

Report of the Head of Development Management and Building Control

Address: HAYES PARK CENTRAL AND SOUTH, HAYES PARK HAYES END ROAD
HAYES

Development: Internal and external works to the buildings associated with a change of use
(Application for Listed Building Consent).

LBH Ref Nos: 12853/APP/2023/1493

Drawing Nos: Design and Access Statement (Dated May 2023)
0419-SEW-ZZ-ZZ-DR-A-000001 Rev. P1
0419-SEW-HPC-ZZ-DR-A-000033 Rev. P1
0419-SEW-HC-B1-DR-A-001110 Rev. P1
0419-SEW-HPC-00-DR-A-000011 Rev. P1
0419-SEW-HPC-01-DR-A-000012 Rev. P1
0419-SEW-HPC-02-DR-A-000013 Rev. P1
0419-SEW- HPS-00-DR-A-00-000016 Rev. P1
0419-SEW-HPS-01-DR-A-000017 Rev. P1
0419-SEW-HPS-02-DR-A-000018 Rev. P1
0419-SEW-HPS-03-DR-A-000019 Rev. P1
0419-SEW-HPS-B1-DR-A-000015 Rev. P1
0419-SEW-HPC-ZZ-DR-A-000031 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000035 Rev. P1
0419-SEW-HPC-ZZ-DR-A-000030 Rev. P1
0419-SEW-HPC-ZZ-DR-A-000032 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000034 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000036 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000037 Rev. P1
0419-SEW-HPC-03-DR-A-000014 Rev. P1
0419-SEW-HPC-B1-DR-A-000010 Rev. P1
0419-SEW-HPC-ZZ-DR-A-000020 Rev. P1
0419-SEW-HC-ZZ-DR-A-0419-SEW-HPC-ZZ-DR-A-000021 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000022 Rev. P1
0419-SEW-HPS-ZZ-DR-A-000023 Rev. P1
0419-SEW-HC-ZZ-DR-A-001200 Rev. P1
0419-SEW-HC-ZZ-DR-A-001201 Rev. P1
0419-SEW-HC-ZZ-DR-A-001301 Rev. P1
0419-SEW-HS-ZZ-DR-A-001204 Rev. P1
0419-SEW-HS-ZZ-DR-A-001205 Rev. P1

0419-SEW-HS-ZZ-DR-A-001206 Rev. P1
0419-SEW-HS-ZZ-DR-A-001207 Rev. P1
Cover Letter (Dated 16th May 2023)
0419-SEW-HC-ZZ-DR-A-001302 Rev. P1
0419-SEW-HC-ZZ-DR-A-001303 Rev. P1
0419-SEW-HS-ZZ-DR-A-001305 Rev. P1
0419-SEW-HS-ZZ-DR-A-001307 Rev. P1
0419-SEW-HC-ZZ-DR-A-001304 Rev. P1
0419-SEW-HS-ZZ-DR-A-001308 Rev. P1
0419-SEW-HC-RF-DR-A-001114 Rev. P1
0419-SEW-HS-RF-DR-A-001119 Rev. P1
0419-SEW-HC-00-DR-A-253200 Rev. P1
0419-SEW-HC-00-DR-A-253205 Rev. P1
0419-SEW-HS-ZZ-DR-A-001306 Rev. P1
0419-SEW-HC-01-DR-A-253210 Rev. P1
0419-SEW-HC-01-DR-A-253217 Rev. P1
0419-SEW-HC-ZZ-DR-A-001202 Rev. P1
0419-SEW-HC-ZZ-DR-A-001203 Rev. P1
0419-SEW-HS-00-DR-A-253220 Rev. P1
0419-SEW-ZZ-ZZ-DR-A-253230 Rev. P1
0419-SEW-ZZ-ZZ-DR-L-001100 Rev. P1
Area Schedule Rev. P1 (Dated 12th May 2023)
Statement Of Community Engagement (Dated May 2023)
0419-SEW-ZZ-00-DR-L-001000 Rev. P2
0419-SEW-ZZ-00-DR-L-001001 Rev. P2
0419-SEW-ZZ-00-DR-L-001002 Rev. P2
0419-SEW-ZZ-00-DR-L-001003 Rev. P2
0419-SEW-ZZ-00-DR-L-001004 Rev. P2
0419-SEW-ZZ-00-DR-L-001005 Rev. P1
0419-SEW-ZZ-00-DR-L-001006 Rev. P1
Planning, LSH, HE, & GLA Responses Rev. 1 (Dated 22nd September 2023)
Response to Consultation Feedback (Dated 29th September 2023)
0419-SEW-HC-00-DR-A-001111 Rev. P3
0419-SEW-HC-01-DR-A-001112 Rev. P3
0419-SEW-HC-01-DR-A-253215 Rev. P2
0419-SEW-HC-01-DR-A-253216 Rev. P2
0419-SEW-HC-02-DR-A-001113 Rev. P3
0419-SEW-HS-00-DR-A-001116 Rev. P3
0419-SEW-HS-00-DR-A-253225 Rev. P2
0419-SEW-HS-01-DR-A-001117 Rev. P3

0419-SEW-HS-02-DR-A-001118 Rev. P3
0419-SEW-ZZ-ZZ-DR-A-000003 Rev. P2
Planning Statement (Dated May 2023)
Heritage and Visual Impact Assessment (Dated May 2023)
Bat Survey Report (Dated May 2023)
Biodiversity Impact Assessment (Dated May 2023)
Strategic Economic Case Report (Dated May 2023)
Preliminary Ecological Appraisal (Dated May 2023)

Date Plans received: 22-05-2023 **Date(s) of Amendments(s):** 22-05-2023
29-09-2023
Date Application valid 20-06-2023

RECOMMENDATION: Grant Listed Building Consent, subject to conditions.

