THE LONDON BOROUGH OF EALING
(NEW BROADWAY, BOND STREET AND MATTOCK LANE W5)
COMPULSORY PURCHASE ORDER 2014

Ref: NPCU/CPO/A5270/74172

RESPONSE TO STATEMENTS SUBMITTED BY EALING GREEN AND EALING TOWN CENTRE CONSERVATION ADVISORY PANELS AND MR MISHIKU

LUCY TAYLOR
ASSISTANT DIRECTOR OF REGENERATION AND PLANNING POLICY
EALING COUNCIL
1. The Ealing Green and Ealing Town Centre Conservation Areas Advisory Panel have submitted a non-statutory objection to the CPO on 9th April 2015. Mr Mishiku has submitted various statements to the Inquiry. The concerns raised can be summarised as follows:

- The Ealing Green and Ealing Town Centre Conservation Areas Advisory Panel considers that the wider redevelopment proposals are damaging to the Conservation Areas and central Ealing heritage sites and, in some specific respects, the proposals do not enhance the Conservation Areas. It is therefore the view of the Panel that the CPO is not in the public interest.
- Mr Mishiku’s submissions, in summary, set out that he considers the Ealing Filmworks Scheme to be detrimental to the two conservation areas and it has an overbearing and out of character effect on Mattock Lane. He also states he is opposed to the demolition of the YMCA building.

This document constitutes the Council’s response.

2. **YMCA**

   The YMCA building, 14-16 Bond Street, is a “non-designated heritage asset” and the Council has recognised this by including the building on the Local Heritage List i.e it is a locally listed building. The Ealing Green Conservation Area appraisal highlights Bond Street as a good example of Edwardian commercial streetscape. The YMCA Building is described at paras 4.14 – 4.17, pages 18 and 19 of the Heritage Statement by KM Heritage submitted with the outline planning application (CD C.6).

3. Policy EAL 6 of the Development Sites DPD (CD B.18) states the following: 
   
   *The Edwardian YMCA building positively reflects the original character of this part of the town centre, and would merit retention and enhancement as part of any development proposals.*

4. The design of the Ealing Filmworks Scheme involved consideration of the context of the site including the heritage assets within and near the site and its location within two conservation areas alongside the relevant planning policies and principles set out in the Ealing Cinema SPD. The design evolution involved considering how parts of the YMCA building could be retained. The Heritage Statement sets out the consideration given to the YMCA building during the design process- paras 7.2 – 7.15, pages 35-38.

Reference is made to architectural studies that were carried out to consider how the
The creation of a new entrance from Bond Street through the building into the site could be achieved, along with the required quantum of floor space. It was concluded that if these were to be delivered then significant alterations to the existing building would be required. The majority of the building would need to be demolished in order to accommodate residential uses on the upper floors and commercial units at ground floor level to the rear. This would result in only the façade being retained. Additional levels of accommodation would need to rise up behind the retained façade and there would be difficulty in rationalising floor levels across the site. The proposed new access from Bond Street would need to use the existing entrance to the YMCA building or would pierce the building through one or both of the existing shopfronts to the ground floor. It was concluded that “the work required to retain the building as part of the wider scheme would significantly diminish the architectural value of the heritage asset (YMCA building) that it was trying to protect thus defeating the object of seeking to retain it”. (para 7.9, page 37 Heritage Statement)

5. In the Heritage Statement the authors state “It is considered at this stage that it is neither architecturally or financially viable to retain the YMCA and attempts to retain the building would be disproportionate in relation to the building’s significance. In addition, the planning benefits derived from the scheme for the community would outweigh the loss resulting from demolition”. (para 7.11 page 37 of Heritage Statement).

6. English Heritage, in their letter of 7th November 2013, commented on the loss of the YMCA and concluded “The proposals on Bond Street mean the loss of the old YMCA building which makes a positive contribution to the character and appearance of the conservation area. My view is that this loss is regrettable, but I am satisfied from the information provided that its retention would lead to problems with floor heights and other issues and that the harm caused to the conservation area by the loss of the building is balanced by the overall gains that the scheme will bring”.

7. The Planning Officer’s report to Planning Committee on 18th December 2013 (CD C.8) refers to heritage matters and the loss of the YMCA building with reference to the Heritage Statement (page 3, CD C.8). The design and impact on heritage assets is considered on pages 40 and 57-65 and the loss of the YMCA is considered specifically on page 61. The report concludes in the Executive Summary page 6 “The justification of the demolition of the locally listed YMCA building is discussed in detail above and is considered acceptable on balance and given the overall public benefits of the scheme”.
8. The informative attached to the Conservation Area Consent states:

“The decision to grant Conservation Area Consent has taken account of the relevant National, Strategic and Local Planning policies and the information provided in the application submission. In reaching this decision, it was considered that the demolition of the existing buildings including the locally listed YMCA building (14-16 Bond Street) would be acceptable subject to appropriate safeguarding conditions, the implementation of a suitable replacement scheme, and having considered all objections/comments received from stakeholders and interested parties to date; on balance the proposal would accord with the relevant planning policies and guidance and any resultant harm to the existing heritage assets would be outweighed by the public benefits of replacement scheme proposed under planning reference PP/2013/3938.”

9. Conditions attached to the Conservation Area Consent include No Premature Demolition and a requirement for a recording document prior to the demolition of the YMCA building (CD C.9).

10. The relevant parts of NPPF taken into account in the consideration of this proposal are set out in Section 5 of the Heritage Statement (pages 25-27) and include NPPF paras 126 -137. NPPF 134 states ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.” The demolition of the YMCA building would result in substantial harm to a non-designated heritage asset, but would cause less than substantial harm to the surrounding designated heritage assets i.e. Ealing Green and Ealing Town Centre Conservation Areas. Efforts have been made to retain the non-designated heritage asset, but on balance it is not reasonable to retain the non-designated asset if by doing so the viability and architectural quality of the new scheme is compromised, thus impacting negatively on the wider designated heritage asset i.e. the conservation area.

11. Ealing Green and Ealing Town Centre Conservation Areas

The issues raised by the Ealing Green and Ealing Town Centre Conservation Area Advisory Panel were considered as part of the planning officers report to the Planning Committee on 18th December 2013. The comments of the Panel are recorded on page 48 and the officers response is set out in the section Public Consultation by the Local Planning Authority on pages 37-42.
12. The Conservation areas and the relationship to the proposed development of Ealing Filmworks are described in paras 3.16-3.23 (pages 9-12) and 4.33 – 4.36 (pages 23-24) of the Heritage Statement. The impact of the proposed development is described in paras 7.18 – 7.27 (pages 39-41) of the Heritage Statement. The Planning Officer’s report to Planning Committee on 18th December 2013 (CD C.8) considers the impact of the proposals on pages 57 -64.

13. English Heritage made a number of comments on the outline planning application (received in letter dated 7th November 2013 attached as Appendix 1 to this Document). These were summarised in the report to Planning Committee (page 44 and 45 CD C.8) as follows:

- The scheme has been subject to pre-application negotiation and has significantly improved from the initial proposals.
- Broadly supportive of the scheme due to the creation of new public space, land use and wider benefits of the scheme.
- The incorporation and reuse of the retained cinema building is welcomed.
- Concern that the proposed light box above the retained façade would be too overbearing within the conservation area, particularly if brightly illuminated.
- Satisfied that the retention of the YMCA building would lead to problems with floor heights, etc. The loss of the YMCA building should be balanced by the overall gains that the scheme would bring.
- The re-use of the arch entrance from the Old Walpole Picture House which is welcomed as long as it can be successfully incorporated into the new building.
- Concern that the design of the roof of the new building to Bond Street would be too prominent.
- The frontage of the development on Mattock Lane is very sensitive due to its impact on the Ealing Green Conservation Area and the setting of Pitshanger Manor. The design of the development will need to have regard for the character and appearance of the area and the scale and design of the buildings needs to reflect this so that the development does not harm the heritage assets.
- No objection to the principle of bringing the building line forward.
- Concern that the ground floor frontage is too dominant. It should be more in keeping with the low key character of the area fronting the Green.
14. The outline planning consent was approved subject to a number of reserved matters listed in pages 10 and 11 of the Planning Committee report (CD C.8) including reconsideration of Blocks A, C and D. The reserved matters were submitted in December 2014 and a number of changes were made to initial drawings in consultation with English Heritage. These changes are referenced in the letters from English Heritage on 5th February 2015 and 112th March 2015 (attached in Appendix 1 of this document). These included the following:

1. **Locally listed Cinema façade Block A**

   Initially, English Heritage and the conservation officer had concerns with regards the treatment of the retained façade and whether it was adequately integrated into the new development. Additional designs were received from the applicant that:

   i) Provided a stronger element linking the retained façade to the new block behind,
   
   ii) Introduced a vertical element of recessed glazed bricks to differentiate between the old and new elements of the building;
   
   iii) Provided unifying materials to create a cohesive approach across the entire development; and
   
   iv) Included new reconstituted Portland stone panels designed to match the retained box element and give the impression of a relationship with the inside of the building. These panels can be lit at night to provide an exciting street presence and accentuate the retained and new features which reflect the art deco styling of the previous elevation now removed.

