

## Report of the Head of Planning & Enforcement Services

**Address** THE OLD VINYL FACTORY SITE BLYTH ROAD HAYES

**Development:** Erection of roof top extension comprising 2,914 sqm GEA of B1 office floorspace above the existing Cabinet Building (in form of three cabinets with interlinking canopies), a new 155 sqm GEA entrance canopy at ground level and new 150 sqm GEA external escape staircase (total maximum combined area of 3,219 sqm GEA)

**LBH Ref Nos:** 59872/APP/2012/1839

**Drawing Nos:** 11032\_A (00) PO1 - Parameter Plan 01 Rev C  
Heritage Impact Assessment July 2012  
11032\_A (00) PO2: Parameter Plan 02 Rev D  
11032\_A (00) PO3: Parameter Plan 03 Rev D  
Design and Access Statement 11032\_REP\_001 Rev 3 October 2012  
11032\_A (00) PO6: Parameter Plan 6 Rev C  
11032\_REP\_002 Development Specification 01

**Date Plans Received:** 27/07/2012                      **Date(s) of Amendment(s):** 27/07/2012  
**Date Application Valid:** 30/07/2012                      16/10/2012

### 1. SUMMARY

The application relates to the six storey Cabinet Building located in a prominent position at the heart of The Old Vinyl Factory site (TOVF), Blyth Road, Hayes. The building has been vacant for in excess of 10 years. The application seeks outline planning consent for the erection of a roof top extension for office use, roof top signage, an extension at ground floor front to provide a prominent canopied entrance, and the erection of an external escape stairwell to the south eastern corner of the building. It will create 3,219sqm additional floorspace to this existing large building which currently comprises 23,320sqm of B1 office floorspace. Together with these proposed new elements, it is the intention that the building will be renovated in accordance with the April 2001 permission.

This application has been submitted alongside two further applications relating to the wider Vinyl Factory environs, one seeking outline consent for a major mixed use development and the second seeking Conservation Area Consent to demolish a number of buildings, and parts of buildings, on the site.

The wider TOVF site consists of an area of 6.6 hectares, including the 'Gatefold' site to east for which permission has recently been granted for a mixed use development.

The proposed works to the Cabinet Building are being progressed through a separate application to the masterplan although the scheme forms an important part of the wider masterplan and vision for the overarching site.

The Cabinet Building is centrally located within the TOVF site with an existing floor area of 23,320sqm. It is the largest building on the wider Old Vinyl Factory site and lies within a Strategic Industrial Location as designated within the London Plan.

It is also situated within the Botwell: Thorn EMI Conservation Area and within an Industrial and Business Area, as identified in the Policies of the Hillingdon adopted UDP (Saved Policies September 2007).

The Cabinet Building was constructed in 1911-12. Alterations were carried out in the late 1920s by the renowned architects Gilbert Wallis and Partners, architects for the adjacent locally listed Shipping Building and Record Store Building. All three of these buildings lie immediately outside of a current planning application boundary for the wider regeneration of the site and for which a separate application for a mixed use development is currently being considered. The Cabinet Building is not listed as being of historical importance.

The building has the potential, once refurbished, extended, and let, to create some 2,123 jobs (at an assumed ratio of 1 job per 12.5sqm). The refurbishment of, and proposed extensions to, this building, alongside the redevelopment of the wider site, will enhance its commercial attractiveness to potential occupiers thereby enabling it to facilitate the provision of important jobs within the site, creating opportunities for employment in the wider Hayes environs.

Parking spaces for this and the adjacent Shipping and Record buildings are currently provided at grade to land to the north and west of the buildings, as previously consented.

The proposed parking for the Cabinet Building is, in the future, to be provided as part of outline masterplan scheme which is currently being determined, within new build multi storey car parks. These car parks are likely to be shared with other business uses on the wider site including, primarily, the uses within the adjacent Shipping and Record Buildings. This strategy has been agreed in principle by the Council's Highways Officers as being acceptable.

By comparison there are 1580 parking spaces consented for an earlier extant consent for the wider Old Vinyl Factory Site including for commercial uses within this building. The impact of the proposed increase in floorspace on parking is therefore likely to be satisfactorily accommodated within the consented provision, particularly given the increase in public transport accessibility that will arise once Cross Rail is operational from Hayes Station.

The proposal is considered to have an acceptable impact on the Character and Appearance of the Conservation Area as well as meeting strategic employment initiatives and policies. It is therefore recommended for approval.

## **2. RECOMMENDATION**

**APPROVAL subject to the following:**

### **1 COM2 Outline Reserved Matters**

Details of the appearance and landscaping (hereinafter called "the reserved matters") shall be submitted to the local planning authority before the expiry of five years from the date of this permission and, unless approved otherwise in writing by the Local Planning Authority, to be in accordance with the approved Parameter Plans, and approved in writing before any development begins.