1. CONSIDERATIONS

1.1 Site and Locality

The site forms part of the Hayes Park business park, a landscaped parkland setting, measuring approximately 5.22 hectares in size. The site comprises three office buildings including Hayes Park North, Hayes Park Central and Hayes Park South. Hayes Park Central and Hayes Park South form the focus of this application and are both Grade II* Listed buildings, purpose built back in 1965 as corporate and research laboratories for HJ Heinz UK by American Architect Gordon Bunshaft. Hayes Park Central has been unoccupied since September 2020 and Hayes Park South has been unoccupied since Summer 2017.

Each building is three storeys in height (including a basement and two storeys) and is served by external car parking and a sunken 2 level car park. The site has access to a total of 576 car parking spaces, 23 disabled car parking spaces and cycle parking.

The site lies within designated Green Belt and the Hillingdon Air Quality Management Area. The wider site forms part of the Hayes Shrub Site of Borough Grade II or Local Importance. The Uxbridge Road Air Quality Focus Area is also located circa 350m to the South. Based on TfL's WebCAT planning tool, the site has a Public Transport Accessibility Level (PTAL) rating of 0 (zero) to 1b (poor).

1.2 Proposed Scheme

This application for Listed Building Consent seeks permission for internal and external works to Hayes Park Central and Hayes Park Central in order to facilitate the proposed change of use from offices to residential proposed under Full Planning application reference 12853/APP/2023/1492.

Summary list of proposed works for Hayes Park Central:

- Creation of new central atrium;
- Removal of existing open plan form;
- Creation of private balcony space within the external floor slabs on the first and second floors, except for the corners, including balustrades constructed of metal uprights and light-weight tensile wiring; and
- Replace the glazing.

Summary list of proposed works for Hayes Park South:

- Removal of existing open plan form;
- Creation of east-west connection through the central courtyard;
- Restoration of the reflecting pool and island;
- Revealing boxed in central columns;
- Creation of private balcony space within the external floor slabs on the first and second floors, except for the corners, including balustrades constructed of metal uprights and light-weight tensile wiring;
- Replace the glazing.

Within the landscape, the following is proposed:

- Earth bank cut out to improve the daylight and amenity of the ground floor units;
- Additional hardstanding is proposed for building spill out;
- The roundabout is proposed to be removed and replaced with a communal square.

1.3 Relevant Planning History

12853/APP/2021/2202 HAYES PARK NORTH, HAYES PARK HAYES END ROAD

Change of use of offices (Use Class E(g)) to residential use (Use Class C3) to include 64 residential units comprising 6 x studio units, 33 x one-bedroom units, 19 x two-bedroom units and 6 x three-bedroom units (Application for Prior Approval under Schedule 2, Part 3, Class O of the Town and Country Planning (General Permitted Development) (England) Order 2015).

Decision: 26-07-21 Refused **Appeal:** 23-06-22 Allowed

12853/APP/2020/2981 HAYES PARK HAYES END ROAD

Erection and installation of external cycle storage, trim trail and outdoor seating

Decision: 03-12-20 Approved **Appeal:**

12853/APP/2020/2980 HAYES PARK HAYES END ROAD

Internal office refurbishment of Hayes Park Central and South including removal of the non-original partitions, re-instatement of the South Building's reflecting pool and refurbished entrances. External elevation and roof refurbishment of both buildings including cleaning and repair works, replacement of non-original glazed double doors and other works to the South building's glazed curtain wall system (Application for Listed Building Consent)

Decision: 04-02-21 Approved **Appeal:**

Comment on Planning History

HAYES PARK CENTRAL AND SOUTH

Application reference 12853/APP/2020/2980 granted Listed Building Consent for internal office refurbishment of Hayes Park Central and South including removal of the non-original partitions, re-instatement of the South Building's reflecting pool and refurbished entrances. External elevation and roof refurbishment of both buildings including cleaning and repair works, replacement of non-original glazed double doors and other works to the South building's glazed curtain wall system. It is understood

that these works were not implemented.

HAYES PARK NORTH

Planning application reference 12853/APP/2021/2202 sought Prior Approval under Schedule 2, Part 3, Class O of the Town and Country Planning (General Permitted Development) (England) Order 2015 for the change of use of Hayes Park North, an office building (Use Class E(g)) to residential use (Use Class C3) to include 64 residential units comprising 6 x studio units, 33 x one-bedroom units, 19 x two-bedroom units and 6 x three-bedroom units. The application was refused on 26th July 2021 for the following reasons:

1) The proposed development does not constitute permitted development by virtue of the provisions of Schedule 2, Part 3, Class O.1(f) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) because the Hayes Park North building is within the curtilage of a listed building, namely Hayes Park Central and Hayes Park South.

2) The applicant has failed to secure financial and non financial contributions required to mitigate the highways impacts created by the proposed development. The scheme therefore conflicts with Policies DMCI 7, DMT 1 and DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020), the adopted Planning Obligations Supplementary Planning Document (July 2014), Policy DF1 of the London Plan (2021) and paragraphs 55-58 of the National Planning Policy Framework (2021). Prior approval is refused under Condition AA.2.-(1)(a).