   These amendments satisfied English Heritage that the concerns raised had been resolved. The details of these new elements are conditioned for further design work.

2. **Bond Street Block C**

   The scale of the replacement building was considered acceptable in that it will reflect the height of the retained corner development and is set back from both Bond Street and the retained Edwardian terrace thus allowing a better transition between the two.

   Initially, English Heritage had concerns with regard the detailing of the front façade and accordingly the applicant finessed their designs to create greater vibrancy by increasing window setbacks, thus creating greater shadow play, and by introducing brick detailing to differentiate between shops at ground floor and residential above. Materials have been chosen to integrate with existing Edwardian shopfronts, but also to incorporate elements of the materials palette for the wider new development.
3. Mattock Lane Block D
A number of iterations of the front façade of the building and the proposed shopfronts were presented to ensure the resulting building was a satisfactory addition to the Ealing Green Conservation Area and did not overwhelm the statutorily designated Lodge, Gateway and Manor house opposite. On the advice of council officers and English Heritage, the final scheme includes vertical elements which reference the narrow urban grain surrounding the Green, and the height of the shopfronts was reduced and further detailing undertaken to achieve English Heritage's approval.

15. The Planning Officer report to Planning Committee on the Reserved matters (CDC.14) referenced the comments raised by Ealing Green and Ealing Town Centre Conservation Advisory Panel on page 23 and considered the Urban Design and Impact on Heritage Assets, the scale and appearance and revisions made to the external appearance on pages 25-31. The planning officer concludes in the Executive Summary page 6: *It is considered, that subject to appropriate safeguarding conditions; and having considered all objections/comments received from interested parties to date, that the reserved matters (scale, appearance and landscaping) are acceptable and would achieve a high quality development without causing significant harm to the amenities of adjoining occupiers or the significance of the surrounding heritage assets*.”
Dear Ms Taylor

FORMER EALING CINEMA SITE, 59-63 NEW BROADWAY, REAR OF 49 AND 55 NEW BROADWAY, YMCA BUILDING - 14-16 BOND STREET, WALPOLE HOUSE-18-22 BOND STREET, FLAVA LOUNGE - 1 MATTOCK LANE AND ASSOCIATED SERVICE ACCESS AND PARKING AREAS, EALING, W5 5BG
Application No PP/2013/3938

Thank you for your letter of 27 September 2013 notifying us of the application for planning permission relating to the above site.

English Heritage Advice

Our statutory remit is as a consultee to provide advice to the local planning authority on the impact of the proposals on the conservation areas- Ealing Town centre and Ealing Green- and on the setting of the neighbouring listed buildings, primarily Pitshanger Manor. Our advice is based on an understanding of the significance of the historic environment affected by these proposals in the context of national policy and English Heritage guidance.

This scheme has been subject to pre-application negotiation and from my point of view has improved significantly from the initial proposals I saw. I am aware that the application is for outline consent only, and the visuals have been included within the Design and Access Statement to give an indication of the aspirations of the scheme, but I have based my comments on these as well as the application drawings.

The scheme offers a great opportunity to create a new public space, as well as all the potential land use and wider benefits that the scheme will provide and I am broadly supportive of it. On New Broadway, I welcome bringing the retained façade of the old cinema building back into use and the proposed new building behind, though large,
sits well with the retained façade. I do however, consider that the light box on the top of the building is potentially too over-bearing within the conservation area, particularly if brightly illuminated.

The proposals on Bond Street mean the loss of the old YMCA building which makes a positive contribution to the character and appearance of the conservation area. My view is that this loss is regrettable, but I am satisfied from the information provided that its retention would lead to problems with floor heights and other issues and that the harm caused to the conservation area by the loss of the building is balanced by the overall gains that the scheme will bring. It is proposed to re-use the arch entrance from the old Walpole Picture House which is welcomed as along as it can be incorporated properly into the design of the new building. The proposed designs are encouraging in this respect, although again the proposed building is large, and I am concerned that the design of the roof extension is not too prominent.

On the south side of the site is the proposed new building facing onto Mattock Lane. This part of the development is very sensitive due to its impact on the Ealing Green Conservation Area and the setting of Grade I listed Pitshanger Manor. This part of the site has a different character and scale- low-level, suburban and subdued, as opposed to the more commercial and higher storey heights of the nearby town centre and New Broadway. I understand that the desire is to bring this town centre character to the new development but this does need to be tempered by a regard for the character and appearance of the area and the scale and design of the buildings do need to reflect this, or they will harm the heritage assets.

I have no objection in principle to bringing the building line forward although this does obviously increase the prominence of the buildings. There has been a significant reduction in height from the original proposals, which is very welcome, and the design approach has improved considerably. With regard to the detailed design of the new buildings illustrated, I am concerned that the ground floor frontage is too dominant and would prefer to see a more balanced approach to the façade in keeping with the more low-key character of the area fronting onto the Green.

Please note that this response relates to historic building and historic area matters only. If there are any archaeological implications to the proposals it is recommended that you contact the Greater London Archaeological Advisory Service for further advice (Tel: 020 7973 3712).
Yours sincerely

Harriet Whitehorn
Inspector of Historic Buildings and Areas
E-mail: harriet.whitehorn@english-heritage.org.uk
cc Rose Wakelin, LB Ealing.
Dear Ms Wakelin

FORMER EALING CINEMA SITE 59-63 NEW BROADWAY, REAR OF 49 AND 55 NEW BROADWAY, YMCA BUILDING 14-16 BOND STREET WALPOLE HOUSE-18-22 BOND STREET FLAVA'A LOUNGE BAR, 1 MATLOCK LANE , W5 5AH
Application No PP/2014/0489

Thank you for your letter of 5th March notifying English Heritage of the submission of amended drawings and details relating to the above site.

I wrote to you before expressing my concern over the previous proposals for this site and their impact on the conservation areas and on Pitshanger Manor, and as a result the scheme has been revised significantly. I am now happy that the revised proposals will not have such a negative impact, and I am therefore withdrawing my objection to it. I would still recommend that conditions are included requiring the approval by the LPA of all proposed materials, sample panels of pointing and detailed drawings of the new windows, doors and shopfronts on the new buildings.

Yours sincerely

[Redacted]

Harriet Whitehorn
Inspector of Historic Buildings and Areas
E-mail: harriet.whitehorn@english-heritage.org.uk

cc Savills
Dear Ms Wakelin

Notifications under Circular 01/2001, Circular 08/2009 &
T&CP (Development Management Procedure) Order 2010
FORMER EALING CINEMA SITE 59-63 NEW BROADWAY, REAR OF 49 AND 55
NEW BROADWAY, YMCA BUILDING 14-16 BOND STREET WALPOLE HOUSE-18-
22 BOND STREET FLAVA' A LOUNGE BAR, 1 MATLOCK LANE, W5 5AH
Application No PP/2014/6489

Thank you for your letter of 12 January 2015 notifying us of the application for planning
permission relating to the above site. We do not wish to comment in detail, but offer
the following general observations.

English Heritage Advice

My comments on this application follow on from my previous letter dated 7 November
2013 which referred to the outline application that was subsequently granted consent,
as the proposals are broadly similar. With regard to this application, I would like to
raise the general point that the drawings submitted are not of the detail and scale I
would normally expect for a reserved matters application.

As I stated in my previous letter, this scheme offers a great opportunity to create a new
public space, as well as all the potential land use and wider benefits that the scheme
will provide and I am broadly supportive of it. And as I stated before I welcome
bringing the retained façade of the old cinema building back into use and the new
building behind, though large, sits well with the retained façade. I would however like
to see a more detailed drawing of the junction between the retained façade and the
new building.

I am disappointed with regard to the proposed new building on Bond Street. It is to
take the place of the old YMCA building, which is good building architecturally and it
makes a positive contribution to the character and appearance of the conservation
area. The loss of the building was accepted under the outline scheme with the
presumption that the new building would make an equal contribution aesthetically to the conservation area and I am not convinced that the new building will do so; it appears very flat fronted, and lacks the modelling and detailing on the facade and particularly the shop fronts that I was expecting from previous discussions.