The development shall then be carried out in accordance with the approved details.

### **REASON**

To comply with Sections 91 and 92 of the Town and Country Planning Act 1990 (As Amended).

**2 COM1 Outline Time Limit**

The development hereby permitted shall begin either before the expiration of 7 (seven) years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

**REASON**

To comply with Section 92 of the Town and Country Planning Act 1990 (As Amended)

**3 COM7 Materials (Submission)**

No development shall take place until details of all materials and external surfaces have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour, profiling and to include photographs/images as required.

**REASON**

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

**4 NONSC Non Standard Condition**

Prior to the commencement of development an energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment shall set out the baseline energy demand (kwhr) and the emissions (kgCO<sub>2</sub>) in accordance with Part L of the 2010 Building Regulations. The assessment shall then demonstrate how the proposed development will deliver a 25% reduction in CO<sub>2</sub>. The development must proceed in accordance with the approved assessment.

**REASON**

To ensure the development contributes a 25% reduction in CO<sub>2</sub> in accordance with London Plan Policy 5.2.

**5 NONSC Non Standard Condition**

No building of the development hereby permitted shall exceed 67.93m AOD.

**REASON**

Development exceeding this height would penetrate the Obstacle Limitation Surface (OLS) surrounding Heathrow Airport and endanger aircraft movements and the safe operation of the aerodrome. See Advice Note 1 Safeguarding an Overview for further information (available at [www.aoa.org.uk/publications/safeguarding.asp](http://www.aoa.org.uk/publications/safeguarding.asp)).

**6 COM4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers:

11032\_A (00) PO1 - Parameter Plan 01 Rev C;  
11032\_A (00) PO2: Parameter Plan 02 Rev D;  
11032\_A (00) PO3: Parameter Plan 03 Rev D;  
11032\_A (00) PO6: Parameter Plan 6 Rev C; and  
11032\_REP\_002 Development Specification 01

unless otherwise agreed in writing by the Local Planning Authority.

**REASON**

To ensure the development complies with the provisions of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and the London Plan (July 2011).

**7 NONSC Non Standard Condition**

Detailed designs, including materials and any illumination, of the roof top and canopy level signage, to be submitted to and approved in writing by the local planning authority prior to the commencement of the development hereby approved.

**REASON**

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

**8 H6 Car parking provision - submission of details**

The development hereby approved shall not be commenced until details of the parking arrangements have been submitted to and approved in writing by the Local Planning Authority; and the development shall not be occupied until the approved arrangements have been implemented. Disabled parking bays shall be a minimum of 4.8m long by 3.6m wide, or at least 3.0m wide where two adjacent bays may share an unloading area.

**REASON**

To ensure that adequate facilities are provided in accordance with Policies AM14, AM15 and the parking standards as set out in the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

**INFORMATIVES**

**1**

Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, Cranes and Other Construction Issues (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).

**2**

The development is close to the airport and the landscaping which it includes may attract birds which in turn may create an unacceptable increase in birdstrike hazard. Any such landscaping should, therefore, be carefully designed to minimise its attractiveness to hazardous species of birds.

**3 I52 Compulsory Informative (1)**

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

**4 I53 Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

BE1	Development within archaeological priority areas
BE4	New development within or on the fringes of conservation areas
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE8	Planning applications for alteration or extension of listed buildings
LPP 4.1	(2011) Developing London's economy
LPP 4.2	(2011) Offices
LPP 7.4	(2011) Local character
LPP 7.5	(2011) Public realm
LPP 7.6	(2011) Architecture
LPP 7.9	(2011) Heritage-led regeneration
LE2	Development in designated Industrial and Business Areas

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

The Cabinet Building lies within TOVF site which is bounded to the north by Blyth Road and to the south by the Great Western Mainline, with Hayes and Harlington rail station 420 metres to the east of the site. Opposite TOVF site on the north side of Blyth Road is the Grade II Listed Enterprise House, a six storey factory building. The wider area is a mixture of industrial and office uses with some ancillary residential. Hayes Town Centre is located to the northeast within easy walking distance.

The site is situated within the Botwell: Thorn EMI Conservation Area and within a designated Industrial and Business Area, as identified in the Policies of the Hillingdon adopted UDP (Saved Policies September 2007) and a Strategic Industrial Location as identified in the London Plan 2011.

The Old Vinyl Factory (TOVF) site consists of approximately 6.6 hectares. The multi-phase site was originally constructed between 1907 and 1935 by the Gramophone Company and was later the production centre of EMI Ltd. The site has been largely vacant since operations were reduced by the company in the 1980s and have now ceased on the site altogether.

