

BHH – Bursledon, Hamble and Hound Local Area Committee Thursday 25 July 2019.

**Application Number:** L/19/85126  
**Case Officer:** Andy Grandfield  
**Received Date:** Wednesday 12 December 2018  
**Site Address:** Sydney Lodge-GE Aviation, Kings Avenue, Hamble Le Rice, SO31 4NF  
**Applicant:** GE Aviation  
**Proposal:** Listed Building Consent for Demolition of single storey former extensions and warehouse building and construction of single storey rear extension; formation of flat roofed glazed atrium extension, new external wrought iron staircase with railings, new raised terrace, low level wall and rebuild historic wall to raise garden with landscape frontage and alterations to openings and windows. Removal of internal non-original partition walls and formation of spiral staircase, changing cubicles and false ceiling over toilet block.

**Recommendation:** Subject to the final comments of the Borough ecologist

GRANT LISTED BUILDING CONSENT

## CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans numbered: 7547\_D01, 7547\_D10, 547\_D11, 7547\_D12Rev B, 7547\_D13 Rev A, 7547\_D20, 7547\_D21, 7547\_D22, 7547\_D40, 7547\_E02 Rev A, 7547\_E03 Rev A, 7547\_E04 Rev A, 7547\_E05 Rev A, 7547\_E10 Rev A and FD 16-1431-49. Reason: For the avoidance of doubt and in the interests of proper planning.
- 2 The development hereby permitted shall start no later than three years from the date of this decision. Reason: To comply with Section 91 of the Town and Country Planning Act 1990.
- 3 No structures shall be demolished until a method statement for the demolition and how the retained building will be made good has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: To ensure the historic fabric of the heritage asset is protected during the course of the works and that the significance of the heritage asset.
- 4 No development shall start until details and samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: To ensure a satisfactory visual appearance in the interest of the

amenities of the area.

- 5 Full joinery details of all new internal and external windows and doors shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of work. The windows and doors shall be installed in accordance with the approved details. Reason: To protect the character and appearance of the building
- 6 The development hereby permitted shall not be occupied until full details of hard and soft landscape works and a programme of implementation, maintenance and management have been submitted to and approved in writing by the Local Planning Authority. Details shall include a soft landscaping specification, hard surfacing materials; minor artefacts and structures (e.g. refuse or other storage units); proposed and existing functional services above and below ground (e.g. drainage, power, communications cables, pipelines etc. indicating lines, manholes, supports.); and retained historic landscape features. Soft landscape works shall include: planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities. The approved works shall be carried out in accordance with the approved details and the programme of implementation, maintenance and management. Reason: To improve the appearance of the site and enhance the character of the development in the interest of visual amenity and contribute to the character of the local area
- 7 Prior to the commencement of any internal decorative works details of any works affecting the historic walls/floors shall be submitted to and approved in writing by the local planning authority. Details shall include any painting and/or fixtures and fittings of any kind to the historic fabric of the building. No painting of existing unpainted wood panelling shall be undertaken. Reason: To protect the character and appearance of the building
- 8 The reinstated garden boundary wall hereby permitted shall not be constructed until plans of the design of the wall, samples and details of the materials to be used in its construction have been submitted to and approved in writing by the Local Planning Authority. The construction of the wall shall be carried out in accordance with the approved details prior to the first occupation of the development hereby permitted. Reason: To ensure the development has a satisfactory external appearance in the interest of visual amenities
- 9 Any damage resulting from the removal of internal partitions shall be made good on a like-for-like basis using matching materials and construction methods to the adjacent historic fabric. Reason: To protect the character and appearance of the building
- 10 All hard & soft landscaping, tree planting and boundary treatments shall be carried out in accordance with the approved details and to the appropriate British Standard. For a period of no less than 5 years after planting, any trees or plants which are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of the same

species, size and number as originally approved in the landscaping scheme.  
Reason: In the interests of the visual amenity of the locality and to safeguard the amenities of neighbouring residents.

Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (February 2019), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

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This application has been referred to Committee for completeness because a related application for the redevelopment of some of the adjoining site for residential is before the committee for a decision.