On the south side of the site is the proposed new building facing onto Mattock Lane. I would reiterate my previous comments that this part of the development is very sensitive due to its impact on the Ealing Green Conservation Area and the setting of Grade I Pitshanger Manor. As I have stated before, the area has a different character and scale—low-level, suburban and subdued, as opposed to the more commercial and higher storey heights of the nearby town centre and New Broadway, and I still remain of the view that this low key character is not reflected in the proposed new building. My previous concerns remain that the ground floor frontage is too dominant, in terms of the height of the proposed shop fronts, and the facade above is too monolithic and out of character with the rest of the Green. I am therefore concerned that the new building will damage the conservation area and Pitshanger Manor.

Recommendation
We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

Please note that this response relates to historic building and historic area matters only. If there are any archaeological implications to the proposals it is recommended that you contact the Greater London Archaeological Advisory Service for further advice (Tel: 020 7973 3712).

Yours sincerely,

Harriet Whitehorn
Inspector of Historic Buildings and Areas
E-mail: harriet.whitehorn@english-heritage.org.uk
Ealing Cinema Site
New Broadway, Ealing

Heritage Appraisal

August 2013
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Summary

The proposed development site consists of a large area of land forming part of a block formed by New Broadway, Bond Street, Barnes Pikle, Ealing Green and Mattock Lane. Within the site are a number of elements of interest, the most prominent being the façade of the former Forum Cinema.

The Forum Cinema first opened in 1934 and enjoyed several decades as a social and townscape landmark in Ealing Town Centre. The building ultimately closed in 2008 and was almost entirely demolished in 2009.

The proposed redevelopment seeks to reinvigorate the cinema frontage through its incorporation into a scheme that offers considerable public benefits. These include the provision of a new area of public space, a new cinema, new homes and other associated cultural, retail and communal facilities.

The proposals also involve the demolition of the former YMCA Bond Street. This is a building of limited architectural interest and value. The proposed benefits offered by the scheme as a whole outweigh the loss of this building.

The proposed scheme does offer a number of significant public benefits to Ealing and its community. It has achieved this through the design of a contextual and sensitive scheme that responds to the heritage assets of Ealing Town Centre and Ealing Green and has positively managed the relationship between the proposed scheme and surrounding listed buildings.

The scale, form, height and massing of the proposed development relates well to its surrounding context and the scheme will integrate further through the planned use of contextual materials and appropriate architectural detailing.

The opening of the former cinema façade once more will reinstate a building of landmark quality with the town centre and give it due status. It will also enable the restoration of the retained element of the former frontage. The former arched entrance to Walpole Theatre will also be reused as part of the scheme. This is seen as a benefit as it provides some continuity on Bond Street and an echo of the site’s historic cultural uses. Together with the retained cinema frontage, it amplies the area’s established history as a venue for cultural and communal activity.

Although the proposed scheme involves the loss of the YMCA building, when this loss is set against the quality of the replacement scheme, the benefits for its context and the conservation areas, and the substantial public benefits of the scheme, the proposed development is seen to fully comply with national and local policy guidance for the historic built environment.
1 Introduction

1.1 This report has been prepared in connection with redevelopment proposals for the Ealing Filmworks site to the south of New Broadway in Ealing Town Centre. The report should be read in conjunction with the drawings and Design & Access Statement prepared by TP Bennett Architects.

Purpose

1.2 The purpose of the report is to set out the history and significance of the site, to assess the impact of the redevelopment proposals on the site and its context and to consider these impacts against current policy and guidance.

Note on research, analysis and resources

1.3 It should be noted that in common with many historic buildings and sites, it is not always possible to provide a truly comprehensive analysis of the historic development of the site. The research and analysis set out in this report is as thorough as possible given the type and number of archival resources available. Research has been carried out using a number of online sources and at the London Metropolitan Archive.

1.4 This desk-based and archival research has been combined with a visual assessment and appraisal of the proposed redevelopment site. Further sources and evidence that add to our knowledge and understanding of the site and its history may become available at a future date.

Structure

1.5 The report is divided into five main sections. The first describes the site and its buildings and immediate context. This is followed by a section setting out the historic development and significance of the site. This also describes the contribution made by the site to the character and appearance of the Ealing Town Centre and Ealing Green Conservation Areas. The policy context is set out in section 5, an outline of the proposed scheme and its effects at
1.6  The report uses the terms designated heritage asset and non-designated heritage asset to describe various aspects of the site. The concept of heritage assets appeared with the publication of Planning Policy Statement 5 (PPS5), which has now been superseded by the National Planning Policy Framework (section 6.0). Designated heritage assets are those which have been designated under legislation such as listed buildings and Conservation Areas. Non-designated assets are those for which there is no statutory provision such as locally listed buildings or buildings that make a positive contribution to the character and appearance of conservation areas.

Author

1.7  The lead consultant and editor of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation.

1.8  Research for and drafting of this report was undertaken by Kate Graham MA, PG DipCons(AA). Kate has been an assistant Historic Buildings and Areas team leader in the London Region of English Heritage, as well as working in English Heritage’s policy team. Most recently, Kate was Conservation & Design Manager at the London Borough of Islington. She has also worked at the Architectural Heritage Fund. Kate has extensive experience in dealing with proposals that affect the historic environment and also has a background in research, in policy analysis and in understanding proposals that affect the historic environment and places. She has trained as a historian and has a specialist qualification in building conservation.
2 The site and its context

2.1 The following section describes the nature of the site and its context.

Site location and description

2.2 The proposed development site is known as the Ealing Cinema Site and is a key site within Ealing Metropolitan Town Centre. The site is allocated as a development site (EAL6 Cinema) in the London Borough of Ealing’s emerging Development Sites DPD for ‘mixed use development including multi-screen cinema, retail, commercial and residential.’

2.3 The site itself is large and irregularly formed at the centre of a block situated to the south of New Broadway. Bond Street and Mattock Lane form the block’s eastern and southern edges. Barnes Pikle, a historic footpath running north to south forms the western edge of the proposed site (figure 1).

Figure 1: Site location plan.

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1 Ealing Cinema, Draft Supplementary Planning Document, 12 October 2012
3.4 The proposed development site is largely concentrated within the centre of the block thus described, behind or adjoining existing development. It has been partially cleared following the demolition of the bulk of the Ealing Cinema in 2009 and large areas of the site now lie vacant. The original façade to the cinema to New Broadway has been retained and is currently propped and scaffolded. Other buildings within the site include the YMCA building, now in the ownership of the London Borough of Ealing, Walpole House, a building occupied by the University of West London with associated car parking, and a restaurant building fronting onto Ealing Green to the south of the site.

3.5 The existing buildings on the site are mixed in character. Walpole House and the restaurant are post-war developments that replaced earlier buildings and structures on the site. The five-storey Walpole House is constructed in brick with stone dressings, in imitation of the prevailing building materials and form within Bond Street and this area of the Ealing Green Conservation Area. The YMCA building, which addresses Bond Street, was constructed when Bond Street was first laid out as a commercial street in c. 1906. It is built in brick with stone dressings and has an early 20th century institutional feel. The history of the YMCA building is set out at section 4.

3.6 Of the cinema, only the façade remains following the demolition of the bulk of the building in 2009. The façade to New Broadway is propped and hoarded and is currently a blight to the street and town centre.

3.7 Adjoining the site within the block of which the former forms part are a number of buildings of mixed date and character. On the corner of New Broadway and Bond Street is a large 1930s development of shops with flats above presumably built at a similar time to the cinema. This building is large in scale and rises to four storeys with a prominent tower corner feature at the junction of New Broadway and Bond Street. The ground floor of the block has been altered and the building is generally in a rundown condition.

3.8 Bond Street was laid out during the early 20th century and developed as a commercial street with four-storey brick terraces with shops at ground level and ancillary accommodation and flats above. These historic early 20th century terraces give Bond Street a consistent and architecturally harmonious feel. This is
particularly true on the east side of the street where the terraces form a longer and consequently more consistent run. The repetition of materials, form and detailing is distinctive.

3.9 The southern end of Bond Street runs to Ealing Green and Mattock Lane. At the corner of Bond Street and Mattock Lane is the Xanadu Hotel, a large six-storey building greater in height and scale than others in Bond Street and the surrounding area. The hotel is outside the proposed development site. The restaurant immediately to the west of the hotel does form part of the site and as noted above, is a later 20th century building that replaced an earlier structure on the site.

3.10 The remaining buildings that abut the proposed development site are a group of late Victorian four-storey villas originally constructed in two short terraces of three houses on Mattock Lane. These are built in stock brick with stucco detailing. These houses address Mattock Lane and face onto the boundary wall to Pitshanger Mansion and Walpole Park. On the flank wall of the easternmost house, addressing the car park at the centre of the site, is fixed the tiled entrance to the former Walpole Theatre which once stood on Bond Street.