The Cabinet Building originally produced the timber cabinets for the gramophones and was subject to several phases of alterations over the past 100 years. It has been vacant for many years despite having had the front elevation remodelled in 2001 which was designed to make it more lettable.

Together with the original Gilbert Wallis 1920s buildings immediately adjacent to this building, the Record Store and the Shipping Building, these three large employment buildings are outside of the wider masterplan planning application boundary for the regeneration of the whole of the Vinyl Factory site due to earlier extant planning permissions for their refurbishment and re-use which the applicant intends to implement.

Due to the length of time the building has laid vacant, the Cabinet Building is in a poor state of repair and requires a substantial investment to return it to a lettable/usable state. These proposals are considered important changes to facilitate the buildings lettable and hence re-use.

### **3.2 Proposed Scheme**

The application seeks Outline Planning Consent for the erection of a roof top extension, a ground floor canopied entrance extension to the front of the building, signage, and an external fire escape stairwell to the rear flank.

Combined, these represent an increase in floorspace of 3,219sqm, increasing the overall internal floor area from 23,320sqm to 26,539sqm.

The areas of extension include:

- The provision of up to 2,914sqm of additional B1 floorspace above the existing Cabinet Building in the form of three rooftop Cabinets with interlinking canopies;
- A new entrance canopy to the ground floor front of the building to the northern facade comprising 155sqm;
- A new external escape stairwell comprising 150sqm to the rear flank.

Signage at roof top level is also proposed.

The application is accompanied by Parameter Plans which prescribe the minimum and maximum heights and floorspace of the proposed extensions and roof top signage together with a series of illustrative drawings which help to demonstrate how the prescriptive parameters can be applied to provide high quality extensions and alterations.

The proposed additional storey height will increase the height of the building from six storeys (58.16m AOD) to seven storeys (maximum height of 62.45m AOD). The neighbouring retained buildings on the site have similar storey heights with the Shipping Building being 60.48m AOD, and the Record Store at 59.58m AOD.

Given the building is the largest on the wider site, and has a prominent location fronting onto a proposed new civic square, it is considered appropriate that it becomes the tallest on the site in respect of building and urban form hierarchy.

The proposed extensions and alterations are part of a strategy by the applicant to bring forward the building for employment purposes, and to create a landmark building that will compliment the proposed development on the wider Old Vinyl Factory site for which a separate planning application is currently being considered.

The authorised use of the building is for B1 employment use and this use is to be retained.

Details of the proposed development:

1. Ground Floor Extension - it is proposed to create a new canopied entrance that will increase the presence of the building on the wider site and locality in general. The building fronts onto a proposed new civic square as illustrated in the accompanying outline application for changes to the adjacent sites. The canopied entrance will add drama and character to the square while acting as a signifier of the functional primacy of the building on the wider site. The existing front facade has been extensively altered in the past and currently lacks distinguishing characteristics. The proposal will help animate the main facade and improve legibility of the building within the streetscape.

The parameter plans indicate a maximum height of 36.39m AOD and a minimum height of 35.40m AOD. This equates to a single storey extension at ground floor level. In terms of its depth, the parameter plan indicates a maximum of 6m with a minimum of 3m from the front of the existing building. Such dimensions are proportionately acceptable given the extensive overall proportions of the existing building.

2. Roof Top Extension - This is proposed as series of three 'cabinets' structures together with two connecting glazed roofs to the two existing atriums below. The 'cabinets' take their cue from the original function of the building - that of making record player cabinets. The central 'cabinet' is proposed to over-sail the established building line, creating drama and animation which, as with the entrance canopy, will increase the presence of the building on the wider site and surrounding area. The central 'cabinet' is flanked by two smaller 'cabinets' that are, by comparison, set back from the building line to read as ancillary structures. The central roof top 'cabinet' will display the cabinet signage, indicated as being bright and bold and of an appropriate scale relative to the building and its function.

The proposed additional storey height will increase the height of the building from six storeys (58.16m AOD) to seven storeys (maximum height of 62.45m AOD and minimum height of 60.95m AOD). The floor area is proposed as being a minimum of 90 sqm and a maximum of 155 sqm within a prescribed location set back from the rear and flanks of the existing building. The maximum projection for the central cabinet over-sail is 6m, in line with the proposed maximum depth of the proposed ground floor entrance canopy below.

3. Rear External Fire Escape Stairwell - This is required in order to meet building regulations in respect of fire and safety and therefore to improve the lettability and safety of the building. The stairwell will run the full height of the building. It has a footprint of some 6m x 6m and will sit within the body of the building, not protruding from it. It is discretely located to the south eastern corner of the building which is a tertiary location of low visual impact. The maximum height of the stairwell infill is 58.50m AOD with a minimum height of 57.99m AOD.

