

## DELEGATED LISTED BUILDING DECISION

- Please select each of the categories that enables this application to be determined under delegated powers  
 - Criteria 1 to 5 or criteria 7 to 9 must be addressed for all categories of application, except for applications for Certificates of Lawfulness, etc.

### APPROVAL RECOMMENDED: GENERAL

Select Option

- |                                                                                                                  |                          |
|------------------------------------------------------------------------------------------------------------------|--------------------------|
| 1. No valid planning application objection in the form of a petition of 20 or more signatures, has been received | <input type="checkbox"/> |
| 2. Application complies with all relevant planning policies and is acceptable on planning grounds                | <input type="checkbox"/> |
| 3. There is no Committee resolution for the enforcement action                                                   | <input type="checkbox"/> |
| 4. There is no effect on listed buildings or their settings                                                      | <input type="checkbox"/> |
| 5. The site is not in the Green Belt (but see 11 below)                                                          | <input type="checkbox"/> |

### REFUSAL RECOMMENDED: GENERAL

- |                                                                    |                          |
|--------------------------------------------------------------------|--------------------------|
| 6. Application is contrary to relevant planning policies/standards | <input type="checkbox"/> |
| 7. No petition of 20 or more signatures has been received          | <input type="checkbox"/> |
| 8. Application has not been supported independently by a person/s  | <input type="checkbox"/> |
| 9. The site is not in Green Belt (but see 11 below)                | <input type="checkbox"/> |

### RESIDENTIAL DEVELOPMENT

- |                                                                                      |                          |
|--------------------------------------------------------------------------------------|--------------------------|
| 10. Single dwelling or less than 10 dwelling units and/or a site of less than 0.5 ha | <input type="checkbox"/> |
| 11. Householder application in the Green Belt                                        | <input type="checkbox"/> |

### COMMERCIAL, INDUSTRIAL AND RETAIL DEVELOPMENT

- |                                                                                                                                      |                          |
|--------------------------------------------------------------------------------------------------------------------------------------|--------------------------|
| 12. Change of use of retail units on site less than 1 ha or with less than 1000 sq m other than a change involving a loss of A1 uses | <input type="checkbox"/> |
| 13. Refusal of change of use from retail class A1 to any other use                                                                   | <input type="checkbox"/> |
| 14. Change of use of industrial units on site less than 1 ha or with less than 1000sq.m. of floor space other than to a retail use.  | <input type="checkbox"/> |

### CERTIFICATE OF LAWFULNESS

- |                                                                 |                          |
|-----------------------------------------------------------------|--------------------------|
| 15. Certificate of Lawfulness (for proposed use or Development) | <input type="checkbox"/> |
| 16. Certificate of Lawfulness (for existing use or Development) | <input type="checkbox"/> |
| 17. Certificate of Appropriate Alternative Development          | <input type="checkbox"/> |

### CERTIFICATE OF LAWFULNESS

- |                                                                                                                 |                          |
|-----------------------------------------------------------------------------------------------------------------|--------------------------|
| 18. ADVERTISEMENT CONSENT (excluding Hoardings)                                                                 | <input type="checkbox"/> |
| 19. PRIOR APPROVAL APPLICATION                                                                                  | <input type="checkbox"/> |
| 20. OUT-OF-BOROUGH OBSERVATIONS                                                                                 | <input type="checkbox"/> |
| 21. CIRCULAR 18/84 APPLICATION                                                                                  | <input type="checkbox"/> |
| 22. CORPSEWOOD COVENANT APPLICATION                                                                             | <input type="checkbox"/> |
| 23. APPROVAL OF DETAILS                                                                                         | <input type="checkbox"/> |
| 24. ANCILLARY PLANNING AGREEMENT (S.106 or S.278) where Heads of Terms have already received Committee approval | <input type="checkbox"/> |
| 25. WORKS TO TREES                                                                                              | <input type="checkbox"/> |
| 26. OTHER (please specify)                                                                                      | <input type="checkbox"/> |

The delegation powers schedule has been checked. Director of Residents Services can determine this application.

Case Officer

Signature:

Date:

A delegated decision is appropriate and the recommendation, conditions/reasons for refusal and informatives are satisfactory.

Team Manager:

Signature:

Date:

The decision notice for this application can be issued.