Designations

3.11 There are a number of designated heritage assets in close proximity to the site. Indeed, the site is covered by two conservation areas: the Ealing Town Centre and Ealing Green Conservation Areas. In addition, there are a number of listed buildings around the site and a considerable number of locally listed buildings both within and in close proximity to the site. Walpole Park, a grade II registered park, is situated to the south of the proposed development site.

Listed Buildings

3.11 Listed buildings around the site include the grade II listed Ealing Town Hall which is situated on the north side of New Broadway opposite the retained façade of the cinema. The Town Hall was built in 1888 to the designs of Charles Jones, the borough architect, and extended in the 1930s in a neo-gothic style. It is a striking and prominent building with an off-centre tower and faced in Kentish ragstone. The prominence of the building is emphasised by its contrast with more uniform and consistent
surrounding development and predominance of brick as a construction material.

3.12 One of the most important listed buildings in the vicinity of the site is the grade I listed Pitzhanger Manor situated to the south in the north-east corner of Walpole Park. The south wing was built in 1770 to the designs of Charles Dance the Younger. The remainder was built by Sir John Soane in 1802. Not only is it a fine example of a country house designed and extended by Sir John Soane but it was also his own country residence from 1801 to 1811.

3.13 Pitzhanger Manor was once a private house in its own grounds but, in common with many similar houses caught up in the outward urban expansion of London and its various former village centres, at the end of the 19th century the house and its former parkland and gardens were acquired by the London Borough of Ealing. In line with the contemporary parks movement, the former gardens of Pitzhanger were opened as a public park and the former house became a library and later a museum.

3.14 The principal historic entrance to Pitzhanger Manor is located at the north-east corner of the park. The entrance archway and gates here are separately listed at grade I. The park’s northern boundary wall and the former lodge to Pitzhanger Mansion are also listed separately at grade II. The grouping of historic structures and buildings at the north-east corner of the park that relate to the former use of Pitzhanger as a private house serves to amplify the significance of the various listed components of the former estate and its gardens. Pitzhanger Manor, and its associated grounds and buildings, is a site of real importance as acknowledged by its grade I listing.

3.15 Clearly, there are two important groups of listed buildings within the immediate context of the proposed development site. The Town Hall already has a relationship with the site as it immediately addresses the commercial street of New Broadway as does the former cinema frontage to the south. Pitzhanger Manor is a building which addresses its formal landscape and is partly cut off from development to the north by the surviving boundary wall to the estate which runs to the south of Mattock Lane. It forms part of the context of Ealing Green which is surrounded by smaller-scale development of a lesser ‘urban’ character and with a more domestic feel. These are two very
different urban conditions and settings of the proposed site which should be taken into account in the development of any proposals for the site. The site runs from one into the other and therefore offers a transitional site that addresses both formal and informal built development. The change in character between the north and south of the site is perhaps recognised in the separation of the site across two conservation areas.

The Ealing Town Centre Conservation Area

3.16 The Ealing Town Centre Conservation was designated in 1994 and extended in 2004. The conservation area encompasses a large area of the town centre to the south of the railway line. The conservation area boundary is drawn to include Uxbridge Road/Broadway in the north, The Mall, High Street, Windsor Road and the Grove (figure 2).

3.17 As set out in the adopted Conservation Area Appraisal (December 2007), the conservation area is focussed principally on the Victorian and Edwardian built environment of Ealing Town Centre. The area flourished as a suburban development during the 19th and early 20th century and Ealing became established as a successful commercial and residential area. There are a variety of building types and uses which include residential, civic offices, parades of shops, religious buildings...
and public houses. A larger residential enclave is also included within the conservation area around Windsor Road and The Grove.

3.18 Part of the proposed development site is included within the Ealing Town Centre Conservation Area. As shown in the map extract at figure 3, the site of the former cinema and 1930s parade of shops with flats at the corner of New Broadway and Bond Street are included within this conservation area. These are unique features in the conservation area in terms of their date of construction and function but they clearly relate to the character and appearance to the conservation area in terms of their use and function. The Cinema is noted within the appraisal as a gateway element to the conservation area when approaching from the west, together with the Town Hall. This confers some status and significance to the former within the context of the conservation area. The appraisal also states that ‘The building symbolises the importance of Ealing Films to the town, which survives at Ealing Green in Ealing Green CA.’

3.19 The prevailing construction materials across the conservation area include red brick, stone (used as dressing and on ground floors), cast iron detailing and slate. Other materials, particularly in more residential areas include stock brick, stucco and tile. The general architectural character is of a Victorian and Edwardian streetscape with some later infill buildings that tend to have a larger footprint and be greater in scale.
The Ealing Green Conservation Area

3.20 The Ealing Green Conservation Area was first designated in 1969 and extended in 1982, 1992 and 2004. The conservation area encompasses an area of development focussed around Walpole Park and Ealing Green. As set out in the adopted Conservation Area Appraisal for Ealing Green (March 2008), the conservation area ‘has a varied architectural heritage with buildings from the 18th century onwards, with most buildings going back to a time when Ealing started to expand and flourish as one of London’s more desirable suburbs. Building types are residential, educational, parades of shops, religious buildings and public houses.’ Green spaces and leafy areas are important characteristics of the conservation area.

3.21 The conservation area boundary is drawn to include Walpole Park and Ealing Green, Mattock Lane, St Mary’s Road and smaller-scale streets within their periphery (figure 4).

3.22 The southern part of the proposed site is included within the Ealing Green Conservation Area as shown in the map extract at figure 5. The shopping parades of Bond Street are also included within the same conservation area. Buildings within the site that therefore form elements of the Ealing Green Conservation Area are the YMCA building at 14 Bond Street, Walpole House and
the restaurant at the south of the site. The conservation area also includes the Xanadu Hotel and the villas adjoining the site on Mattock Lane.

![Map extract from the Ealing Green Conservation Area map showing the southern part of the site and the extent of conservation area designation.](image)

3.23 The appraisal provides a description of Bond Street: ‘Bond Street offers a very tight grain with a row of Edwardian buildings placed right at the edge of the street with very narrow forecourts. The main activity is retail arranged in terraces along either side of the road.’ The appraisal does not make specific mention of the YMCA building other than to identify it as a locally listed building on the conservation area boundary map.

Locally listed buildings

3.24 There are a number of locally listed buildings within the site and in the immediate surrounding context. These include the following:

- The façade to the former Empire Cinema, New Broadway;
- Nos. 14-36 New Broadway;
- Nos. 15-31 New Broadway (Sandringham Parade);
• Nos. 2-12 Bond Street;
• Nos. 1-45 Bond Street;
• The YMCA Building, no. 14 Bond Street;
• Nos. 2-6 Mattock Lane.

3.25 Statutorily listed buildings are protected under statute and associated national and local policy. Locally listed buildings do not enjoy the same level of statutory protection but policy provision does seek to ensure that the significance of locally listed buildings is taken into account in considering proposals for redevelopment. The relevant policy context is set out at section 4. In this case, all of the locally listed buildings in and around the site also form elements of either the Ealing Green or Ealing Town Centre Conservation Areas. As designated heritage assets, conservation area status does add a layer of protection to the locally listed buildings and conservation area consent would be required for their demolition. Outside of conservation areas, permission is not required for the demolition of locally listed buildings.

Walpole Park

3.26 Walpole Park is a grade II registered park on English Heritage’s Register of Historic Parks and Gardens of special historic interest. It is of interest for its formal association with Pitzhanger Manor and for its subsequent use as public park. Walpole Park forms the immediate setting of the grade I listed Pitzhanger Manor and its associated structures and is a major green space within and contributor to the character and appearance of the Ealing Green Conservation Area.

3.27 As with locally listed buildings, the park is not statutorily protected but alterations to it and its setting are a material consideration in the assessment of planning applications.
4 Historic development and significance

4.1 The following section sets out the historic development of the site and the surrounding area. It also considers the significance of the site and its component parts and their contribution to the character and appearance of the Ealing Green and Ealing Town Centre Conservation Areas. The Ealing Green and Ealing Town Centre Conservation Area Appraisal provide detailed and comprehensive accounts of the development of Ealing and therefore this is not reiterated in full here. Greatest attention is given to the historic development of the site itself and its associated significance.

Early history of Ealing

4.2 Ealing is a settlement with a long history and was first recorded in the 12th century. Until well into the 19th century, Ealing was a large village in an agricultural environment with several country seats dotted around its periphery. This of course included Pitzhanger Manor. During the 17th and 18th centuries, Ealing was a popular rural retreat for the aristocratic and wealthy. This pattern of development is shared with many of London’s former villages that were eventually and inevitably subsumed in the wider fabric of the city.