The application was subsequently appealed on 30th July 2021 and allowed on 23rd June 2022. The implementation of this permission establishes a lawful residential element to the Hayes Park site and is a material planning consideration for the current application.

2. Advertisement and Site Notice

2.1 Advertisement Expiry Date: Not Applicable

2.2 Site Notice Expiry Date: 26th July 23

3. Comments on Public Consultations

A total of 267 no. letters were sent to neighbouring properties, a site notice was displayed to the front of the site and an advert was posted in the local paper. All forms of consultation expired on 26th July 2023.

A total of 4 comments have been received from neighbouring residential properties, including 6 objections and 2 comments. All comments are summarised below:

- Increase local traffic, including traffic at the junction between Hayes End Road and Uxbridge Road.
- The proposal has insufficient car parking, which will lead to overspill of parking onto local streets.
- The historic building should not be repurposed.
- There is no need for anymore residential development.
- The proposal will impact on local services.
- The proposal will destroy the landscape.
- Too many properties are proposed.

- The development will increase air quality and noise pollution.

PLANNING OFFICER COMMENT:

All matters relating to the significance of the listed buildings are addressed within the main body of the report. The principle of residential development, traffic impacts, landscaping, noise and air quality are all considered under the Full Planning application reference 12853/APP/2023/1492.

EXTERNAL CONSULTATION

HISTORIC ENGLAND:

Summary

Historic England has no in-principle issues with the proposed conversion of these important modernist office buildings to residential use and welcomes the well-researched design approach which seeks opportunities to enhance significance. However, the introduction of external balustrades and changes to the glazing have the potential to disrupt the sleek modern aesthetic of the buildings and their sculptural form. We understand from the submitted information that your Council has inspected some samples of materials relating to these elements of the scheme. However, we would also welcome the opportunity to inspect mock-up samples of both the new glazing and balustrade, or at least review evidence of your Council's inspections, to ensure that a high-quality and visually sensitive solution would be delivered. This inspection could be subject to condition should you be minded to approve these applications.

Historic England Advice

Significance

The development site is located within Hayes Park which forms a large area of Green Belt land. The site contains two rectangular commercial office buildings designed by the American architect Gordon Bunshaft and built between 1962 and 1965. Bunshaft, a partner at Skidmore, Owings & Merrill (SOM), was America's leading proponent of mid-20th century office architecture, and designed many highly regarded modernist commercial buildings. The Hayes Park offices are rare examples of Bunshaft's work outside America - one of only two schemes by him in Western Europe, and his only project in England.

The two office buildings - Hayes Park Central (former research laboratories) and Hayes Park South (administrative headquarters) were built for Heinz UK, the American food processing company, within the grounds of a demolished Victorian house on the outskirts of London. The greenfield location for Heinz UK's headquarters reflects the changing attitudes in the post-war era for large companies to relocate their headquarters away from cities where land was cheaper, sites could be easily accessed due to increased car ownership, and all business activities could be integrated within a single complex. Spurred on by the 'Garden factory' movement in American and Britain, and the principles of modernism, the mature parkland setting for the offices was also intended to promote the physical and mental wellbeing of the workforce. As noted in the list entry, the Heinz site is the most important early example in Britain of this type of headquarters complex on a greenfield site.

Both buildings are low-rise, in part due to their sunken positioning within the landscape with curved retaining walls. The list description explains that this was due to Metropolitan Green Belt policies which were introduced in London after WWII. Nonetheless, the overall effect adds to the drama and sculptural qualities of the office complex, set within a mature landscape setting.

Architecturally, both buildings are highly significant for their sophisticated sculptural form, comprising an elegant three-storey grid frame constructed in pre-cast concrete with a granite aggregate finish. Set behind the frame is full-height aluminium-framed glazing with blue opaque glass. The recessed glazing and its reflective qualities allow the concrete framework of floor slabs and columns to appear almost as an entirely independent structure, and this effect is particularly dramatic at the building corners where clear sky can be seen through the frame.

Hayes Park South has a more interesting plan form due to its central courtyard which provided natural light into the canteen at ground floor level. The original plans for the South Building indicate that cellular offices were fitted around the entire outer perimeter of the upper floors, meaning that the open office plan above depended on natural light from the courtyard. The courtyard originally featured a 'reflecting pool' at its centre with an island containing a magnolia tree. Although these structures survive, the pool has been filled with pebbles, and the courtyard surfacing has been replaced. Despite these changes, the courtyard with its perimeter colonnade remains a striking feature which can still be appreciated in long views from within the office space.

Heinz sold the site in the 1990s, and various changes to the landscaping and listed buildings were subsequently undertaken. This involved cut outs to the retaining earth wall, and the introduction of vehicle routes including an unsightly roundabout providing access to a new office building immediately to the north of the development site. The interiors were also extensively altered, and beyond the structural columns (many of which have been boxed in), the fixtures and finishes are not of special interest, and this is specifically mentioned in the list entry. However, as discovered during our pre-application site visit, depictions of the Heinz brand which appear to be original survive beneath the modern floor coverings in ground floor of Hayes Park South. This is an interesting surviving visual reference to the globally recognised brand for which the listed complex was constructed.

In summary, the Hayes Park buildings are of special architectural and historic interest for their distinctive and unique character and greenfield setting, designed by a leading proponent of modernist office architecture for a world-famous American-owned multinational. For these reasons, the building complex is highly listed at Grade II*.