4. The Cabinet Building signage is proposed as large scaled bold lettering erected to the top of the roof extension. It will be visible from long and short distance vantage points and will help to brand both the Cabinet Building and the wider Old Vinyl Site. Indicative plans show elegant lettering of acceptable proportions. However a planning condition is proposed which will require the applicant to submit the detailed designs, including any proposed illumination, for written consent prior to its erection on site.

The maximum height of the signage is proposed as being 66.95m AOD with the minimum set at 65.45m AOD.

### **3.3 Relevant Planning History**

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

Planning permission was approved in April 2001, application reference 51588/APP/2000/1418, for the following developments at the TOVF site:

- i) Alterations to the parking layout and landscaping within the site;
- ii) Formation of three access/egress points to Blyth Road; and
- iii) Extinguishment of the existing public footpath across the site.

Planning permission was simultaneously granted in April 2001, application reference 51588/APP/2000/1827, for the alterations to the external appearance and extensions to the Cabinet Building, the Shipping Building, and the Record Store. The permission included the following works:

- i) Bridge access on floors 1-5 from The Record Store to The Cabinet Building;
- ii) Alterations to the reception and atrium space in The Cabinet Building;
- iii) Extension to the south of the Cabinet Building;
- iv) Roof top works, including removal of Water Tower at the roof level, of The Cabinet Building;
- v) Localised rooftop extensions to The Cabinet Building, The Shipping Building & The Record Store;
- vi) Minor extensions / works to The Shipping Building & The Record Store;
- vii) External alteration to the appearance of The Cabinet Building, The Shipping Building & The Record Store;
- viii) Internal alterations of the Cabinet Building, including works to the two atrium spaces, with the creation of a new reception, with the building being served by 8 lifts.

Both of the above consents have been partially implemented through the creation of 550 of the consented 1590 parking spaces and the refurbishment of The Shipping Building. The consents therefore remain extant.

Two further applications are currently being determined on the remainder of the site for a major mixed use development. These exclude changes to the Cabinet, Shipping and Record Store buildings.

#### **4. Planning Policies and Standards**

##### **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

- |          |  |
|----------|--|
| PT1.BE1  | (2012) Built Environment   |
| PT1.E5   | (2012) Town and Local Centres  |
| PT1.EM11 | (2012) Sustainable Waste Management  |
| PT110    | PT1.10 To seek to ensure that development does not adversely affect the amenity and the character of the area. |

Part 2 Policies:

- |         |  |
|---------|--|
| BE1     | Development within archaeological priority areas   |
| BE4     | New development within or on the fringes of conservation areas                           |
| BE12    | Proposals for alternative use (to original historic use) of statutorily listed buildings |
| BE8     | Planning applications for alteration or extension of listed buildings                    |
| LPP 4.1 | (2011) Developing London's economy   |
| LPP 4.2 | (2011) Offices   |



LPP 7.4	(2011) Local character
LPP 7.5	(2011) Public realm
LPP 7.6	(2011) Architecture
LPP 7.9	(2011) Heritage-led regeneration
LE2	Development in designated Industrial and Business Areas

## 5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **23rd August 2012**

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

### External Consultees

#### Public Consultation

Site notices were placed on site in August 2012 in three different locations; to the front of the Old Vinyl Factory site on Blyth Road; to the secondary access into the site to Dawley Road; and immediately adjacent to the Cabinet Building on the site.

There have been two responses to the application, one of which strongly supports the proposal while the other objects in principle on grounds that the local area is already over congested in respect of traffic.

The Hayes Conservation Area Advisory Committee object to the proposal stating:

"While not opposed in principle to the large-scale redevelopment of this site, we are very disappointed with these proposals. We believe they do not pay sufficient attention to the fact that it is a Conservation Area and contains a number of locally listed landmark buildings, especially those by Wallis, Gilbert and Partners. The Shipping Building, Cabinet Building and Record Store/Phoenix have historically dominated the site, but in the current proposals they no longer do so; they are mainly hidden from sight within the development area and, were the development to go ahead, could only be appreciated from Dawley Road and the railway line. The proposed new buildings do nothing to respect the architectural integrity of those that are to be retained, detracting from rather than complementing their appearance; the development therefore offers no overall enhancement to the Conservation Area.....

.....At a more detailed level we consider there is far too little green landscaping. The overall impression is of hard, echoing canyons between the densely-packed high-rise blocks, creating a new quarter for Hayes which will do little to persuade people that it is a pleasant place in which to live or work.

Another issue is whether the surrounding roads would be able to cope with the extra traffic that the large numbers of on-site parking spaces suggest then development will generate. Despite the proximity to Hayes station, it is likely that many of those working on the site will have to drive there as north-south transport link are poor and not all of them will live along the Crossrail route.