4.3 At the beginning of the Victorian period infrastructure improvements, such as the coming of the Great Western Railway in 1838 and the Metropolitan District Line in 1879, triggered considerable social and economic transformation of Ealing. The railway brought London closer to the Ealing which allowed for new commuter housing and the gradual development of Ealing as a commercial and business centre which gathered pace at the end of the 19th century.

4.4 Even by 1865, Ealing had a predominantly residential character although the High Street was well established (figure 6). Large villas had been built to the north and south of Uxbridge Road and Ashton House formed a principal property in the former village centre.

4.5 With the suburban residential development came a growth in shopping and associated facilities. The development of religious and civic buildings also came about as the social well-being and administration of the developing town became a priority. This
led to the eventual construction of the Town Hall in 1888. Ealing became an Urban District Council in 1894 and a Borough in 1901.

By the 1880s purpose built shopping parades appeared on The Broadway and in the early 1900s, the new shopping street of Bond Street was laid out to the west of the High Street on land formerly occupied by Ashton House. The 1865 Ordnance Survey (OS) extract at figure 6 highlights that Bond Street is a comparatively recent addition to the network of Ealing’s shopping streets.

Ealing continued to grow as a town centre with residential development in its hinterlands during the early 20th century. As the century progressed, the town centre developed to include new buildings and uses such as the former cinema on New Broadway and that now forms part of the proposed development site.

As shown in figure 6, by 1865 the proposed development site was occupied by Ashton House which was accessed from Ealing Green to the south. The large house occupied the southern edge
of the site while its northern reaches were given over to open land (figure 7).

![Figure 7: OS Map extract (1865) showing Ashton House and its position in relation to the High Street and Uxbridge Road.]

4.9 By 1846, the owner of Ashton House and its estate, John Ibbotson, had already acknowledged the development potential of his lands at the centre of a rapidly growing settlement and made arrangements with a local builder to subdivide the western part of the property into building plots. By the mid-1860s only half of the Mattock Lane plots had been developed (figure 6).

4.10 By 1896, new houses and development extended along the full length of the High Street to the east of Ashton House, Percival Place had been built to the west on Mattock Lane and Sandringham Gardens had been constructed on the southern edge of New Broadway with 9 pairs of semi-detached villas. The Ashton House estate had contracted to include only the house and its formal garden (figure 8). As will be highlighted below the late 19th century view of the site has been completely transformed in the intervening decades which while not unusual in a town.
centre context, highlights the comparatively recent nature of the existing buildings on the site.

![Figure 8: OS extract (1896) showing Ashton House now surrounded by buildings including Sandringham Gardens, Sandringham Mews and more dense development on the High Street.](image)

4.11 Mapping evidence from 1914-15 is useful in that it highlights how and why the current site and its surrounding development have been shaped. Figure 9 shows that Ashton House was demolished by this time. It is known that Bond Street was laid out in c.1905-06 and therefore the house must have been demolished at around the same time.

4.12 The site is effectively divided into northern and southern parts; the line determined by the former garden wall of Ashton House which abutted the rear gardens of the later Sandringham Gardens. The terrace of the Bond Street development on the west side of the street also ends at this point. The east side of the street was clearly and continues to be more complete as it presumably had fewer property boundary restrictions.

4.13 Bond Street cut through the estate from New Broadway, necessitating the demolition of three pairs of houses on
Sandringham Gardens. Bond Street also cut through a large area of Ealing Green.

Figure 9: OS map extract of 1914-15. This shows the recently laid out Bond Street, the YMCA building and the ‘Picture Theatre’ to the south. The area to the south was incomplete.

Origins of the YMCA building

4.14 The YMCA building is shown on the 1914-15 map extract adjacent to the shorter terrace of shops on the west side of Bond Street. It is represented as a building with a larger footprint than its neighbours and is almost three times as wide. It can be reasonably assumed that the existing building therefore relates to that depicted on the map.

4.15 The YMCA’s own anniversary literature (West London YMCA: 140 Years) states that the site for the YMCA on Bond Street was purchased in 1906 and its foundation stone on Bond Street was laid by the Duke of Argyll that same year. The building over four floors offered a hall for 300, a large gymnasium, reading room, library and games room. The facility was formally opened by Lord Kinnaird, the president of the YMCA, in 1907. It is also known that between 1905 and 1907, local Quakers held meetings at the YMCA on Bond Street (Victoria County History: Middlesex: Vol 7).
4.16 The architect of the YMCA is not yet known. The YMCA literature states that the building was built entirely by people of Ealing, with the exception of the electric lighting. It is known that Frederick Hall-Jones, son of Charles Jones who designed the Town Hall and several other buildings locally, was the architect of the shopping parades of Bond Street and he may therefore have had an association with the YMCA. The YMCA was constructed by Walter John Dickens who operated one of the leading building firms in Ealing.

4.17 The architecture of the YMCA building is very much of the period with a simple Queen Anne revival architectural style and it distinct from its neighbours on Bond Street. It has a simple symmetrical frontage with a projecting central bay. The main entrance is within the central bay and highlighted with an arched stone surround at ground level and triangular and circular pediments above first and second floor windows. The building is reminiscent of other civic and institutional buildings of the early 20th century such as certain police stations designed by John Dixon Butler. A simple brick building with baroque flourishes is typical of the early years of the 20th century.

20th century development

4.18 By 1932 both the site and the block of which it forms part had been partially redeveloped (figure 10). The houses of Sandringham Gardens, the run of which had been truncated in the early 20th century, had been demolished and their site redeveloped with the Forum Cinema and the parade of shops and flats to the east of the cinema building. The cinema actually opened in 1934 and it is therefore likely that at the time the map at figure 10 was produced that construction was underway rather than complete.

4.19 The Cinema was designed by John Stanley Beard, a cinema architect operating in London from c. 1928. Stanley Beard has an impressive body of works in the London area which includes the Forum in Kentish Town, the Forum Theatre in Fulham and the New Palladium in Shepherd’s Bush. There are clear stylistic similarities between the Ealing cinema and the Kentish Town Forum. The Kentish Town Forum is grade II listed. Stanley Beard was also reputedly responsible for the design of tiled entrance to the Walpole Theatre on Bond Street which although established in 1912, had reopened in 1925.
4.20  Stanley Beard was commissioned by the cinema magnate Herbert Yapp to build six cinemas, one of which was to be located in Ealing. The cinema opened in April 1934 complete with a large Compton organ and a stage with full fly tower.

Figure 10: OS extract showing the site in 1932.

4.21  The Walpole Theatre is shown on figure 9 as the ‘Picture Theatre’ in 1914 and continues to be indicated as such by the 1930s (figure 10). To the south of the Walpole Theatre, Bond Street had been developed with a parade of shops at its junction with Ealing Green with a hall to the rear. The block once dominated by Ashton House had clearly transformed into an area occupied by shops and leisure and community uses with a series of halls and facilities across the site.

4.22  At the south end of the site is a building with a roughly square footprint. This was situated to the west of the shops and hall at the end of Bond Street. While its use is not clear at this time, certainly by 1956, this building was in use as General Post Office Vehicle Maintenance Depot (figure 11). The only alteration to the site since the 1930s otherwise appears to be narrow building to the east of the depot.
In the post-war period, various alterations were made to both the cinema and the YMCA building. In 1975, the Cinema was converted to house three screens. The subdivision of the cinema was presumably a reason why the building was not considered to be of listable quality. From 1968 it was known as the ABC Cinema, having been taken over by another group, and later became the Empire. The Cinema eventually closed in 2008 and the building was almost entirely demolished in 2009. As set out above, the principal façade has been retained.

The YMCA extended its hostel facilities in 1959 and in 1988 the building was fully renovated following the identification of structural problems within the building. The building closed in 2006 and has been vacant since that time.

Other alterations across the site include the demolition of the Walpole Theatre, Vehicle Maintenance Depot, the Temperance Billiards Hall and the parade of shops at the southern end of Bond Street. These buildings have been replaced with post-1970s redevelopment.
4.26 The remaining historic buildings on the site relate principally to the first half of the 20th century when 19th century housing was demolished to make way for a more commercial and social heartland to the town centre. The current character of the site and the surrounding area has been dictated by its historic ownership, uses and form of development. It has been developed either side of a north-south dividing line which was established by the presence of Ashton House and which now roughly corresponds to the conservation area boundaries that cross the site.

Significance

4.27 Today the site is mixed in character and has lost almost all of its buildings from its early to mid-20th century development. The Cinema has also been largely demolished with its façade now protected but in a forlorn condition. The YMCA has also been vacant for many years and while not in a poor condition it inevitably suffers the effects of vacancy and under-use.

4.28 The buildings are nevertheless vestiges of two phases of development across the site. The YMCA was built at the same time as the terraces of Bond Street in c. 1906 and therefore has an association with those buildings although it is different in character and was built for a different purpose. It does relate to its context in height and materials although its architectural character clearly varies. The YMCA has no clear connection with the cinema building (or indeed any other buildings on the site) except for the related leisure use that it once had.