The proposals and their impact

These proposals seek to convert both buildings to residential use with associated changes to the landscaping. The work would involve significant reconfiguration of the interior to accommodate multiple residential units. Within Hayes Park Central, it is proposed to introduce a central atrium roughly within the footprint of the service core to improve communal circulation and resolve challenges facing residential conversion caused by the deep floor plate. Whilst a significant intervention, the atrium would have limited impact on the significance of the listed building due to the non-original plan form and lack of internal features of interest.

Due to the existing central courtyard at Hayes Park South, the conversion of that building would be contained within the existing envelope and staircases would be reintroduced broadly within their original locations. No additional floors of accommodation are proposed for either building, which we understand to be related to limitations of development within the Green Belt. Therefore, beyond the introduction of an atrium to Hayes Park Central, no substantial structural interventions would be proposed to the listed complex.

Although large dual-aspect flats are proposed to the upper floors of both buildings, the extensive subdivision into multiple units would result in almost total loss of the open plan interior. The existing layout currently provides dramatic internal views of the large floorspace, structural columns and curtain wall system at the upper levels of both buildings. However, we recognise that the current open plan

arrangement is not historic, and cellular offices were originally arranged around the entire perimeter of the upper two floors of Hayes Park South. Hayes Park Central was also heavily subdivided originally. Nonetheless, this loss of appreciation of the structural anatomy of the buildings and the open-plan configuration, which still clearly reads as offices, would cause a low level of harm to the significance of listed buildings.

The proposals for the ground floor of Hayes Park South are more successful in retaining a sense of openness. Here, an east-west link through the centre of the floorplan would be introduced which would provide physical and visual access through the central courtyard as originally conceived. We note that the size of this floorspace has increased in response to our pre-application comments. The restoration of the courtyard pool and island as proposed offers enhancement to architectural interest of the listed building in this former communal part of the complex. Further enhancement is proposed through the revealing of the boxed-in structural columns in these non-residential parts of the building (and within the residential areas where this is practicable).

As part of the residential conversion, it is proposed to create private balcony space within the external floor slabs of each building. This would involve the introduction of balustrades which would be constructed of metal uprights and light-weight tensile wiring. The balustrades would run the perimeter of both buildings at first and second floor level, but would exclude the corners to lessen their visual impact in important views of the concrete frame. The same balustrade treatment would be required for the inner courtyard of Hayes Park South.

The scheme also proposes to replace the existing glazing to improve the performance of the buildings and to incorporate access to the balconies. As previously set out, the glazing is a key design component of the office complex, and the list description specifically mentions their slender glazed frames and opaque blue glass. Since our pre-application involvement, further investigations into the existing glazing have been undertaken by the Applicant Team including a condition survey prepared by Hutton+Rostron. The investigations have concluded that "the glass has historically been replaced" (Heritage Impact Assessment, Icen, para 5.3.7), and that the window units generally demonstrate a "lack of compliance" with building regulations for residential use (Design and Access Statement, p34).

The visualisations in Section 11 of the submitted Design and Access Statement (Studio Egret West, May 2023) suggest that the new glazing would be very similar in appearance to the existing, and that the balustrading would be visually discrete. While this is encouraging, in the absence of samples, there remain risks that the balustrading could be visually distracting, and that the replacement glazing could similarly be unsympathetic to the historic curtain wall system. There is also a risk that the balcony areas could become cluttered with chairs and other domestic paraphernalia, which would add to the visual distraction.

Whilst we note that various samples of materials were presented on site to your Council's Heritage Officer (Design and Access Statement, p51), it does not appear that these were 'mocked-up' for external inspection. Therefore, there remain risks that some harm to the significance of both buildings could result from the new balustrading and replacement glazing.

The proposals also include proposals for the landscaping. Within the immediate setting of the buildings, some of the earth bank is to be cut out to improve the daylight and amenity to the ground floor residential units. It is also proposed to provide additional hardstanding for building spill out. These changes risk causing a small degree of harm to the appreciation of the offices sunken within their greenfield setting. A notable enhancement to the landscaping would be the removal of the unsightly roundabout to the north of Hayes Park Central, and the creation of a new square. We understand that parking would continue to be provided to the west of the buildings behind a boundary wall.

Policy

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 establishes a statutory duty for local planning authorities to pay special regard to the desirability of preserving listed buildings including any contribution made by their setting. We draw your attention to the following heritage policies set out in the National Planning Policy Framework (NPPF, 2021) which support the legislation above:

- Paragraph 200, which states that any harm to the significance of a designated heritage asset should require clear and convincing justification;
- Paragraph 202 which states that less than substantial harm to the significance of a designated heritage asset be weighed against the public benefits of the proposal. Public benefits can include heritage benefits as set out under Paragraph 020 of the Historic Environment section of the Government's Planning Practice Guidance (PPG, updated 24 June 2021) which supports the NPPF.
- Paragraph 206 which states that local planning authorities should look for opportunity for new developments within the setting of heritage assets to enhance or better reveal their significance.

Position

As set out above, the Central and South buildings at Hayes Park are important and rare examples of Bunshaft's work as a leading proponent of mid-century commercial office architecture. However, we have no in-principle issue with the proposed conversion from office to residential use in order to provide the site with a sustainable long-term use, providing the key elements of significance are preserved.

The submitted documents indicate that virtually no internal features of interest survive beyond the structural columns which would be retained. The proposed atrium to Hayes Park Central and other service cores required for residential conversion would not, in our view, undermine the integrity of the listed structures. Given the precedent for cellular partitioning as set out in the original plans, we do not wish to raise any significant concerns about the subdivision into multiple units.

