would respect the character, prominence and significance of the Grade II Listed Building. These works would have no harmful effects on its setting, by reason of their siting within the covered walkway linking the Middlesex Suite and the Corporate Entrance, at a distance from the principal elevations.
- 9.2 The proposed signage is also considered acceptable, as the size, position and materials of the bronze letters and backlit cutouts would be appropriate in terms of appearance, and sensitive use of illumination, which would not harm the appearance and significance of the Grade II Listed Building.
- 9.3 Overall, it is considered that proposals would respect the historic character and significance of the Grade II Listed Building. The conditions set out in Appendix 1 would ensure that any adverse impact of the minor external works to the Listed Building is mitigated against. As such, Officers are satisfied that the development would be acceptable, and it is recommended that listed building consent is granted.

10 Background Papers

- 10.1 Relevant published policies and documents considered in respect of this application are set out in the report. Documents associated with the application (except exempt or confidential information) are available on the [Council's website here](#), by entering the planning application number at the top of this report and using the search facility. Planning applications are also available to inspect electronically at the Civic Centre, High Street, Uxbridge, UB8 1UW upon appointment, by contacting Planning Services at planning@hillingdon.gov.uk.

APPENDICES

Planning Application

14805/APP/2024/1410

Appendix 1: Recommended Conditions and Informatives

Conditions

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. RES4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted documents and drawings numbered:

M9556-APL001 (Rev. A) Site Location Plan

M9556-APL003 (Rev. A) Existing Floor Plan

M9556-HUN-APL004 (Rev. C) Context Plan and Proposed Signage

M9556-HUN-APL005 (Rev. A) Level 2 - Proposed Floor Plan

M9556-APL10 (Rev. A) Window Opening Detail

M9556-APL011 (Rev. A) Spiral Stair Screen Details

M9556-APL012 (Rev. A) Glazed Screen Details

M9556-APL013 (Rev. A) New Sliding Door

M9556-APL014 (Rev. A) New Internal Glazed Partition

Heritage Statement, prepared by Portico Heritage, dated June 2024

Design, Access and Heritage Statement, prepared by Hunters, dated May 2024

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 Part 1 (2012), Part 2 (2020) and the London Plan (2021).

3. NONSC Window Details

Notwithstanding the approved documents and drawings, prior to commencement of the development details of the two proposed windows overlooking the internal courtyard shall be submitted to and approved in writing by the Local Planning Authority. These details shall demonstrate that these windows would be designed and finished in materials to match the existing windows in this section of the building with regards to design, materials, colour and profile. The development shall be carried out in accordance with these approved details.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy HE1 of the Hillingdon Local Plan Part 1 (2012), Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan Part 2 (2020), Policy HC1 of the London Plan (2021) and Chapter 16 of the National Planning Policy Framework (2023).

4. LB2 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 six months of the works being completed.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy HE1 of the Hillingdon Local Plan Part 1 (2012), Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan Part 2 (2020), Policy HC1 of the London Plan (2021) and Chapter 16 of the National Planning Policy Framework (2023).

Informatives

I53 Compulsory Informative (2)

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), 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 -23 NPPF16 23 - Conserving and enhancing the historic environment

Appendix 2: Relevant Planning History

14805/APP/2022/1345 Civic Centre High Street Uxbridge

Installation of new access ramp along the perimeter of the civic building constructed within the footprint of planting bed and external steps to provide level access to the terrace external to the South-East entrance of the Civic Centre. A new pit-mounted wheelchair platform lift to provide level access between the external terrace and internal ground floor level (Application for Listed Building Consent).

Decision: 27-06-2022 Approved

14805/APP/2023/3254 Civic Centre High Street Uxbridge

Alterations to the existing covered walkway (2nd level of the building) between the Corporate entrance and the Middlesex Suite to form a fully enclosed link by installing new windows and glazed screens. Formation of new entrance door (1st level of the building) to 1 North Quadrant.

Decision: 15-02-2024 Approved

14805/APP/2023/3274 Civic Centre High Street Uxbridge

Alterations to the existing covered walkway between the Corporate entrance and the Middlesex Suite (2nd level of the building) to form a fully enclosed link by installing new windows and glazed screens. Formation of new entrance door (1st level of the building) to North Quadrant.

Decision: 15-02-2024 Approved

14805/APP/2024/956 Civic Centre High Street Uxbridge

Change of use of Middlesex Suite and Registrar's Office (Part Level 1 and Level 2) within the Civic Centre Complex from Class E (g) (i) / Sui Generis to Class F1 to accommodate a new public library and museum, involving minor internal and external alterations and associated works.

Appendix 3: List of Relevant Planning Policies

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 -23 NPPF16 23 - Conserving and enhancing the historic environment