Director / Member of Senior Management Team:

Signature:

Date:

NONE OF THE ABOVE DATES SHOULD BE USED IN THE PS2 RETURNS TO THE ODPM

|                                |                                                                                                                                                                                                                                                                                                                                                                                                 |                                 |
|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|
| <b>Item No.</b>                | <b>Report of the Head of Planning, Transportation and Regeneration</b>                                                                                                                                                                                                                                                                                                                          |                                 |
| <b>Address</b>                 | CARPENTER'S COTTAGE, FORMER RAF UXBRIDGE, ST ANDREWS PARK HILLINGDON ROAD UXBRIDGE                                                                                                                                                                                                                                                                                                              |                                 |
| <b>Development:</b>            | Demolition and replacement of roof structure (1.0 m higher eaves and ridge level), refurbishment and restoration of building including replacement windows and doors, to aid conversion of building to a single family dwelling house (Listed Building Application)                                                                                                                             |                                 |
| <b>LBH Ref Nos:</b>            | <b>585/APP/2020/2891</b>                                                                                                                                                                                                                                                                                                                                                                        |                                 |
| <b>Drawing Nos:</b>            | 202039.P.001<br>Design, Access and Heritage Statement<br>202039.P.002<br>202039.P.101<br>202039.P.102<br>202039.P.103<br>202039.P.301<br>202039.P.302 (Existing, Approved and Proposed Sections A-A and Side Elevations)<br>202039.P.401<br>202039.P.402<br>202039.P.403<br>202039.P.302 (Existing, Approved and Proposed Rear Elevations)<br>Structural Survey dated February 2020<br>19.51.06 |                                 |
| <b>Date Plans Received:</b>    | 11/09/2020                                                                                                                                                                                                                                                                                                                                                                                      | <b>Date(s) of Amendment(s):</b> |
| <b>Date Application Valid:</b> | 11/09/2020                                                                                                                                                                                                                                                                                                                                                                                      |                                 |

## 1. CONSIDERATIONS

### 1.1 Site and Locality

The application site is known as Carpenters Cottage which is situated within the curtilage of Hillingdon House, a Grade II Listed Building.

Hillingdon House and its walled curtilage area are located on the eastern side of the former RAF Uxbridge site that is now known as St Andrews Park. The site is accessed via Vine Lane to the East and is identified as Phase 1A on the approved phasing plan for the overall St Andrews Development.

Hillingdon House and its curtilage lie to the east of what is to be the large open space District Park which is being created to serve the St Andrews Park development and local area.

### 1.2 Proposed Scheme

This application is seeking Listed Building Consent for the demolition and replacement of roof structure with the eaves and ridge level 1m higher than existing. The proposal also includes the refurbishment and restoration of the building including replacement windows and doors, to aid conversion of building to a single family dwelling house.

Whilst the application form states the proposal is for a 4 bedroom house, it is noted the plans illustrate a playroom which could be used as a further bedroom and as such, the proposed works would facilitate the creating of 5 bedroom single family dwellinghouse.

### 1.3 Relevant Planning History

585/APP/2009/2752 R A F Uxbridge Hillingdon Road Uxbridge

1. Outline application (all matters reserved, except for access) including demolition of some existing buildings and:

- a) Creation of up to 1,296 residential dwellings (Class C3) of between 2 to 6 residential storeys;
- b) Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys;
- c) Creation of a three-form entry primary school of 2 storeys;
- d) Creation of a hotel (Class C1) of 5 storeys of up to 90 beds;
- e) Creation of a 1,200 seat theatre with ancillary cafe (Sui Generis); office (Class B1a) of up to 13,860sq.m; energy centre (Sui Generis) of up to 1,200sq.m; and retail (Class A1, A2, A3, A4, A5) of up to 2,850sq m; in buildings of between 4 to 6 storeys as well as a tower element associated with the theatre of up to 30m;
- f) Creation of a local centre to provide up to 150sq.m of retail (Class A1 and A2) and 225sq.m GP surgery (Class D1); Means of access and improvements to pedestrian linkages to the Uxbridge Town centre; car parking; provision of public open space including a district park; landscaping; sustainable infrastructure and servicing.