We are pleased that the proposed plans would retain a sense of openness within the entrance lobby to the South building, which we note has been increased in size in response to our pre-application comments (although we note that the lobby floorspace would still be smaller than the original canteen). We are also pleased that it is intended to incorporate the (likely) original remnants of the Heinz branding in the floor treatments (Design and Access Statement p51) in response to our pre-application comments, which would enhance our understanding of the connection between these buildings and this global brand.

The most sensitive aspects of these proposals are the changes that are perceived externally, particularly the replacement glazing and conversion of the outer floor slab areas to private balconies. It is clear that much thought has already gone into design solutions for the glazing and balustrades to minimise their impact on Bunshaft's highly significant concrete frame and inset curtain wall. This is evident in the slender form of the balustrade, the omission of balustrading around the corners of the buildings, and the retention of the glazing module for the proposed windows. However, it is inevitable that these interventions, and domestic clutter associated with residential conversion, would lead to some visual intrusion in important views of the listed buildings.

These changes and additions would diminish the orderly modernist character and carefully considered proportions of the listed building complex and its harmonious greenfield surroundings, therefore causing some harm. It is likely that the proposed cutaways to the earth banks around Hayes Park Central and introduction of amenity space for the ground floor units would similarly diminish the appreciation of the building within its important greenfield setting, causing a small degree of harm.

The NPPF states that that any harm should be clearly and convincingly justified (Para 200) and weighed against the public benefits of a proposal by decision makers (Para 202). The PPG explains that public benefits can include heritage benefits. We consider that these can include:

- the restoration of the original courtyard design to Hayes Park South, including the revealing of the reflecting pool and island;
- the removal of unsympathetic accretions to the interior, and the revealing of the distinctive structural columns throughout;
- the enhancements to the external landscaping particularly the replacement of the unsightly roundabout with a new public square;
- the repair and cleaning of the concrete frame, the details of which should be provided by condition.

Ultimately, it will be for you the Council to consider the harm identified within the context of these, and other public benefits of the scheme in coming to a decision on the applications. Although some samples of materials have been provided to your Council, we recommend that conditions are also imposed regarding the provision of mock ups of the balustrading and glazing systems for on-site inspection. We would be pleased to be involved in a future inspection should your Council be minded to approve the applications.

Recommendation

Historic England has no objection to the applications on heritage grounds, but raises some concerns due the harm as set out.

In determining these applications you should bear in mind the statutory duty of sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Your Authority should take these representations in account and determine the application in accordance with national and local planning policy and in consultation with your specialist conservation advice. We have drafted the necessary letter of authorisation for your Authority to determine the application as you see fit and have referred this to the National Planning Casework Unit (NPCU) (copy attached). You will be able to issue a formal decision once the NPCU have returned the letter of authorisation to you, unless the Secretary of State directs the application to be referred to them.

TWENTIETH CENTURY SOCIETY:

No comments were received.

INTERNAL CONSULTATION

URBAN DESIGN AND CONSERVATION OFFICER:

Summary

During the pre-app process the applicant has proactively worked with the Local Planning Authority. Many of the revisions delivered as part of the full application are acknowledged and supported. However, while some heritage benefits have been achieved others are insufficient or need further justification and collectively may not mitigate the less than substantial harm to an acceptable level. These aspects include the following:

- The openness of the canteen area in Hayes Park South;
- The restoration of the pool at Hayes Park South;
- Condition report justifying the wholesale replacement of the curtain walling with condition report.

The landscape proposed need minor revisions see below comments with some aspects requiring more information which can be resolved by way of a condition.

Background

Previous discussions have identified that the harm to the listed buildings would be less than substantial harm at the higher level.

Comments

It is agreed that conversion to residential is the optimum viable use by Hillingdon Council and Historic England. Heritage benefits were identified at the pre-app stage as a means of mitigating the less than substantial harm at the higher level of the proposal.

It is therefore vital that there is a clear and convincing justification made and that the less than substantial harm is weighed against the public benefits of the proposals, including where appropriate its optimum viable use.

External treatments

Curtain walling - Glazing fenestration details

The proposals for the glazing fenestration is for the wholesale replacement of the curtain walling. The condition report stating the curtain wall is beyond repair is required in order to justify such a drastic approach. The survey needs to state that the curtain wall is beyond repair, fails to conform to modern building standards and cannot be successfully altered to achieve access to the balconies.

While it is acknowledged that the curtain wall proposals replicate the dimensions of the existing window framing and lower spandrel in a similar looking material, the heavy frame of the doors would alter the visual uniform rhythm of the existing curtain walling. As proposed this aspect is harmful without sufficient justification.

Further these proposals for the curtain walling will need to be tested with a mock up of both the curtain wall/sliding doors and balcony treatment for inspection by Historic England and Hillingdon Council's Conservation or Urban Design Officer to support this full application. This aspect is such an important part of the heritage considerations it cannot to be left to the Condition stage of the planning process.

Reinstatement of darker glass

The curtain wall glazing is proposed in the Heritage Statement which describes the original glass as grey and is welcomed but the D&A suggests the replacement glass will be blue/grey. Every effort should be made to match the original dark grey colour glazing.

Balconies

The Council has recognised the need to provide amenity space in the form of balconies. The sketches and images of the balconies propose a mesh infill with simple railing and uprights. A sample of the

mesh infill was reviewed at the 21st February site visit and agreed in principle subject to seeing a full scale mock up on site and accurate CGIs. However, the challenge of how the balcony rail and uprights relates to the windows and horizontal line of the lower spandrel remains. The detail drawing of the balconies (Drawing No. 0419-SEW-ZZ-ZZ-DR-A-253230) fails to indicate the distance between the uprights and how this related to the windows behind.