4.29 The YMCA building is one of local interest as acknowledged in its locally listed status. It also has a positive relationship with the buildings on Bond Street. It has a modest architectural value as an example of a small-scale institutional building in its immediate Edwardian context.

4.30 The former cinema façade to New Broadway is the last remaining element of an important building designed by a renowned cinema designer, Stanley Beard. It has clear architectural associations with other similar buildings in London and was built as one of a group of six. The significance of the building in its local context has been somewhat diminished by the almost complete demolition of the structure. The iconic frontage, emblematic of 1930s cinema architecture, has been retained to be incorporated into future development.
4.31 The cinema was a key building within Ealing Town Centre and a local landmark. As a result of this, its townscape prominence and associated significance has consequently been diminished. The cinema would have made a far greater statement architecturally than the YMCA building which was set on a side street and was more modest in form and function. There is clearly potential to reinvigorate the façade of the cinema through future development and restore its landmark, iconic character.

4.32 The later 20th century buildings on the site have amalgamated smaller plots and resulted in larger scale buildings that while attempting to relate to the surrounding context, do form a contrast with the more historic development. They have little architectural interest or value. Walpole House and the restaurant building are low in significance and architectural and historic interest.

Relationship to the Ealing Green and Ealing Town Centre Conservation Areas

4.33 The buildings of significance on the site are the retained cinema façade and the YMCA building. As set out above, these are the remnants of earlier development on the site that evolved through the presence of Ashton House and later redevelopment. The site itself is divided between two conservation areas. The north of the site forms part of the Ealing Town Centre Conservation Area and the south of the site forms part of the Ealing Green Conservation Area.

4.34 This reflects two areas of character within the site that redevelopment proposals should take into account. To the north are larger-scale, town centre buildings and to the west and south of the site are smaller-scale commercial and residential areas.

4.35 The cinema clearly makes a contribution to and has a relationship with surrounding buildings along New Broadway. This relationship could be enhanced and preserved through the repair of the façade and new development behind the retained structure. The YMCA is included within the Ealing Green Conservation Area which is an area of more residential character focussed on Ealing Green and Walpole Park. Bond Street links New Broadway to Ealing Green and dissects the latter but essentially it is a planned town centre street devoted to commercial activities and its more obvious relationship is with the Ealing Town Centre Conservation Area. The YMCA therefore makes a limited
contribution to Ealing Green as a conservation area and is largely disassociated from its main area.

4.35 Walpole House and the restaurant to Ealing Green also bear little relation to the majority of the conservation area’s buildings. The restaurant building is however comparatively modestly scaled and fairly subservient in its context. The two buildings are visually disconnected as part of the site but are linked in townscape terms by the Xanadu Hotel building (outside of the development site). This gives some emphasis to the south-east corner of the block as an almost complete later 20th century piece of townscape.

4.36 The site presents an opportunity to significantly enhance the local area by offering a representation of the former cinema in the proposed treatment of the façade and development to the rear. Enhancements could also be offered through sensitive development that would respond to the scale, form and materials of surrounding historic development.
5 The policy context

5.1 This section briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment. The relevant statutory provision for the historic environment is the Planning (Listed Buildings and Conservation Areas) Act 1990. The following policies are underpinned by this legislation which at sections 66 and 72 of the Act seeks to ensure the preservation of designated heritage assets and their setting. This section should be read in conjunction with the Planning Statement prepared by Savills.

The National Planning Policy Framework

5.2 The National Planning Policy Framework (NPPF) was published in March 2012 and sets out the government’s approach to the historic built environment. Section 12 of the NPPF deals specifically with this area of policy. Policies relevant in this particular case are as follows.

5.3 Paragraph 126 sets out that local authorities should ‘set out in the Local Plan a positive strategy for the conservation and enjoyment of the historic environment’. In doing this, they should take into account:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

- The desirability of new development making a positive contribution to local character and distinctiveness; and,

- Opportunities to draw on the contribution made by the historic environment to the character of a place.

5.4 Paragraph 128 states that applicants should describe the significance of any heritage assets affected, including any contribution made by their setting. ‘The level of detail should be
proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.’ A history of the site and its context and a statement of significance are presented in this report at section 4.0.

5.6 At paragraph 129, local authorities are asked to identify the particular significance of a site and use this assessment when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.

5.7 Paragraph 131 states that in determining planning applications, local authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- 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.

5.8 Paragraph 132 sets out that ‘when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.’ Paragraph 133 goes on to say substantial harm or total loss of significance may be acceptable in exceptional circumstances.

5.9 Paragraph 134 deals with cases where a proposal causes less than substantial harm to the significance of a designated heritage asset such as a listed building or Conservation Area. It states that any
such harm should be weighed against the public benefits of the proposals.

5.10 Paragraph 135 relates to the effects of applications on non-designated heritage assets such as locally listed buildings. It states that ‘the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

5.11 Paragraph 137 states that ‘local authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.’

5.12 Following this, paragraph 138 sets out that not all elements of a Conservation Area will contribute to its significance. Decision makers are invited to consider the loss of a building in a Conservation Area either as causing substantial harm or less than substantial harm and take action accordingly, using paragraphs 133 and 134 to guide consequent action. The relative significance of the element affected and its contribution to the significance to the Conservation Area as a whole should be taken into account.

Local Policy: London Borough of Ealing’s Local Plan

5.13 Ealing’s Local Plan currently consists of the Core Strategy (adopted April 2012), retained Unitary Development Plan (UDP) policies and the London Plan. Ealing Council submitted its Development Sites and Development Management DPD together with an associated Policies Map to the Secretary of State for Communities and Local Government on 25 February 2013. These documents have undergone examination in public and while not as yet formally adopted would be given considerable weight in the determination of planning applications.

5.14 Policy 1.1(h) of the Core Strategy seeks to ensure excellence in urban design. Saved UDP Policy 4.1 supports this and requires
design of development to be guided by a number of criteria including appropriate height and scale and high architectural quality and character.

5.15 Policy 1.2 (g) of the Core Strategy sets out that the Council seeks to promote a greater understanding of heritage assets and heritage-led regeneration. The accompanying text to the policy states that ‘Development management policies will ensure that proper consideration is given to heritage matters when determining planning applications, and applications for listed building consent and conservation area consent.’

5.16 Policy 2.5 of the Core Strategy provides further guidance in relation to Ealing Town Centre. A principal objective of the policy is ‘To protect and enhance the quality of the existing townscape and historic character including:

- To enhance historic buildings and frontages that contribute to the character and appearance of the town centre including removing/mitigating aspects of the built form that have a negative aspect;
- To introduce new town squares and public spaces;
- To use the form and height of new development to create a coherent townscape across the different quarters of the town centre…;
- To introduce high quality buildings that are well designed, environmentally sustainable and which meet the needs of modern occupiers, in particular, to provide landmark buildings in gateway locations.’

Saved Unitary Development Plan Policies

5.17 Policy 4.7 of the Unitary Development Plan (UDP) relates to locally listed buildings. It states that ‘The Council will protect and enhance the character of locally listed buildings, and groups of buildings with façade value. Proposals for demolition and alterations will be discouraged unless alternative use of the building is not viable or the planning benefits for the community outweigh the loss resulting from demolition.’ The policy also states that ‘The Council will also encourage the retention of
incidental features in the urban environment that create the particular local character and landscape of the Borough’.

5.18 Policy 4.6.3 relates to the setting of listed buildings. The policy states that ‘The Council will seek to preserve and enhance the setting of Listed Buildings.’ It will do so by assessing the design of development within their vicinity.

5.19 Similarly, Policy 4.8 relates to conservation areas and sets out that the Council will preserve or enhance the character and appearance of Conservation Areas and their settings.’ It goes on to say that ‘New development, built or otherwise within or adjacent to the Conservation Area, will be permitted provided that it is well related to the existing character of the area in terms of its historic and architectural quality, and green setting. The Council also requires that any development proposal adhere to the Council’s specific Conservation Area guidelines.’

5.20 Further, it sets out that ‘The Council will refuse planning permission and Conservation Area consent for redevelopment of existing buildings, unless the proposed replacement development will preserve or enhance the character of the Conservation Area.’

Draft Supplementary Planning Document: Ealing Cinema

5.21 The draft Ealing Cinema SPD establishes a number of principles for the site. These include the creation of a new north-south pedestrian route and a new east-west link from Bond Street. Principle 6 states that buildings facing onto New Broadway and Bond Street need to respect the conservation areas and adjacent listed buildings. Principle 7 sets out that ‘Development to the south of the site should be designed to mask any negative effects of the massing of the cinema box on Pitzhanger Manor and to overlook the open spaces of Ealing Green.’ Principle 9 states that the retained cinema frontage should be carefully integrated into redevelopment proposals.