2. In addition to the above, full planning permission for:

- a) Creation of 28 residential dwellings (Class C3) to the north of Hillingdon House of between 2 to 3 storeys as well as associated amenity space and car parking;
- b) Change of use of Lawrence House (Building No. 109) to provide 4 dwellings (Class C3), associated amenity space and car parking including a separate freestanding garage;
- c) Change of use and alterations to the Carpenters building to provide 1 residential dwelling (Class C3);
- d) Change of use and alterations to the Sick Quarters (Building No. 91) to provide 4 dwellings (Class C3) as well as associated amenity space and car parking;
- e) Change of use of Mons barrack block (Building No. 146A) to provide 7 dwellings (Class C3) as well as associated amenity space and car parking.
- f) Change of use of the Grade II listed former cinema building to provide 600sq.m Class D1/2 use (no building works proposed);
- g) Change of use and alterations to the Grade II listed Hillingdon House to provide 600sq.m for a restaurant (Class A3) on the ground floor and 1,500sq.m of office (Class B1) on the ground, first and second floors;

**Decision Date:** 18-01-2012      Approved

585/APP/2009/2754 R A F Uxbridge Hillingdon Road Uxbridge

Alterations to Grade II listed Hillingdon House and the associated demolition of adjoining wing, temporary buildings and other buildings within curtilage of Hillingdon House. Alterations to 'Carpenters' building and alterations to curtilage walls (Application for Listed Building Consent.)

**Decision Date:** 24-01-2011      Approved

585/APP/2012/1976 Former Raf Uxbridge Hillingdon Road Uxbridge

Reserved matters (appearance, landscaping, layout and scale) in compliance with conditions 2 and 3 for Infrastructure Phase, comprising detailed design of new vehicular and pedestrian access configuration to the southern entrance of the former RAF Uxbridge Site, at the junction with Hillingdon Road and The Greenway of planning permission ref: 585/APP/2009/2752 dated 18/01/2012: Outline development (all matters reserved, except for access) for a mixed-use development.

**Decision Date:** 16-01-2013      Approved

585/APP/2012/2102 Former Raf Uxbridge Hillingdon Road Uxbridge

An application under s.19 of the Planning (Listed Building and Conservation Area) Act 1990 to vary conditions 8, 10, and 16 of Listed Building Consent 585/APP/2009/2754 dated 11th March 2011 in order to reflect amendments to the phasing plan for the wider RAF Uxbridge development site.

**Decision Date:** 25-10-2012      Approved

585/APP/2014/4430      St Andrews Park Hillingdon Road Uxbridge

Demolition and replacement of roof, refurbishment and restoration of building including replacement windows and doors, to aid conversion of building to residential dwelling (application for Listed Building Consent).

**Decision Date:** 20-04-2015      Approved

585/APP/2020/2131      Carpenters Cottage, Former Raf Uxbridge, St Andrews Park Hi

Demolition and replacement of roof, refurbishment and restoration of building including replacement windows and doors, to aid conversion of building to residential dwelling (Listed Building Consent)

**Decision Date:** 30-10-2020      Approved

585/EXL/2012/3      Raf Uxbridge Hillingdon Road Uxbridge

Written request for approval in writing to vary Condition 8 (Traffic and Parking Arrangements), Condition 10 (Code for Sustainable Homes Level 6), Condition 15 (Works within Hillingdon House), Condition 22 (Delivery and Servicing Arrangements), Condition 51 (Code for Sustainable Homes Level 4), Condition 52 (BREEAM), Condition 58 (Biomass Boiler), Condition 85 (Evacuations Management Plan), Condition 87 (Delivery of Hillingdon House) in relation to planning permission reference 585/APP/2009/2752 dated 18th January 2012.

**Decision Date:** 20-12-2012      Approved

#### **Comment on Planning History**

The most relevant planning history is listed above.