## **Introduction**

1. This is an application for listed building consent to demolish of non-original single storey former extensions and warehouse building followed by the construction of a single storey rear extension; a flat roofed glazed atrium extension, new external wrought iron staircase with railing and new raised terrace with a low level wall. The scheme also proposes to rebuild the historic wall to raised garden along with landscaping the frontage of the site. Various alterations are proposed to existing openings and windows to return the listed building to its original appearance. Works are also proposed to remove some internal non-original partition walls and formation of an internal spiral staircase, changing cubicles and false ceiling over toilet block
2. Sydney Lodge sits within the grounds of the GE Aviation Campus to which there is no public access. The building is one of only 8 no. Grade II\* Listed Buildings within the Borough dating back to late 18<sup>th</sup> Century.
3. This application solely considers the impact of the proposals on the heritage asset, its listed status and the setting of the Grade II\* listed building. Where any development may affect designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard for their impact on the historic environment. Under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 16 of the 1990 Act states that in considering applications for listed building consent, the Local Planning Authority (LPA) shall have special regard to the desirability of preserving the Listed Building or its setting, or any features of special architectural or historic interest that it possesses.

## The site and its surroundings

4. Sydney Lodge, adjoining outbuildings and stable block are situated within the central third of the site and to the eastern side of the GE Aviation campus. The house is roughly square in plan and is of two storeys with a hipped roof recessed behind a blocking course and concealed gutter. The main entrance faces north west and there is a large bowed projection to the south east, garden front, rising through two storeys. To the north side of the house a more modern set of outbuildings have been added, extended and adapted including a two storey stable block adjoining to the north east.
5. Both the property and the grounds remained virtually unchanged until 1936 when purchased by British Marine / Folland Aircraft Ltd (later Hawker Siddeley Aviation Ltd) and went through significant changes to the parkland and surrounding landscape occurring with the establishment of a major aircraft works and ancillary housing in the late 1930s. During the 1936 - 1945 era, the company used the house and buildings at Sydney Lodge as headquarters with administrative offices for the management of the business and the estate at large. The only elements of the original grounds and setting of Sydney Lodge to survive this period of redevelopment are essentially those which remain today, namely the enclosed formal gardens with their sunk bedding and part of the former *wilderness* garden to the east of the balustrade.
6. In the 1950s Sydney Lodge underwent changes including the demolition of the small east range of the stable yard and extension of the stable block to the south east with a large single storey structure of roughly the same footprint as the main building. The stable block extension was further enlarged after 1957 so that by 1964 the stable courtyard had been completely infilled. A new link building between the house and ancillary ranges was also erected between 1957 and 1964. With extensive development on the factory complex itself, the only elevation that remains unimpeded by modern factory buildings is the principal west façade (ornamental garden).
7. The land comprising the Sydney Lodge application site falls wholly within the historic curtilage of Sydney Lodge comprising the listed building's immediate setting and part of the associated ornamental grounds. The site is situated to the south of King's Avenue whilst the garden backs on to a mature tree line beyond which are the residential properties within Yorke Way. The frontage of Sydney Lodge is dominated by the main access road to the GE Campus and car parking with an area of grass land dissected by paths and secondary roads.

## Relevant planning history

8. Apart from the significant alterations and adoptions referenced above there have been no significant planning applications submitted on Sydney Lodge. There have been modest developments undertaken including alterations to heating systems and rewiring (1988).

9. The Local Planning Authority (LPA) are currently considering an outline planning application for the construction of up to 148 residential units on land to the north and northwest of Sydney Lodge. This scheme includes realigning the main campus access with Hamble Lane and moving the estate road west away from the frontage of Sydney Lodge allowing for the frontage to be landscaped providing an improved setting to the Grade II\* Listed Building. The scheme also proposes the demolition of industrial buildings to the northwest of Sydney Lodge.

### **Representations received to the planning application**

10. No representations received on this planning application.

### **Consultation responses (Summarised)**

11. **Heritage Officer** – No objection. The setting of this important Grade II\* listed building by the internationally renowned architect Sir John Soane has suffered significant damage to both its setting and unsightly accretions to the rear of the ancillary range. Clearance of the majority of nearby industrial type buildings and removal of the 'warehouse', now gym building attached to the back of the service wing together with the reinvigoration of the landscaping will greatly improve the setting of this most important heritage asset. The currently proposed roads (on the Outline application) are a vast improvement on previous incarnations, keeping them away from the frontage on approximately the original drive route, to give the building a more serene and garden/park.
12. Not only is the setting improved at the front but the approach from the rear by foot from the new car park, carefully landscaped to minimise the visual intrusion, leads one through the informal garden that masks the destination to only be fully revealed as one comes closer to the building in classic fashion. The setting from the front and the aspect from the south-western face of the building could perhaps be enhanced by the addition of some planting to the south-west of the formal lawn on the GE side to mask, if not hide, the remaining close industrial building.
13. Externally, opportunity is being taken to correct some unfortunate ad-hoc openings and brick-up some extra windows that cause imbalance to the original carefully considered elevation. The replacement brickwork in the female wc/showers could include a blank window to balance the existing one but in the absence of compelling evidence of a window here originally, no amendments are sought. The eastern wing of this service courtyard which terminated to the east of this building is long lost but the proposal to form a new room in this position to match the western side will balance the elevation and produce an elegant north façade apart from the main entrance which feels uncharacteristically over wide for a building of this age. On the eastern elevation, the matching brick arcade with matching arched windows gives the impression of an orangery and leads well into the modern glazed screens and overhanging flat roof of the courtyard infill area at a slightly higher level which virtually achieves symmetry in itself but given the solid to void ratio and