Ealing Green Conservation Area Appraisal and Management Plan and Ealing Town Centre Conservation Area Appraisal and Management Plan

5.22 This suite of documents contains valuable information on the history and character and appearance of the relevant conservation areas. The management plans provide a number of development control principles which reiterate the importance of UDP policy
and the relevant statutory provisions for listed buildings and conservation areas.
6 Outline of the proposed scheme

6.1 The following paragraphs outline the proposed scheme for the Ealing Cinema Site and its associated benefits. This section should be read alongside the Design & Access Statement prepared by TP Bennett Architects. The proposed scheme relates to an application for outline planning permission and an application for conservation area consent for the demolition of all buildings across the site with the exception of the cinema façade. As set out in the Design & Access Statement, the proposed outline scheme has evolved through discussion with the London Borough of Ealing and with English Heritage and amended to address comments raised by both parties during the pre-application process.

6.2 The redevelopment of the site will provide a new multi-screen cinema, leisure space, mixed commercial floorspace, a gallery and between 143 and 161 residential units. The masterplan for the site has built on the overarching aspirations and objectives established by the London Borough of Ealing in both adopted (Core Strategy) and emerging (draft Ealing Cinema SPD and draft Development Sites DPD) policy. These are set out in the Design & Access Statement but include:

- Comprehensive redevelopment of the site in order to achieve the most benefits for the town centre and create new pedestrian routes and connections;
- Delivery of high quality cultural and leisure uses on the site;
- Creation of a new cinema square at the heart of the development;
- Deliver a scheme of the highest architectural quality; and,
- Encourage the growth of a cultural quarter.

6.3 The proposed ‘Filmworks’ site will produce a distinctive mix of uses that will contribute to the development of a cultural quarter that reinforces the presence of the former cinema building in the local area. In order to achieve the objectives as set out above and meet the aspirations for the site, the demolition of the remaining
buildings on the site, including the former YMCA building is considered necessary.

6.4 The key components of the outline scheme that would be achievable through the demolition of most buildings on the site would include:

- A modern multiplex cinema;
- Up to 14 new cafes, bars and restaurants;
- Up to 161 new apartments;
- Integration of the cinema façade into new development;
- A new north-south link opposite the grade II Town Hall linking New Broadway with Ealing Green;
- Creation of a new public space at the centre of the site which is overlooked and occupied by active uses;
- Gallery space; and,
- Reintegration of the former entrance to the Walpole Theatre with a new entrance to the site from Bond Street.

6.5 The proposed new uses would be accommodated within four principal blocks set around a new area of public space. All of the blocks will use prevailing local materials in their construction and will be detailed so as to blend with the surrounding built environment. Block A would be situated to the north of the site and includes the integration of the façade to the cinema. This will become a landmark for the proposed scheme. The new pedestrian entrance to the site will be immediately to the east. The building will be articulated in two volumes with the lower storeys in a solid masonry form and the top two storeys in a light weight envelope to assist in mitigating the proposed height of the building.

6.6 Block B forms the northern side of the new public square. There will be commercial units at ground floor here with five storeys of
residential accommodation above. Again, the volumes of the building will be articulated in masonry with a more lightweight structure above.

6.7 The principal frontage to Block C addresses Bond Street and will be constructed in a manner and material which reflects the existing architectural character and appearance of the street. An entrance to the site will be formed in the Bond Street frontage thus improving the interconnectivity between the site and the surrounding streets. The tiled entranceway to the former Walpole Theatre will be reused in Block C to emphasise the historic character of the site and to create an entrance with additional status and meaning. It is positive that an element designed by Stanley Beard will connect with his cinema at the north of the site through the proposed access points and new routes. Commercial units will be located on the ground floor in order to continue the pattern of existing surrounding development. There are five storeys of residential units above.

6.8 The upper storeys will step back from the north and east elevations so that the highest element of the block is positioned closest to the Xanadu Hotel and the change in height between the Edwardian terrace and the hotel is successfully managed and more balanced in townscape terms. Again, the building would be constructed in masonry at the lower levels with a more lightweight top.

6.9 Block D forms the southern end of the site and faces Ealing Green. It is designed to mediate between the Xanadu Hotel and the villas on Mattock Lane to the west. Its scale and form also takes into account the smaller, more informal scale of the Ealing Green Conservation Area and the proximity of the grade I listed Pitzhanger Manor. Again, the ground floor will contain commercial units with four floors of residential units with a fifth floor set back towards the centre of the site away from the green. The proposed form of the building steps up and back from the ground floor frontage so as to reduce the bulk and massing of the building and improve its relationship with the surrounding context. It is intended to be a complementary addition to the existing built environment and will be a new but subservient feature within the conservation area and within the setting of Pitzhanger.

6.10 Overall the scheme does represent a change in the built environment of Ealing Town Centre but the proposals seek to
ensure that the change is a positive one with a scheme that
connects successfully with the surrounding context and retained
historic structures, and that offers significant public benefits of
improved permeability within the town centre, a new public
space, new residential units within the town centre and a new
cinema and other cultural facilities. The scheme of course has
the wider public benefit of reinvigorating the retained façade of
the cinema which is currently a blight on the local area and
perception of Ealing town centre. It also reuses the Walpole
Picture Theatre entrance arch which is currently hidden and could
benefit from greater public prominence.

6.11 The main elements of the scheme insofar as they impact on the
historic environment include:

- The demolition of the YMCA building;

- The impact of Block A on the Ealing Town Centre
  Conservation Area;

- The impact of Block C on the Ealing Green Conservation
  Area

- The impact of Block D on the Ealing Green Conservation
  Area and on the setting of the grade I listed Pitzhanger
  Manor and the grade II registered Walpole Park.

- The impact of the scheme generally on locally listed and
  statutorily listed buildings in the vicinity of the site.

6.12 These aspects of the proposed scheme are considered in the
following section of the report on the impacts of the proposals
and are considered against relevant local and national policy.
7 Impacts of the proposals

7.1 This section sets out the impact of the scheme outlined in section 6 above on the designated and non-designated heritage assets within the site and its immediate context. It takes into account the significance of the heritage assets as set out in section 4 and the policy considerations outlined in section 5. It should be noted at this point that the site has been identified as a development site within the draft Development Sites DPD (EAL6 Cinema) which is currently at examination stage and is also identified for redevelopment in the adopted Core Strategy. It is also subject to site-specific guidance continued in the draft Cinema SPD.

The demolition of the YMCA building

7.2 The scheme necessitates the demolition of the YMCA building at no. 14 Bond Street, a locally listed building and an element forming part of the Ealing Town Centre Conservation Area. It has been established that the building has a modest architectural value and a relationship with the buildings of Ealing Town Centre. Its demolition would result in the total loss of the building’s significance and the proposals would therefore cause harm to the building.

7.3 The National Planning Policy Framework (NPPF) sets out at paragraph 135 in relation to non-designated heritage assets, such as locally listed buildings, that ‘In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.’

7.4 In the case of listed buildings where substantial harm or loss of significance is proposed, the NPPF requires that substantial public benefits are required to outweigh that harm or loss or that all of the following apply:

- The nature of the heritage asset prevents all reasonable uses of the site; and

- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
• Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

• The harm or loss is outweighed by the benefit of bringing the site back into use.

7.5 Of course, the building in this case is not a statutorily listed building and, in our view, would not meet the criteria for listing. Therefore a degree of proportionality should be applied in any judgement on the proposed demolition and consequent loss of significance of the YMCA building. It has been demonstrated in section 6.0 that there are very significant public benefits to be derived from the scheme which would more than counterbalance the loss of the building and outweigh the harm and loss of significance caused.

7.6 It would be difficult to deliver the same level of benefits if the YMCA building were to be retained as part of the scheme without compromising the value and significance of the building that retention would seek to protect. Architectural studies of the building has shown that if the required quantum of floor space and a new entrance from Bond Street into the site are to be delivered then significant alterations to the existing building would be required.

7.7 The majority of the building would need to be demolished in order to accommodate residential uses on the upper floors and commercial units at ground floor level to the rear. This would result in only the façade being retained. Additional levels of accommodation would need to rise up behind the retained façade and there would be difficulty in rationalising floor levels across the site. A new building would therefore would appear to rise up immediately behind the façade. Any other approach, such as an upward brick extension of the façade would distort the original architecture.