## **2. Advertisement and Site Notice**

**2.1**    Advertisement Expiry Date:-    Not applicable

**2.2**    Site Notice Expiry Date:-      Not applicable

## **3. Comments on Public Consultations**

The application was consulted on between 22-09-20 and 13-10-20. 6 objections were received from neighbouring residents which are summarised below:

- The proposal would result in the loss of outlook from neighbouring properties;
- The proposal would result in the loss of light;
- The proposal would result in overshadowing;
- At the time of purchasing their properties, neighbouring residents were advised there would no alterations to the property given it is listed;
- The proposal would result in harm to a neighbouring listed wall;
- The property could become a HMO which would harm neighbouring residents;
- The proposal is in fact for a 5 bedroom property as one of the rooms is labelled a playroom;
- The proposed rooflights are out of character and keeping with a Grade II listed property;
- The proposal would result in the loss of privacy for neighbouring properties;
- The beautiful structure should be restored to its former glory with no more additions to its

structure;

- Others were advised that structural changes would not be allowed and this building would be best preserved as it was, designed as 3 bedrooms. This application is requesting a raised roof, thus accommodating 4 bedrooms;
- The proposal would become visually prominent and possibly an eye sore; and
- the walls that are to the left of it as well, are part of listing of this area and already look like they may collapse.

Officer comment: The application is seeking Listed Building Consent, however a lot of the issues raised are planning matters that would need to be considered under a separate planning application as the extant consent only allows for the replacement of the roof, refurbishment and restoration of the building.

## INTERNAL CONSULTEE COMMENTS

Conservation Officer

Summary of comments: Objection - fails to preserve the character and appearance of the curtilage Listed Building - recommend refusal.

Historic Environment Designation

Curtilage Listed Building part of the Grade II Listed Hillingdon House (to the south of the site) (NHLE: 1080115).

Assessment - background/ significance

Carpenter's Cottage is an early 20th century building and the only remaining service buildings associated to Hillingdon House. It originally formed part of a complex of historic outbuildings forming part of one of three service courtyards to the north of the main house. Unfortunately, apart from the courtyard walls, other historic structures were demolished throughout the 20th century and as part of the recent residential redevelopment of the former RAF Uxbridge site.

The existing building is characterised by its simplicity, as a single storey structure with a London stock brick exterior, pitched, plain tiled roof form with a deep eaves detail. The original windows have unfortunately been replaced. There is a notable chimney stack at the northern end of the building alongside a timber louvred structure (dovecote) which projects above the roofline to the south of the chimney stack, adding interesting elements to the building.

Whilst somewhat detached from the main Listed Building (Hillingdon House), due to the infill of the modern housing development, Carpenter's Cottage is of notable interest and contributes to the significance of Hillingdon House, which was originally a large estate house in its heyday. As identified above it is considered to be curtilage listed as part of Hillingdon House. Curtilage listed buildings, structures and objects have the same protection and restriction imposed on them as a listed building. To confirm, the curtilage listed building would be considered a designated heritage asset. Paragraph 5.1 within the submitted Design and Access Statement and Heritage Statement incorrectly refers to the building as a 'non-designated heritage asset'.

It is understood condition consent was granted previously under application ref: 585/APP/2014/4430. However, this application has now lapsed therefore a new application is required and would need to be assessed in line with current legislation and

policies. A separate, application has recently been submitted in relation to the conversion of the building and re-building to the roof to match the existing (585/APP/2020/2131).

#### Assessment - impact

Paragraph 3.2 within the Design and Access Statement states that the building will be converted into a 3-bed dwelling however the submitted plans depict a 4-bed property with the potential of the upper floor playroom also being used as a 5th bedroom. The number of bedrooms proposed would need to be confirmed alongside all relevant documentation updated, to ensure all submitted information is consistent and accurate.

#### Roof structure

It is recognised that the building would benefit from restoration works and structural improvements, particularly to the roof. However, the proposal to raise the height of the building by at least 1m lacks any justification and would be considered significantly harmful to the designated heritage asset. The original principle of removing the existing roof structure was deemed admissible due to its current poor condition. It was agreed upon the premise that it would be reinstated to match the existing, ensuring the preservation of the building in its original built form.

As identified above, the increase in height would allow for a 4/5 double bedroomed property, dramatically intensifying the use of the building and site. The proposed development would detrimentally alter the character and appearance of the existing building and would therefore be considered in principle unacceptable.

The proposal to raise the structure in order to accommodate a habitable roof space would include the addition of brick work on top of the existing 'out of plumb' historic walls. The combination of the additional brick work and new roof structure would significantly increase the load the original structure. From the submitted information no significant structural works have been stated to the existing external walls of the building. The proposed design of the roof and increase in height would fail to replicate or respect the significance of Carpenter's Cottage.