backdrop of roofs which do not, is of no concern in this instance. The nature of these extensions is subservient to the original buildings yet modern in concept to leave no one in future in any doubt as to the historical development of the structure.

14. Internally, the removal of the modern first floor stud partitions in the main building is to be commended. The additional staircase to the attic floor was a sensible extra sensitively executed that facilitates full use of the building which is the best thing for its future health. While retention of the attic bathroom falls into a similar category to the extra attic stairs, the new doorway (1950's/60's) from the entrance to Room 1 is more than neutral in its intrusion interrupting the flow of movement through and up to the hall upsetting the essential symmetry of the first space one enters which also acts as a draught lobby to the whole house.
15. **HCC Archaeology** – no objection raised on archaeological grounds. As regards to the impact of the development upon Sydney Lodge (a Grade II\* Listed Building), I would defer to any advice offered in this matter by the Borough Council Conservation Officer.
16. **The Garden Trust** – No comment received.
17. **Historic England** – No comment received on this scheme. On the redevelopment of adjoining land for residential purposes Historic England raised no objection advising there is potential to make significant improvements to the setting and significance of Sydney Lodge through the removal of some modern extensions and buildings which creates the opportunity to restore elements of the immediate setting of the house. This would be a heritage benefit. No objection is raised to the principle of demolition of later extensions to Sydney Lodge.
18. **Hamble Parish Council** – No objection. The removal of the additional structures will help to create a fitting setting for the building. The current configuration is detrimental to the appearance of the building, the setting and its wider surroundings. In addition, the internal changes and steps to safeguard the fabric of the building are welcome and the Council seeks reassurance that enforcement action will be pursued should the wider GE planning application not be approved. The Council would like to see conditions attached to any consent to ensure that there is wider public access to the building, the gardens and the grounds that form a part of Hamble's history.

**Policy context: designation applicable to site**

- Within Built-Up Area Boundary
- Adjacent Established Residential Area
- Grade II\* (Sydney Lodge)
- Historic Park & Garden

**Assessment of proposal: Development plan and / or legislative background**

## **Policy Context:**

### **Eastleigh Borough Local Plan Review 2001-2011 (“saved policies”)**

19. As a Grade II\* Listed Building the most relevant saved policy is:

- 174.LB – alteration or extension of listed building
- 177.LB – impact on historic park or garden

### **Hampshire Minerals and Waste Plan 2013**

20. The site lies within the mineral and waste consultation area (MWCA) – Minerals section and Policy 15: Safeguarding – mineral resources of the adopted Hampshire Minerals and Waste Plan (2013) (HMWP) is not relevant for this listed building application.

### **Submitted Eastleigh Borough Local Plan 2011-2029**

21. The Eastleigh Borough Local Plan 2011-2029 was submitted for examination in July 2014 but the Inspector concluded that insufficient housing was being provided for in the Plan and that it was unsound. While this has not been withdrawn and remains a material consideration, it can therefore be considered to have extremely limited weight in the determination of this application.

### **The Submitted Eastleigh Borough Local Plan 2016-2036**

22. Following *The Submitted Eastleigh Borough Local Plan 2011-2029* being found unsound, the Council has prepared *the Eastleigh Borough Local Plan 2016-2036*. The Plan has been subject to public consultation (Regulation 19), the period for which ran from 25 June until 8 August 2018, and has subsequently been submitted to the Secretary of State for examination (on 31 October 2018) with hearings scheduled to take place in the autumn 2019

23. The relevant Development Management policies that are relevant to this scheme are;

- DM12 (Heritage)

### **Supplementary Planning Documents (Material Planning Considerations)**

- No relevant SPDs

### **Other Relevant Documents**

- Not applicable

### **National Planning Policy Framework (NPPF) revised 2019**

24. At a national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The NPPF states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development.
25. In determining applications, LPAs should take account of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness (para 192). Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification (para 194).