As discussed above, given the sensitivity of the facade treatments and potential impact on the Grade II* listed buildings, the most effective solution to assessing the relationship between the concrete frame, screen wall and the details of the balcony will need to be done through a mock up in order to assess the impact on the buildings.

Further the balcony proposals should include details of how the pebbles that currently cover the existing areas of the proposed balconies, (possibly part of the original design) should be integrated into the balcony designs.

Repair and cleaning of the concrete frame:

The repair and cleaning of the concrete frame as proposed in the D&A is stated as being Torq or other non-abrasive method. This is accepted but more detail is needed by way of a condition.

PV panels

The PV panels should be set back from the edge of the roof to ensure no visual impact from the surrounding views. The Heritage Statement states that they will be behind the parapet ensuring that views of them are limited. They should not be visible at all.

Internal Layouts

Three bedroom Units

The amount of 3 bed units is 14% well below the optimum 20%. The layouts should be revised to increase the number of 3 beds, this could be achieved by either;

- combining the studio flats with the 2 bedroom flats on the first floor of Hayes Park South. The studio flats on the first floor have wall partitions that fail to align with the external pillars which would increase the visual harm and or;
- combine the studio flats on the ground floor of Hayes Park South along the west elevation with the adjacent 2 bed units to create an additional 3 bed unit.
- Combining some of the studio flats within Hayes Park Central to create 3 Bed units.

Accommodation Quality

Hayes Park Central

The new opening to create a courtyard in the centre of HPC is supported as this opening brings daylight/sunlight into the current deep floor plate of the building. It should be noted that the limited width of the opening delivers below BRE guidance levels of daylight/sunlight to the rooms edging the courtyard. However, it is acknowledged that 93% of the 301 rooms tested comply with the guidelines and when converting existing buildings some daylight/sunlight compromises can be inevitable.

There are rooms on the ground floor that appear to have no windows. Clarification is sought that this is not the case.

On the upper levels 1 and 2 a bedroom window on a unit on the west elevation is blocked by the opening of a door. This door should be hung the other way to avoid this situation.

The contemporary architecture language surrounding the courtyard is accepted.

Hayes Park South

The primary concerns with the Hayes Park South proposals is;

Firstly, the limited communal space which opens out around two piers but is not the full width of the bays. This fails to deliver on this potential heritage gain to mitigate the harm. This issue was raised during the pre-app process. The effect of looking through from front to back is effectively restricted to a narrow corridor.

Secondly, the restoration of the central pool (also identified as a heritage gain to mitigate the harm) is not a full restoration but a hybrid with a pathways, seating and Japanese garden. Therefore the heritage benefits are less than hoped for. Encouraging seating in the courtyard will potentially create privacy and noise issues for the bedrooms directly positioned looking onto the courtyard. While a path through connecting the with the east/west access route through the building is accepted this should align with the path through the courtyard.

Both from a heritage and liveability perspective it would be preferable to increase the openness of the canteen as a communal social space rather than encouraging tenants to use the courtyard, which would likely increase the privacy issues to the ground floor units.

Like Hayes Park Central, within Hayes Park South there are units with sub-optimal daylight/sunlight conditions. These are the four single aspects units facing into the internal courtyard.

It appears that some bedrooms ground floor are shown with no windows, clarification is sought to show this is not the case.

Landscaping

The applicant has engaged proactively through the design process to deliver the landscape proposals in every effort to address the issues raised during the pre-app process.

Landscape Cut outs to residential private amenity space

The principle of retaining the existing retaining walls with only two additional retaining walls to Hayes Park South and Hayes Park Central to achieve patio garden areas for the lower floors is accepted. However, the CGIs show that the combination of the mounding and planting creates discernible mounds along the building edge.

The raised mounding should be kept as shallow or the planting a continuation of the grassland to maintain the open landscape character while ensuring the buildings appear as two storey in the landscape. Likewise, the principle of the interface between the public and private areas with mounding is accepted subject to revision of the planting or reduced mounding.

However, the extent of the balustrading along the retaining walls would have a visual impact on the openness of the landscape character and should be removed except in areas where it is needed either side of stairways.

The removal of the bike store and access road south of Hayes Park South is a heritage gain, with the reinstatement of the green pastoral landscape along the south elevation of the building.

The New Square

As discussed on site and as part of the pre-app process the New Garden Square introduces additional hard surfacing between Hayes Park North (permitted development) and Hayes Park Central.

While the landscape concept for this area was accepted in broad terms, the progression of the design needs to avoid this space becoming overly urban in character to conform to Green Belt policy and the original landscape pastoral concept. It is considered that the current proposals extend the hard surfacing removing areas of green which is not compatible with the character of the site or the green belt. Given the large area of green amenity space around the site it is unlikely that this area between the roads will be used as a seating area. Accordingly, the New Garden Square needs to be revised to deliver increased greening of this space.

Play Space

The original comments for the Play Space in the northeast corner of the site suggested it be subtly integrated into this landscape or relocated to the west of Hayes Park Central. The aim being to retain open views of the buildings from the access road.

It is considered that the 1m high retaining wall surrounding the space could necessitate earthworks that would run contrary to the flat open character of the site visually interrupting views of the buildings. Potentially, the play space retaining wall could be reduced in height to 450mm to allow seating around the edge, requiring less aggressive ground works while ensuring the play space visual impact is limited.