There are also concerns in terms of the thermal efficiency of the new roof structure. The submitted proposed section (Dwg No. 202039.P.302) does not depict any form of insulation within the new roof structure.

#### Roof lights

The proposed clutter of roof lights to all the sloped elevations would be unacceptable. The excessive number and poor placement would result in a messy appearance to the building. The addition of the roof lights would fail to respect the simple character and appearance of the former service building.

#### Detailing

The inclusion of a dentil cornice detail along the roof eaves and brick headers above the windows would introduce inappropriate decorative features to the building. Considering the status of the structure as an ancillary service building, it would detract from its simple nature. In this instance it would be deemed unacceptable.

As the building is considered to be curtilage listed it would benefit from the same level of protection as Hillingdon House. The proposed development would substantially harm the

character and appearance of Carpenter's Cottage. Considering, Section 16 of the Planning (Listed Building and Conservation Areas) Act 1990 the proposal would fail to adequately preserve its significance, as the only remaining service building that formed part of the former Hillingdon House estate. The building is defined by its simple nature and its quiet contribution to the surrounding environment. The setting of Hillingdon House has already been compromised by the existing housing development to alter Carpenter's Cottage to such an extent would exacerbate such harm.

#### Assessment - lack of information

There is a substantial lack of information in relation to other works required in order to convert the building into a dwelling house. Further information would be required if we are to consider all relevant works in relation to the conversion of the building (as described within the application form) under this Listed Building Consent application. These have been discussed below.

Alternatively, the description of works would need to be amended to reflect specific works proposed.

The Design and Access Statement and Heritage Statement fail to assess the impact of raising the roof height. It appears the document has been recycled and relates to earlier Listed Building Consent applications, not specifically this one.

#### Schedule and methodology of repairs (entire building)

A full schedule of repairs for the building including a methodology statement for the relevant works would be required, prior to any works taking place.

#### Site levels

The site levels to the east of the building are originally higher than the finished floor level within the building. It would need to be confirmed whether the land to the rear of the property has been or is proposed to be levelled or whether steps are required to allow access to the proposed private garden. Existing and proposed site cross-sections would be required alongside a landscaping plan.

#### Chimney and louvred structure

The submitted plans indicate the height of the chimney and louvred structure would also be altered, however these elements are not proposed to be demolished. The recent application included details to support the structure during demolition works followed by their subsequent repair as part of the conversion of the building. No justification has been submitted in relation to the demolition and alteration of these structures. In any instance further information would be required in relation to how the existing chimney stack and louvred dovecote structure would be safeguarded and protected during the proposed works.

#### External windows and doors

Paragraph 5.4 within the submitted Design and Access statement and Heritage statement states that existing timber and metal windows and doors are to be refurbished. It goes on to say that new windows would replicate existing details and constructed in timber and painted to match. However, paragraph 5.6 contradicts this statement as it references that new windows shall comprise of traditional sash windows. The proposed drawings do not

include any sash windows therefore this would need to be clarified. New windows and doors would need to replicate the existing or provide an enhancement by replicating a consistent style. A condition survey of the existing windows and doors would be required to justify their replacement and state why they cannot be repaired in the first instance. It would be useful to have detailed drawings of the existing windows and doors prior to determination.

The detailed drawings of the proposed windows are unacceptable. New windows would need to be flush fitting casements, and this is not the case from looking at the jamb detail for the two window types. No scale has been stated in relation to the glazing bar detail. It is not clear what the depth of the double glazed unit (DGU) is, however, it should be no more than 12mm in depth. A horizontal section of the proposed windows would also be required.

As noted above existing timber doors would need to be repaired and reused on site where possible. If deemed appropriate to replace, dependent upon the condition survey, the drawn details for each retained door opening would be required as the reveal to some openings appear to be characteristically deep.

#### Braced box structure

A cross section of the proposed braced box structure including the connection between the new internal walls and retained internal walls and floor slab.

#### Internal floor slab

The application description does not include the removal of the existing floor slab however the submitted drawing and structural report indicate that a new floor slab is proposed to be inserted. Whilst the principle of the works is likely to be deemed admissible, the use of concrete would not be considered appropriate, in order to maintain some 'flex' to the structure. The opportunity to enhance the building should be taken and is likely to assist with the existing damp issues, preventing such issues in the future. Any replacement floor slab would ideally need to be constructed of Limecrete with a breathable membrane and insulation. A cross-sectional detail would be required.