The only redeeming feature of the application is the proposal for a mix of uses, though the lack of any specific nursery or school accommodation is disappointing, especially at a time when the borough is having problems making adequate provision in this area".

Officer Response:

The application is accompanied by a detailed Heritage Assessment. This states that:

"Most of the large buildings were designed to consider views from the road and railway line to the south. This is noted by the arrangement of decorative detailing on the southern facades. The decorative attention to the southern elevation was a result of the company's wish to create a brand image; the new and stylish buildings would have made their products more appealing to the public."

In terms of Heritage Significance, as assessed against nationally prescribed criteria, the two locally listed adjacent buildings are classified as being of Medium heritage significance while the Cabinet Building is deemed to be of Medium/Low heritage significance. In respect of the significance of the facades, only those facades fronting the railway line of the adjacent locally listed buildings are considered of Medium/High significance together with their eastern flanks and the western flank of the Shipping Building. As such the proposed changes to the Cabinet Building will not have any adverse impact on these historic facades.

The changes to the Cabinet Building as a result of these proposals are considered to be 'Moderate Beneficial'.

The relationship between the Cabinet and Shipping buildings remains unchanged...To the west of this the surface car parking, which would never have been a feature of the historic site and creates a false impression of openness where once stood buildings, is removed. This is relocated to the cylindrical parking building, which again is reminiscent of the storage tanks that once occupied this area of the site, whilst simultaneously introducing a form that recalls the former product of the site a stack of vinyl records".

The original site, when in full use as a record producing factory, was extensively built up including buildings hard up to the larger buildings to the rear of the site. Furthermore, given the two Wallis, Gilbert and Partners buildings were designed to primarily address the railway line to the south rather than Blyth Road to the north, to this effect their primary status and aspect in relation to the railway line remains unchanged. The Cabinet Building is already larger and more dominant than either of the Wallis Gilbert and Partner buildings. Given its location on the site, it is not considered that the proposed increase in height will adversely detract from the significance or setting of these adjacent buildings.

The proposed extensions are considered an appropriately sensitive response to both the Cabinet Building and its historic context. They will animate and activate the building and the public realm, creating character through the addition of contemporary characteristics.

The proposals are considered integral to the requirements of future tenants and are therefore likely to help secure long term occupancy of the building which has suffered such long term vacancy that it is now showing signs of dereliction.

The ability to let this building for commercial uses will not only provide much needed local employment but will have a direct impact on the future of the locally listed buildings, attracting future users and uses to the wider site and thereby assisting in attracting and retaining commercial tenants to these buildings as well.

The traffic generation has been assessed as part of the extant consent and is also being assessed as part of the current masterplan application for the wider site. There are no traffic and transport related objections to this application from the Council's Highways Officer.

Landscaping plans show a series of hard and soft spaces together with extensive use of roof tops. Given there is no soft landscaping and minimal hard landscaping on the site currently, or indeed

historically, the proposals show a dramatic increase of landscaping elements on the overall site.

In terms of future uses within the wider masterplan, a large amount of new commercial floorspace is being proposed as well as the refurbishment of existing derelict floorspace. It is entirely possible that a creche use may be proposed in the future however, at this stage, much of the space is designated in generic land use terms given a 10 year build out programme and the realities of market led regeneration. This does not preclude a creche operator from coming forward in the future seeking the use of part of a new or existing building for use as a creche.

The Council's education service has not identified this site as requiring the provision of a new school.

#### Statutory Consultation

##### English Heritage

English Heritage has stated that the organisation has no comments in respect of this application. In respect of the wider masterplan, English Heritage does not have any objections to the scale and form of the proposed changes.

##### BAA

BAA has commented:

"The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the condition detailed below:

##### Height Limitation on Buildings and Structures

No building of the development hereby permitted shall exceed 67.93m AOD.

Reason: Development exceeding this height would penetrate the Obstacle Limitation Surface (OLS) surrounding Heathrow Airport and endanger aircraft movements and the safe operation of the aerodrome. See Advice Note 1 Safeguarding an Overview for further information (available at [www.aoa.org.uk/publications/safeguarding.asp](http://www.aoa.org.uk/publications/safeguarding.asp)). NATS have stated that "the proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Ltd has no safeguarding objections to this proposal".

##### GLA

The GLA has no objection to the proposal stating that the scheme does not raise any strategic planning issues as it forms part of a wider scheme that was considered by the Mayor on 11th September 2012.

#### **Internal Consultees**

Conservation - The proposals are innovative, have been carefully thought through and are well presented and supported in the application documents. It would, however, have been helpful at this stage to have had an idea of the appearance of the addition to the elevation facing the railway, although this can be covered in future submissions. Overall, the works will enhance the appearance of the building and it is hoped secure its future. Recommendation: No objection, however, full details (including scale drawings) will be required of the altered elevations and roof top structure, the method of insulation, new windows/glazing, external finishes, new plant and mechanical ventilation.