The site wide play strategy expressed in the design and access statement states the provision of 'informal play areas' with mown paths, secondary trails and pockets of open lawn with seating. This design intent has not been followed through to the Landscape masterplan drawing no. 0419-SEW-ZZ-DR-L-001004. Further, the trim trail is limited to a small part of the north east corner of the site.

The landscape masterplan needs to be updated to express the design intent set out in the D and A, to include natural elements such as timber play features, additional specimen trees and seating within the western grass area to encourage amenity use of the full site.

The proposed felled tree location should be re-located from near the New Garden Square to the informal landscape part of the site.

Pastoral Meadow

The principle of a pastoral meadow landscape soft routes through the landscape is supported. The various mowing regimes for each area of the grassland/paths needs to be shown to ensure the landscape intent expressed in the Design and Access Statement is delivered. It is suggested this information come forward as part of the landscape maintenance schedule by way of Condition.

Hard surfacing proposals

The hard surfacing materials are accepted apart from the path that runs from at the junction of the path entering Hayes Park South from the west running to the south of the Hayes Park South. This path will be used less and should be a more subtle surfacing such as self-binding gravel. These materials will be subject to a Condition to ensure samples are presented to the council for approval by way of Condition.

Cycling parking

It is appreciated that following comments at the pre-app stage the majority of the cycle parking has been located within the building. This approach is supported.

Conditions

If minded to grant this application the conditions requiring details of materials and landscaping should be applied.

CONSERVATION AND URBAN DESIGN OFFICER FOLLOW-UP:

These comments are an urban design, architectural and landscape response to the Hayes Park Planning, LSH, HE and GLA Responses as well as the viability report.

Viability

Paragraphs 189-208 of the NPPF require consideration of the impact of a proposed development on the significance of a designated heritage asset and assessment of the identification of any harm. Where there is harm identified, Paragraph 202 states that '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, where appropriate, securing its optimum viable use.'

Materials

The key issue to preserving the heritage quality of Hayes Park Central and South is the proposed materials for the curtain walling, glazing and balconies. The applicant proposes these elements be Conditioned. The Condition should be satisfied pre-commencement.

PV Panels

It is accepted that the PV panels will not be visible from the surrounding landscape.

Accommodation Quality - Hayes Park South

Canteen

The previous conservation comments related to the Canteen area are retained.

Reflective pool

There are four single aspect units on the ground floor of each corner of the reflective pool. These suffer from limited outlook, sub-optimal daylight/sunlight and privacy issues with residents provided with seating within the north side of the reflective pool. The proposed indicative planters (shown on drawing SEW 0419-SEW-HS-00-DR-A-253225) to mitigate privacy issues would create visual clutter that lacks design coherence with the Japanese garden design and open area of the reflective pool. As previously stated, it would be preferable to reinstate the entirety of the pool, removing the seating that would likely create privacy issues for the residents of the ground floor units to improve the accommodation standard, particularly of the four corner units around the courtyard, which suffer other liveability compromises.

It is also considered that the adaptive Japanese garden design with trees, boulders and gravel walkway with seating is at odds with the design clarity of the reflective pool on the other side of the walkway.

Further, clarification is sought on the reason for the central walkway failing to align with the Canteen communal space entrance.

Landscape Cut Outs - Hayes Park and Hayes Park South

The principle of mounding is accepted. However, it is considered that in some instances the mounding should be better integrated into the existing levels with a gentler slope, to ensure it is almost visually imperceptible. It is considered that, Hayes Park Central north, east elevations and Hayes Park South north, east and west elevations particularly need to be revised to look less engineered.

Clarification is sought on where the additional soil will be imported from.

Garden Square

While the updates are looking less urban, the proposed area of hardstanding is still considered to be too extensive. Reducing the hard-surfacing would reduce costs. Clarification is sought that a bin store will no longer be located in this area.

Surfacing Proposals

The path to the east of Hayes Park Central running north of Hayes Park South should visually blend with the other paths of bounded gravel. Accordingly, a top dressing should be proposed to be visually similar to the proposed bounded gravel.

PLANNING OFFICER COMMENT:

The Applicant submitted document reference 'Planning Responses (Dated 21st November 2023)' in response to the Urban Design Officer, noting the following points:

- The Canteen - the Applicant considers that the canteen space, which will be used as a residential lobby in the proposed scheme, is an appropriate scale and size for the intended use and it continues to allow the key views to be appreciated.
- Reflective Pool - the Applicant considers the design approach for this space to be entirely appropriate.
- Landscape Mounds - the Urban Design Officer recommended that the scale of some of the landscape mounds be reduced. Some minor changes have been made to reduce the size of these in certain locations.
- Garden Square - the Applicant has considered the comments on increasing the greening on the garden square. The square needs to be designed to be multifunctional. As such, no further greening has been proposed here.
- Surfacing - regarding the comment on changing one of the surfacing types, one route needs to be a different surface.

The design of the scheme is considered within the main body of the report. The responses on the above points are considered to be sufficient and acceptable on balance.

CONSERVATION AND URBAN DESIGN OFFICER FOLLOW-UP:

Following previous comments regarding the condition of the glazing, a Glazing Investigation Report has been submitted. This provides information indicating the rationale for replacing the glazing. Accordingly, the Condition to provide a Glazing Condition report can be omitted.