Extract flues and vents & RWGs.

Details of proposed extract flues and vents associated to the proposed kitchen and bathrooms and the proposed external guttering and downpipes would need to be submitted. Rainwater goods would need to be constructed of a cast metal in a black finish.

#### Building recording

Prior to any works taking place a Level 1 Record of the existing roof structure would be required. The record would need to follow guidance stated within the Historic England's Understanding Historic Buildings: A Guide to Good Recording Practice Document (May 2016). It would need to be a consolidated document, showing a visual record of all aspects of the roof (photographs) including the chimney stack and louvred structure alongside basic information relating to the building's location, age, type and association to Hillingdon House.

Conclusions: Objection - substantial harm

## **4. Local Plan Designation and London Plan**

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

DMHB 14 Trees and Landscaping

LPP 7.8 (2016) Heritage assets and archaeology

NPPF- 16 NPPF-16 2018 - Conserving & enhancing the historic environment

## **5. MAIN PLANNING ISSUES**

The main issues for consideration with this application are whether the proposed alterations are appropriate to the special historic character and appearance of the building.

Legal and policy considerations Sections 16 and 66 of the Planning (Listed Buildings and conservation Areas) Act 1990 (the 'Act') require the Local Planning Authority (LPA) to pay special regard to the desirability of preserving listed buildings, their setting and any architectural features that they possess. In this context, the objective of preservation is to cause no harm, and is a matter of paramount concern in the planning process.

The NPPF (2019) seeks to ensure that the significance of heritage assets is considered within applications and that development minimises harm to heritage assets. Policies HE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) will not permit applications to alter or extend Listed Buildings where damage may be caused to the historic structure or be detrimental to the setting of the listed building.

Policy DMHB 1 of the Local Plan: Part Two (2020) notes the Council will expect development proposals to avoid harm to the historic environment. Development that has an effect on heritage assets will only be supported where it sustains and enhances the significance of the heritage asset and puts them into viable uses consistent with their conservation and will not lead to a loss of significance or harm to an asset amongst other criteria.

Policy DMHB 2 of the Local Plan: Part Two (2020) requires applications for Listed Building Consent to only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.

Carpenter's Cottage is an early 20th century building and the only remaining service buildings associated to Hillingdon House. It originally formed part of a complex of historic outbuildings forming part of one of three service courtyards to the north of the main house. Apart from the courtyard walls, other historic structures were demolished throughout the 20th century and as part of the recent residential redevelopment of the former RAF Uxbridge site.

The existing building is characterised by its simplicity, as a single storey structure with a

London stock brick exterior, pitched, plain tiled roof form with a deep eaves detail. The original windows have been replaced. There is a notable chimney stack at the northern end of the building alongside a timber louvered structure (dovecote) which projects above the roofline to the south of the chimney stack, adding interesting elements to the building.

Whilst somewhat detached from the main Listed Building (Hillingdon House), due to the infill of the modern housing development, Carpenter's Cottage is of notable interest and contributes to the significance of Hillingdon House, which was originally a large estate house. Carpenters Cottage forms part of the curtilage listing of Hillingdon House.

Curtilage listed buildings, structures and objects have the same protection and restriction imposed on them as a listed building and it is considered a designated heritage asset. Listed building consent previously granted under application ref: 585/APP/2014/4430 has expired. A separate, application has recently been granted under ref: 585/APP/2020/2131 (30-10-20) for the demolition and replacement of roof, refurbishment and restoration of building including replacement windows and doors, to aid conversion of building to residential dwelling.

The Conservation Officer has assessed the application and raised an objection to this application for the following reasons:

#### Roof structure

The Conservation Officer recognises that the building would benefit from restoration works and structural improvements, particularly the roof. However, the proposal to raise the height of the building by at least 1m lacks justification and would be considered significantly harmful to the designated heritage asset. Under previous consents, the principle of removing the existing roof structure was only deemed admissible due to its current poor condition. It was agreed on the basis that it would be reinstated to match the existing, ensuring the preservation of the building in its original built form.

As identified above, the increase in height would allow for a 5 double bedroom property, dramatically intensifying the use of the building and site. The proposed development would detrimentally alter the character and appearance and the historic significance of the existing building and it is, in principle, unacceptable.