Highways - overall there is ample off-street car parking space available on the Old Vinyl Factory at present and any future development of this site will be required to provide satisfactory parking provision for the development including the Cabinet Building.

Energy/Sustainability - We do have a strategic energy assessment for the whole site which proposes a decentralised energy centre in the form of a CHP network. However this strategy is in its infancy and there are questions about phasing and how it links to the early delivery of parts of the site.

Accordingly, we need to see a detailed energy assessment for this development and, specifically, how it will be linked to a site-wide network. This new development benefits from the existence of an outdated building which is likely to be highly inefficient. The new development is also likely to extend the useful lifespan of the existing building.

It is therefore highly important to consider the energy footprint of the whole site if possible. As a bare minimum the new development itself should contribute to a reduction in CO2 emissions, in accordance with the London Plan (Policy 5.2). However, it is accepted that the new development built to modern regulations will already be considerably more efficient than the existing building. It may be more appropriate to calculate what a 25% reduction means for the new development, and invest this in the existing building.

Either way, the following condition needs to be met although it is acknowledged that there is some flexibility in the implementation to allow for improvements to be made to the existing building:

Condition: Prior to the commencement of development an energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment shall set out the baseline energy demand (kwhr) and the emissions (kgCO2) in accordance with Part L of the 2010 Building Regulations. The assessment shall then demonstrate how the proposed development will deliver a 25% reduction in CO2. The development must proceed in accordance with the approved assessment.

Reason: To ensure the development contributes a 25% reduction in CO2 in accordance with London Plan Policy 5.2.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

The application is an integral part of the applicant's strategy to bring this large building and the wider Old Vinyl Factory site back into employment use after many years of lying vacant. The proposals will improve the appearance of the building and help to animate the public realm of the wider area. They will also, importantly, increase the amount of employment floorspace on the site which is compatible with the site's employment designation and the Council's desire for regeneration and job creation in this location.

The scale and form of the proposed extensions are designed as ancillary to the substantial existing building and will create a new prominent entrance at ground floor front, a required escape staircase to the rear, and additional office floor space as well as a bespoke architectural element at roof top level.

There are no harmful impacts arising from the proposal.

### **7.02 Density of the proposed development**

Not applicable - commercial development only.

### **7.03 Impact on archaeology/CAs/LBs or Areas of Special Character**

The site lies within the Botwell EMI Conservation Area. The Council's Conservation Officer supports the proposal stating:

"Overall, the works will enhance the appearance of the building and it is hoped secure its future".

Furthermore, English Heritage raised no objections to the proposals.

#### **7.04 Airport safeguarding**

BAA has commented:

"The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the condition detailed below:

Height Limitation on Buildings and Structures

No building of the development hereby permitted shall exceed 67.93m AOD.

#### **7.05 Impact on the green belt**

Not applicable.

#### **7.07 Impact on the character & appearance of the area**

The application is for outline consent, to include Access, Layout and Scale, with Appearance and Landscaping as reserved matters. However, the indicative illustrations accompanying the application demonstrate that the scheme has the potential, within established parameters, to transform the Cabinet Building to one that is suitably distinctive and characterful. To this effect, and given Appearance and Landscaping will be controlled at reserved matters stage, the impact on the streetscene is likely to be positive and beneficial.

#### **7.08 Impact on neighbours**

Overlooking and privacy - there are no overlooking or privacy impacts on nearby residential properties given the location of the site, deep within the Old Vinyl Factory site, and the extent of the distance between the building and the nearest homes. The closest homes are located on Dawley Road at a minimum of 105m from the site and, on Keith Road to the south of the site and beyond the railway line, at some 90m from the site. As a result they are not adversely impacted by the proposals.

#### **7.09 Living conditions for future occupiers**

Not applicable - commercial extension only.

#### **7.10 Traffic impact, Car/cycle parking, pedestrian safety**

There are no impacts arising in relation to this application in respect of traffic conditions given the nature of the works result in a relatively small increase in floorspace, the provision of increased parking facilities coming forward as part of the wider masterplan, and the existing surplus of parking spaces already on the site. There are no new ingress or access points associated with the proposal.

In terms of pedestrian safety, the proposed alterations to the ground floor entrancing will improve the pedestrian environment by creating a more legible front entrance, while aiding in wayfinding and orientation in general.

The site lies within the wider Old Vinyl Factory site for which two large new car parking buildings are proposed together with surface parking. There is also an extant consent which provides for 1590 parking for this and the two adjacent office/industrial buildings.

The Council's Highway Engineer has raised no objections to the proposal.