### **Policy Practice Guidance**

26. This guidance has been adopted in support of the NPPF. Chapter 16: "Conserving and enhancing the historic environment" reiterates the importance of conserving heritage assets in a manner appropriate to their significance as a core planning principle.

### **Assessment of Proposal**

27. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a local planning authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Saved Policies of the Eastleigh Borough Local Plan Review 2001-2011 and the Hampshire Minerals and Waste Plan 2013.
28. In terms of emerging policy, extremely little weight can be given to the Submitted Eastleigh Local Plan 2011-2029 (comprising: the Revised Pre-submission Eastleigh Borough Local Plan 2011 – 2029 which the Local Plan Inspector recommended non-adoption on the basis of the plan being unsound, largely due to its inadequate provision for new housing.
29. The Submitted Eastleigh Local Plan 2016 – 2036 and the policies within are yet to be tested at the Local Plan Inquiry, but they represent the Council's latest position on development within the borough and have been formed based on up to date evidence, as such they can be afforded some weight.
30. Section 16(2) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states "In considering whether to grant Listed Building Consent for any works, the Local Planning Authority ... shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

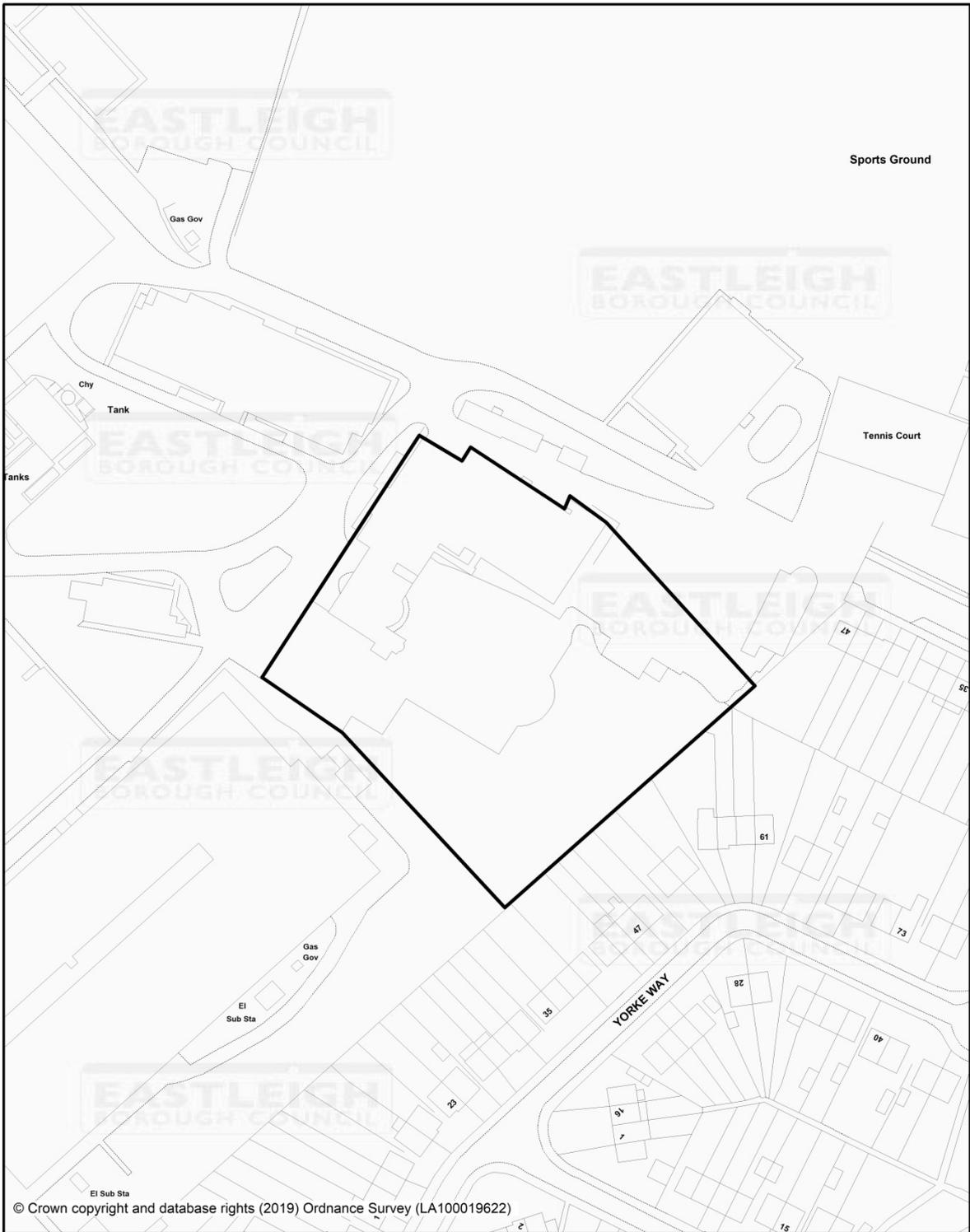
## Impact on the heritage asset

31. The Local Plan saved policies that relate to the historic built environment are set out in chapter 11 and whilst no specific policy addresses the issue of development that would affect the setting of a listed building, paragraph 11.19 states that alterations and improvements that are not in keeping with the character of a listed building will be refused, including development likely to adversely affect the setting of a listed building. Policy 174.LB states the alteration or extension of a listed building or any development within the curtilage of a listed building including display of an advertisement will not be permitted if it would result in a detrimental impact on the building or its setting. Policy 177.LB is relevant advising applications for development which would be detrimental to or adversely affect the character, appearance, features or setting of an historic park or garden, will not be permitted.
32. Sydney Lodge sits entirely within GE campus and is used as offices, presentation rooms and storage in conjunction with the wider manufacturing process on the site. A large area of the ground floor is given over to changing facilities, toilets and a gym. Whilst a significant amount of floor space (870sqm) would be demolished this principally comprises of a warehouse building attached to the northeast elevation, the appearance of which is entirely unsympathetic to character and appearance of the original building. The proposed scheme would result in a modern facility that would ensure Sydney Lodge returns to a form and appearance more aligned to its original pre-1930s form.