The proposal to raise the structure in order to accommodate a habitable roof space would include the addition of brick work on top of the existing 'out of plumb' historic walls. The combination of the additional brick work and new roof structure would significantly increase the load the original structure. The supporting information provided with the application suggest there no significant structural works will be carried out to the existing external walls of the building. The proposed design of the roof would result in the increase in height and it would fail to replicate or respect the significance of Carpenter's Cottage.

There are also concerns in terms of the thermal efficiency of the new roof structure. The submitted proposed section (Dwg No. 202039.P.302) does not suggest any form of insulation within the new roof structure, therefore the plans as submitted may not be an accurate representation of the work required/proposed to facilitate habitable rooms within the proposed loft.

#### Roof lights

The proposed roof lights to the sloped elevations would be unacceptable. The excessive number of rooflights along with their poor placement would result in a fussy appearance to

the building. The addition of the roof lights would fail to respect the simple character and appearance of the former service building.

#### Detailing

The inclusion of a dentil cornice detail along the roof eaves and brick headers above the windows would introduce inappropriate decorative features to the building. Considering the status of the structure as an ancillary service building, it would detract from its simple nature. In this instance it would be deemed unacceptable.

As the building is considered to be curtilage listed it would benefit from the same level of protection as Hillingdon House. The proposed development would substantially harm the character and appearance of Carpenter's Cottage. Considering, Section 16 of the Planning (Listed Building and Conservation Areas) Act 1990 the proposal would fail to adequately preserve its significance, as the only remaining service building that formed part of the former Hillingdon House estate. The status of the building is defined by its simple nature, as it quietly contributes to the surrounding environment. The setting of Hillingdon House has already been compromised by the existing housing development to alter Carpenter's Cottage to such an extent would exacerbate such harm.

#### Assessment - lack of information

The proposal fails to provide information in relation to other works required in order to convert the building into a dwelling house. Detailed information is required in support of a Listed Building Application in relation to the conversion of the building (as described within the application form) under this Listed Building Consent application.

The Design and Access Statement and Heritage Statement fail to assess the impact of raising the roof height. It fails to assess the significance of the listed building and the impact of the work on the significance of the building. The proposal fails to provide a detailed schedule of work which is required to assess the impact of the work on the historic fabric of the listed building.

#### Site levels

The site levels to the east of the building is higher than the finished floor level within the building. It would need to be confirmed whether the land to the rear of the property has been or is proposed to be levelled or whether steps are required to allow access to the proposed private garden. Existing and proposed site cross-sections would be required alongside a landscaping plan. Should the application have been considered acceptable, the details would have been required by way of a condition.

#### Chimney and louvered structure

The submitted plans indicate the height of the chimney and louvered structure would also be altered, however these elements are not proposed to be demolished. The recent application included details to support the structure during demolition works followed by their subsequent repair as part of the conversion of the building. No justification has been submitted in relation to the demolition and alteration of these structures. In any instance further information would be required in relation to how the existing chimney stack and louvered dovecote structure would be safeguarded and protected during the proposed works. Should the application have been considered acceptable, the details would have been required by way of a condition.

## External windows and doors

Paragraph 5.4 within the submitted Design and Access statement and Heritage statement states that existing timber and metal windows and doors are to be refurbished. It goes on to say that new windows would replicate existing details and constructed in timber and painted to match. However, paragraph 5.6 contradicts this statement as it references that new windows shall comprise of traditional sash windows. The proposed drawings do not include any sash windows therefore this would need to be clarified. New windows and doors would need to replicate the existing or provide an enhancement by replicating a consistent style. A condition survey of the existing windows and doors would be required to justify their replacement and state why they cannot be repaired in the first instance. It would be useful to have detailed drawings of the existing windows and doors prior to determination.

The detailed drawings of the proposed windows are unacceptable. New windows would need to be flush fitting casements, and this is not the case from looking at the jamb detail for the two window types. No scale has been stated in relation to the glazing bar detail. It is not clear what the depth of the double glazed unit (DGU) is, however, it should be no more than 12mm in depth. A horizontal section of the proposed windows would also be required.