#### **7.11 Urban design, access and security**

Building bulk and scale - The roof top extension comprises three structures running from front to back and interconnected by lightweight glazed panels to provide shelter to the atriums below. This approach will reduce the impact of bulk on the wider setting in that the existing building will retain its primacy while the additional roof structures will serve primarily to animate and enrich the architecture of the building and enhance the

appearance of the wider Old Vinyl Factory site.

The scale of the roof top extension is appropriate to the scale of the existing building and will read as an appropriately ancillary, rather than dominant, architectural element.

The lettering, CABINET, proposed to the roof top and to be located above the central proposed new roof extension, will not detract from the building or the locality given it is shown to be proportionately compatible with the scale and mass of the existing building.

The ground floor extension will provide for a canopied entrance. It is similarly proportionately subservient to the main body of the building and is entirely appropriate in this respect.

Impact on existing trees - there are no trees on the site that will be affected by this proposal.

Private amenity space - there is no private amenity space that will be impacted on by this proposal. Eventually occupants of the office building will have access to a range of new public spaces coming forward in the wider masterplan for the whole of the Old Vinyl Factory site.

Amenities created for future occupiers - the application relates to the building only. However, it sits within the heart of the Old Vinyl Factory site for which a major mixed use redevelopment containing new civic open spaces is currently being determined.

Siting and design - the indicative designs of this outline scheme demonstrate that a high quality of design can be achieved at reserved matters stage within the prescribed parameters. The new entrance will help to create a stronger public presence of the building on the site as well as appropriately animating the public realm. The roof top extension will create an appropriately animated addition to the skyline together with the indicative roof top signage. The scheme is therefore acceptable in this respect.

Residential living conditions - not applicable as this building is for business use only.

Layout - the proposed extensions will create new floor space that will enhance the usability of the building, being well laid out in a flexible manner.

Mix of units - not applicable, business use only.

Siting and scale - the scale of the proposed extensions are appropriately proportionate to the scale of the existing building and to that of the wider site.

#### **7.12 Disabled access**

Access - the new canopied entrance will enhance legibility and wayfinding and, at reserved matters stage, will be required to be designed in compliance with DDA accessibility requirements.

#### **7.13 Provision of affordable & special needs housing**

Not applicable.

#### **7.14 Trees, landscaping and Ecology**

Landscaping - the proposal does not include any landscaping given the site relates to the building and its immediate forecourt only. However, it lies within the site of the wider Old Vinyl Factory for which extensive new landscaping proposals are currently being considered as part of a separate outline application.

#### **7.15 Sustainable waste management**

Not applicable.

#### **7.16 Renewable energy / Sustainability**

Given this is an outline application, the Council's Energy and Sustainability Officer has requested that Conditions be imposed requiring that appropriate detailed information is forthcoming at reserved matters stage to ensure future development meets current sustainability and energy efficiencies standards.

#### **7.17 Flooding or Drainage Issues**

Not applicable.

#### **7.18 Noise or Air Quality Issues**

Not applicable.

#### **7.19 Comments on Public Consultations**

The Hayes Conservation Group objects to the scheme on design grounds. However, English Heritage has not lodged an objection and the Council's Conservation Officer supports the scheme design.

On balance, it is considered that the proposals will dramatically enhance the appearance of the building and therefore the broader Conservation Area within which it is located. It will enhance the landmark status of this large building and actively animate the building and the wider site environs.

#### **7.20 Planning obligations**

None required.

#### **7.21 Expediency of enforcement action**

#### **7.22 Other Issues**

### **8. Observations of the Borough Solicitor**

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

## **9. Observations of the Director of Finance**

## **10. CONCLUSION**

The site lies within a Strategic Industrial Location. The land use is consistent with Policies SO14, SO23 and S2 of Part 1 of the Hillingdon Local Plan and its objective to regenerate the Hayes West Drayton Corridor and consistent with the Mayor's policies for the wider geographic Heathrow Opportunity Area. The scheme will assist the strategic opportunity for the wider site to develop and promote a site for the new outer London office market that is consistent with London Plan Policies 2.6, 2.7 and 2.8. It is site accessible by public transport and this factor will be further strengthened with the arrival of the Crossrail Station to Hayes from 2018.

The application is an integral part of the applicant's strategy to bring this large building and the wider Old Vinyl Factory site back into employment use after many years of lying vacant. The proposals will improve the appearance of the building and help to animate the public realm of the wider area. They will also, importantly, increase the amount of employment floorspace on the site which is compatible with the site's employment designation and the Council's desire for regeneration and job creation in this location.

The scale and form of the proposed extensions are designed as ancillary to the substantial existing building and will create a new prominent entrance at ground floor front, a required escape staircase to the rear, and additional office floor space as well as a bespoke architectural element at roof top level.