7.8 The proposed new access from Bond Street would need to use the existing entrance to the YMCA building or would pierce the building through one or both of the existing shopfronts to the ground floor. This through-route is a clear aspiration for the site. Cutting through the ground floor of the building in this way would diminish the significance of the building further by reducing the building to a façade floating above a public access route.
7.9 The work required to retain the building as part of the wider scheme would significantly diminish the architectural value of the heritage asset that it was trying to protect thus defeating the object of seeking to retain it. The building is also a non-designated heritage asset that has been vacant since 2006. Proportionality needs to be applied in considering proposals for the demolition of the building which has a limited significance and is not a statutorily listed building. In this instance, the benefits derived from its demolition would considerably outweigh the loss of the building.

7.10 Local policy requires similar considerations to that at national level. At 4.7 of the Unitary Development Plan (UDP), policy states that ‘The Council will protect and enhance the character of locally listed buildings, and groups of buildings with façade value. Proposals for demolition and alterations will be discouraged unless alternative use of the building is not viable or the planning benefits for the community outweigh the loss resulting from demolition.’

7.11 It is considered at this stage that it is neither architecturally or financially viable to retain the YMCA and attempts to retain the building would be disproportionate in relation to the building’s significance. In addition, the planning benefits derived from the scheme for the community would outweigh the loss resulting from demolition.

7.12 The merits of the replacement building should also be taken into account. Block C combines the footprints of Walpole House and the YMCA and offers a well proportioned volume to Bond Street. The materials used in its construction and the detailed bay treatment would ensure that the new building had a positive relationship with Bond Street and the Ealing Green Conservation Area.

7.13 In addition, it is proposed to reuse the entrance arch to the former Walpole Picture Theatre within Block C around the new entrance to the site from Bond Street. This aspect of the proposals is a positive gesture in historic environment and townscape terms. The former theatre entrance was obviously attributed with some importance in the past as it was retained as part of later development. The former entrance is an important vestige of Ealing’s history and its reuse in Block C symbolises the presence of the theatre on Bond Street and the previous uses that once prevailed in this area. It reinforces the idea of the site
becoming a new cultural quarter by borrowing elements from Ealing’s cultural history. The proposed reuse of the entrance gives the proposed access into the site an appropriate level of status that is in keeping with Bond Street and the town centre. Of course, the arch was also probably designed by Stanley Beard and the presence of the arch within the development reinforces and enhances the significance of the cinema. As gateways into the site, there is an interesting synergy behind these two retained elements of earlier historic structures. The reuse of this feature would comply with policy 4.7.3 in relation to the retention of incidental features in the urban environment.

7.14 As set out above, the YMCA building has more of a relationship with Ealing town centre than Ealing Green and its loss would not cause substantial harm to the overall character and appearance of the Ealing Green Conservation Area. The existing building offers certain characteristics as a different but complementary building in the Bond Street townscape and the proposed replacement building would also achieve this. The new building would have the benefit of providing a new, planned and appropriately formed and detailed entrance to the site. The proposed Block C would also see the demolition of Walpole House which is not contentious as the building is considered to have little architectural value or significance. In combining the sites and in using the architectural approach proposed, Block C would offer the consistency in design and bay repetition as seen in the Edwardian terraces of Bond Street.

7.15 There is currently no statutory provision for the protection of locally listed buildings.

Impact on the Ealing Town Centre Conservation Area

7.16 The main elements of the scheme which will impact on the character and appearance of the Ealing Town Centre Conservation Area are Block A and the public square at the centre of the site. Overall the provision of a public square and associated surrounding development is a positive change within the context of the Ealing Town Centre Conservation Area. The part of the site within the conservation area currently consists of a vacant demolition site and an area of informal parking which contribute few positives to the character and appearance of the conservation area. Block A also obviously seeks to breathe new life into the retained façade of the cinema which is currently a considerable eyesore.
7.17 The reuse of the façade to the cinema, a locally listed structure, and the adjoining public route into the site can only be considered to be positive aspects of the proposed development. Block A will ensure that the retained façade is integrated into the scheme, is restored and given a purposeful new use. The proposals recreate the landmark qualities of the cinema and reinstate the building fully within the local townscape.

Impact on the Ealing Green Conservation Area and Pitzhanger Manor

7.18 Both Block C and Block D are located within the Ealing Green Conservation Area. Block C is orientated to address Bond Street and therefore has less of a direct relationship with the Ealing Green Conservation Area than Block D which immediately addresses the green itself. Block C would be visible in oblique views north from Ealing Green to New Broadway.

7.19 The design approach to Block C has been outlined above as has the proposed demolition of the YMCA building. Both the demolition of the latter and the development of the former would represent a change within the Ealing Green Conservation Area. The proposals do cause harm to the locally listed building in that they result in the total loss of its significance but it is considered that this is outweighed by significant public benefits and therefore acceptable in policy terms. The demolition of the building in relation to the Ealing Green Conservation Area also needs to be considered.

7.20 If the building is considered to make a positive contribution to the conservation area, its demolition would therefore cause a degree of harm to the designated heritage asset. This harm could not be considered to be substantial. The YMCA building relates more in its age, design appearance, character and immediate setting to Ealing town centre. The building is something of an anomaly within the Ealing Green Conservation Area and therefore the contribution of the building’s significance to that of the conservation area is negligible.

7.21 Although the building does make some contribution to the conservation area, its loss would be less than substantial harm. Paragraph 138 of the NPPF states that ‘Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be
treated as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the Conservation Area or World Heritage Site as a whole.’

7.22 As set out above, the demolition of the building would not constitute sufficient loss of significance to cause substantial harm to the Conservation Area. This could involve the loss of a key 18th or 19th century building or buildings. Therefore, the relevant policy to be applied in this case is paragraph 134 which deals with proposals that cause less than substantial harm to a designated heritage asset.

7.23 Paragraph 134 states that ‘Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

7.24 As has been shown, the proposed scheme presents a series of public benefits. It is considered that these benefits outweigh the harm caused by the demolition of the existing building.

7.25 Local policy provides more detailed and specific guidance and policies on the retention of buildings in Conservation Areas. At paragraph 4.8 of the UDP, the intention to preserve or enhance conservation areas is made explicit and the policy goes on to states that ‘New development, built or otherwise within or adjacent to the Conservation Area, will be permitted provided that it is well related to the existing character of the area in terms of its historic and architectural quality, and green setting.’ It goes on to say that ‘The Council will refuse planning permission and Conservation Area consent for redevelopment of existing buildings, unless the proposed replacement development will preserve or enhance the character of the Conservation Area.’

7.26 The intention of Block C as a replacement development is to preserve those characteristics of the YMCA building that contribute to the character and appearance of the conservation area. The proposals also seek to actively enhance the conservation area through the redevelopment of Walpole House that contributes very little to the Ealing Green Conservation Area. It is therefore considered that the demolition of the YMCA building would not cause substantial harm to the
character and appearance of the conservation area and that Block C would preserve and enhance it.

7.27 Block D is situated to the south of the proposed development site and addresses Ealing Green, Mattock Lane and Walpole Park. This block has significantly evolved following comments from English Heritage and the London Borough of Ealing. The height of the building has been reduced and its upper floors set back in order to reduce the impact of the building on the surrounding context. The block is now intended to be a subservient structure, albeit a new addition, that complements the surrounding built environment and is subservient to the principal heritage assets of Pitzhanger Manor and Walpole Park. It is considered that the revised scheme now achieves this successfully and will serve to enhance the conservation area while the scheme as a whole continues to deliver significant public benefits.

The impact of the scheme on other heritage assets

7.28 The proposed scheme will necessarily establish a relationship with surrounding heritage assets other than those already described. These include the Town Hall, the terraces of Bond Street and the locally listed houses on the eastern end of Mattock Lane.

7.29 The houses on Mattock Lane are three storeys over a basement so have a lower height than the Xanadu Hotel on the corner of Bond Street and Mattock Lane. One aspect of the design of Block D is to mediate this change in height and scale between the two varying built forms to the east and west. Block D would represent a change in the setting of the locally listed buildings but this would be a positive one with the building working with the materiality of the surrounding context and the pattern of development. The shift in scale and height would be ameliorated by the proposed development.

7.30 In terms of the setting of the Town Hall, the current condition of the cinema façade is a negative feature. Its restoration and reuse would represent an enhancement to the setting of the Town Hall, as would of course the public benefits offered by the scheme as a whole. The scheme is considered to positively enhance the setting of the Town Hall and is therefore acceptable in policy terms.
7.31 The proposed development of Block C and its relationship with the terraces of Bond Street has been discussed above. In summary, it is considered that the proposed scheme would be entirely contextual and sensitive to the locally listed buildings in this location.

7.32 The proposed outline scheme does represent a change in Ealing’s local built and historic environment but overall the proposals are considered to be a positive change which offer significant public benefits to the local community. It is considered that these benefits outweigh any harm perceived in certain elements of the scheme and that the scheme as a whole is acceptable in policy terms.