As noted above existing timber doors would need to be repaired and reused on site where possible. If deemed appropriate to replace, dependent upon the condition survey, the drawn details for each retained door opening would be required as the reveal to some openings appear to be characteristically deep. Should the application have been considered acceptable, the details of windows and doors would have been required by way of a condition.

## Internal floor slab

The application description does not include the removal of the existing floor slab however the submitted drawing and structural report indicate that a new floor slab is proposed to be inserted. Whilst the principle of the works is likely to be acceptable, the use of concrete would not be considered appropriate, in order to maintain some 'flex' to the structure. The opportunity to enhance the building should be taken and is likely to assist with the existing damp issues, preventing such issues in the future. Any replacement floor slab would ideally need to be constructed of Limecrete with a breathable membrane and insulation. Should the application have been considered acceptable, the details would have been required by way of a condition.

## Extract flues and vents & RWGs.

The Conservation Officer recommends that details of proposed extract flues and vents associated to the proposed kitchen and bathrooms and the proposed external guttering and downpipes would need to be submitted. Rainwater goods would need to be constructed of a cast metal in a black finish. Should the application have been considered acceptable, the details would have been required by way of a condition.

## Building recording

Should the application have been considered acceptable, prior to any works taking place a Level 1 Record of the existing roof structure would have been required. The record would need to follow guidance stated within the Historic England's Understanding Historic Buildings: A Guide to Good Recording Practice Document (May 2016). It would need to

be a consolidated document, showing a visual record of all aspects of the roof (photographs) including the chimney stack and louvred structure alongside basic information relating to the building's location, age, type and association to Hillingdon House. Should the application have been considered acceptable, the details would have been required by way of a condition.

## CONCLUSION

The National Planning Policy Framework (NPPF) sets out the Government's policies for decision making on development proposals. At the heart of the framework is a presumption in favour of 'sustainable development'. The protection and enhancement of the historic environment forms one of three core objectives that defines sustainable development.

The Conservation Officer considers the proposed works would result in substantial harm to the Grade II listed building. Paragraph 195 of the NPPF (2019) notes that where a proposed development will lead to substantial harm to a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Taking the planning history into account, in particular the recent consent under ref: 585/APP/2020/2131 (30-10-20), it is not considered that the nature of the heritage asset prevents all reasonable uses on the site. The applicant has failed to demonstrate there is no viable use in the medium term through marketing that will enable its conservation. The applicant has failed to demonstrate that its conservation through grant funding or other sources is not possible. Nor has the applicant demonstrated that the harm is outweighed by the benefits of bringing the site back into use.

Due to the scale of the intervention proposed and without adequate plans clearly justifying the scale of intervention required, this application would result in the loss of historic fabric. It is recognised that the proposal would bring about harm to the special interest of the Grade II listed building.

In order to support heritage harm, the Council is required to identify tangible public benefits arising from the scheme that would outweigh the harm. In this instance, no tangible public benefit has been identified in support of this proposal that outweighs the harm to the Grade II listed building. For the reasons outlined in this report, this application is recommended for refusal.

Finally, it is noted that the proposal falls outside the scope of work consented as part of the outline consent for the Former RAF Uxbridge site, as such planning permission is required for the extension of the building so the impact on the amenity of neighbouring residents and the surrounding area could be assessed. Should the applicant seek to address the issues outlined within this report, any future Listed Building Application must be accompanied with a planning application so the impact on neighbouring amenity could be considered.

## 6. RECOMMENDATION

### REFUSAL for the following reasons:

#### 1 NON2 Non Standard reason for refusal

The proposed extension and alterations, by reason of loss of historic fabric would cause harm to the special architectural and historic interest of the Grade-II listed building. Furthermore, insufficient information has been provided to allow full consideration of the impact of the works on the listed building. In the absence of such, the proposals are considered to have a detrimental impact on the special architectural and historic interest of the building and are thereby contrary to the NPPF, Policy 7.8 of the London Plan (2016), Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies DMHB 1 and DMHB 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

### INFORMATIVES

1 The decision to REFUSE 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 The decision to REFUSE listed building consent has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMHB 1 Heritage Assets

DMHB 2 Listed Buildings

DMHB 1 Trees and Landscaping

LPP 7.8 (2016) Heritage assets and archaeology

NPPF- 1 NPPF-16 2018 - Conserving & enhancing the historic environment

3 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 the 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.

We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

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