There are no harmful impacts arising from the proposal and as such it is recommended that outline planning consent be granted.

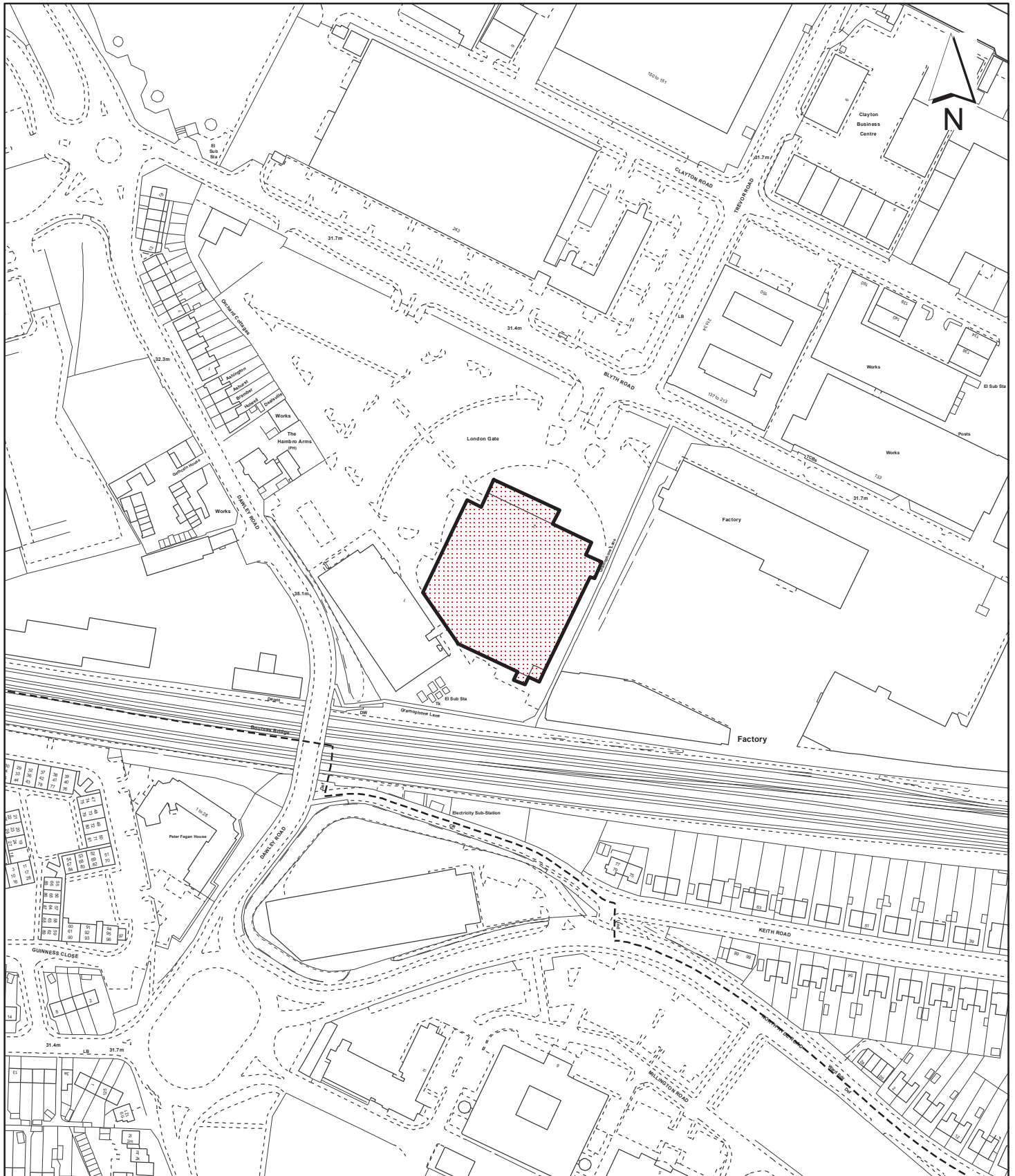
## **11. Reference Documents**

National Planning Policy Framework - 2011  
London Plan 2011  
Hillingdon Unitary Development Plan (Saved Policies) 2007

**Contact Officer:** Linda Aitken

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**Notes**

 Site boundary

For identification purposes only.

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Site Address

**The Old Vinyl Factory Site  
Cabinet Building, Blyth Road  
Hayes**

**LONDON BOROUGH  
OF HILLINGDON  
Residents Services**

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Telephone No.: Uxbridge 250111

Planning Application Ref:

**59872/APP/2012/1839**

Scale

**1:2,500**

Planning Committee

**Central and South**

Date

**November  
2012**



**HILLINGDON**  
LONDON