33. Whilst minimal external changes are proposed to the main lodge itself, the proposed extensions to the rear of the stable block (east) have been sympathetically designed combining both crispy, light and modern designs (conference suite) with the more traditional extensions constructed of buff brick and bath stone under a slate roof, drawing on the original design features of the former stable block. The external areas have been well considered comprising a dual levelled terrace stepping down 1m in to the walled formal garden, with proposals to restore the formal areas to their former glory. Beyond this, the removal of the warehouse extension opens up the rest of the garden area for informal tree planting to compliment the extensive tree planting that exists on the eastern side of the site. The Borough Heritage officer has raised no objection and in fact welcomes the proposals and recognises the unique opportunity to restore the Grade II\* listed building to its former glory. The design and detailing of the extensions, treatment of elevational changes through alterations to windows and doors, as well as the internal alterations are all sympathetic to the heritage asset and will deliver significant heritage betterment. Conditions are recommended to secure further details on the joinery design and appearance.

34. The formal gardens to the south and east of Sydney Lodge will be retained and ultimately refurbished as part of the long term improvements to the campus and office hub / training suite accommodated within the listed building. The removal of the 1950s warehouse extension and attenuation of the car park to the east of the latter will provide a significant buffer of open green space to the formal garden side of the listed building. To the west and north of Sydney Lodge, and forming part of the larger outline development, the resiting of the main campus road, large expanses of lawn interspersed with specimen trees would complement and enhance the principal setting and appearance of Sydney Lodge and allow greater public views of this Grade 2\* Listed Building.
35. A very detailed and thorough heritage assessment has been submitted in support of the proposal setting out the history of Sydney Lodge, the site and the wider impact on the Royal Victoria Country Park (a designated asset - a Grade II registered park) and Grade II\* chapel within it. The Borough Heritage officer concurs with the assessment and its findings.
36. The overall impact of the works proposed is appreciable with the nature of that impact highly beneficial in terms of the building's more immediate setting and appearance. The historic development of the Site indicates that the setting of Sydney Lodge has been substantially degraded since 1936 to the detriment of its outstanding heritage values. As such the proposals demonstrate special regard for the desirability of preserving or enhancing listed buildings and their setting in accordance with Sections 16 and 66(1) of the 1990 Act.

## **Conclusion**

37. Section 38(6) of the Act states a scheme contrary to the development plan should be refused unless material considerations indicate otherwise. The NPPF is a strong material consideration as are Saved policies that seek to protect heritages assets (174.LB and 177.LB)
38. The demolition of the modern unsympathetic extensions to the Grade II\* Listed Building have the full support of the LPA, the Parish Council and English Heritage with clear heritage benefits secured both in terms of the appearance and setting of Sydney Lodge. The proposed extensions and elevational alterations are appropriate in form, design and materials whilst the external hard and soft landscaping are respectful to the overall appearance of the buildings and will see the site returned to its pre-1930s appearance.
39. It is recommended that Listed Building Consent be granted.



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