4. Local Plan Designation and London Plan

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

Part 1 Policies:

PT1.BE1	(2012) Built Environment
PT1.HE1	(2012) Heritage

Part 2 Policies:

DMHB 1	Heritage Assets
DMHB 2	Listed Buildings
DMHB 11	Design of New Development
LPP HC1	(2021) Heritage conservation and growth
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

5. MAIN PLANNING ISSUES

The site comprises three office buildings including Hayes Park North, Hayes Park Central and Hayes Park South. Hayes Park Central and Hayes Park South form the focus of this application and are both Grade II* Listed buildings, purpose built back in 1965 as corporate and research laboratories for HJ Heinz UK by American Architect Gordon Bunshaft. Hayes Park Central has been unoccupied since September 2020 and Hayes Park South has been unoccupied since Summer 2017.

The reason for the designation of both Hayes Park Central and South is listed on the Historic England website and copied below for reference:

"The Heinz administrative headquarters and former research laboratories of 1965 by Gordon Bunshaft, are listed at Grade II* for the following principal reasons:

* Architectural quality: the buildings are sophisticated and sculptural; an interplay of positive and negative space created through form, structure and a refined palette of materials applied with a quality of detail, and achieving a high-tech finish;

* Authorship: this is the only British example of the work of Gordon Bunshaft, the most influential American office designer of the 1950s and 1960s, and one of only two buildings by him in Western

Europe;

* Historic interest: it is the most important early example in Britain of a headquarters complex on a greenfield site."

Planning Policy

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant listed building consent for any works, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Pertinent paragraphs of the National Planning Policy Framework (2023) are listed below:

- Paragraph 206 states that any harm to the significance of a designated heritage asset should require clear and convincing justification;
- Paragraph 208 states that less than substantial harm to the significance of a designated heritage asset be weighed against the public benefits of the proposal.
- Paragraph 212 states that local planning authorities should look for opportunity for new developments within the setting of heritage assets to enhance or better reveal their significance.

Paragraph 020 of the Historic Environment section of the Government's Planning Practice Guidance (PPG, updated 24 June 2021) states:

"Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation"

Policy DMHB 1 of the Hillingdon Local Plan: Part 2 (2020) states:

A) The Council will expect development proposals to avoid harm to the historic environment.

Development that has an effect on heritage assets will only be supported where:

- i) it sustains and enhances the significance of the heritage asset and puts them into viable uses consistent with their conservation;
- ii) it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss, in accordance with the NPPF;
- iii) it makes a positive contribution to the local character and distinctiveness of the area;
- iv) any extensions or alterations are designed in sympathy, without detracting from or competing with the heritage asset;
- v) the proposal would relate appropriately in terms of siting, style, scale, massing, height, design and materials;
- vi) buildings and structures within the curtilage of a heritage asset, or in close proximity to it, do not compromise its setting; and
- vii) opportunities are taken to conserve or enhance the setting, so that the significance of the asset can

be appreciated more readily.

B) Development proposals affecting designated heritage assets need to take account of the effects of climate change and renewable energy without impacting negatively on the heritage asset. The Council may require an alternative solution which will protect the asset yet meet the sustainability objectives of the Local Plan.

C) The Council will seek to secure the repair and reuse of Listed Buildings and monuments and improvements to Conservation Areas on the Heritage at Risk Register, through negotiations with owners, the provision of advice and guidance, the use of appropriate legal action, and through bids for external funding for improvement works.

Policy DMHB 2 of the Hillingdon Local Plan: Part 2 (2020) states:

A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.

B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.

C) The substantial harm to or total loss of significance of a statutory Listed Building will only be permitted in exceptional circumstances when the nature of the heritage asset prevents all reasonable use of the building, no viable use can be found through marketing, grant-funding or charitable or public ownership and the loss is outweighed by bringing the site back into use. In such circumstances, full archaeological recording of the building will be required.

D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building.

The above policies are supported by Policy HC1 of the London Plan (2021), Policies HE1 and BE1 of the Hillingdon Local Plan: Part 1 (2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part 2 (2020).

MARKETING EVIDENCE

Hayes Park Central has been vacant since September 2020 and Hayes Park South has been vacant since the Summer of 2017. Both buildings have been marketed since 2018 and have been unsuccessful in finding occupants for the buildings as offices. Marketing exercises have been carried out by Cushman & Wakefield to review the prospects of securing tenants for the Hayes Park Central and South buildings in their existing form, or via a refurbishment, based on the office market supply and demand and characteristics of the existing building and consented modifications to the scheme. The Cushman & Wakefield Marketing Report (Dated July 2022) concludes as follows:

"In conclusion, in our professional opinion we have tested the market since 2017, whilst the other 2 buildings have been occupied. Now that all buildings are vacant we believe the task is considerably harder and the capital expenditure required would be much greater. Fundamentally, the suburban location, the lack of public transport, the out-dated design, lack of amenities and poor (EPC) plus non-existent performance certifications (WELL, FITWELL, NABERS, Wired Score) is of such significance that it makes reoccupation unviable. Reoccupation is particularly unviable when set in the context of the supply and demand dynamics of the current market. To compete with other office parks for occupiers, the refurbishment of the buildings, landscaping, landlord amenity offering, and procurement of performance certifications would need to be carried out on a speculative basis. The high cost of doing this work, set against the uncertainty of securing a tenant makes it an unviable strategy for the landlord.

In summary, reoccupation of the existing space is not realistic as the park does not meet modern

occupier standards and a speculative refurbishment is not financially viable when there is little likelihood of securing a tenant."

Officers do not dispute these conclusions.

OPTIMUM VIABLE USE

Paragraph 24 of the 'Hayes Park Central and South - Optimum Viable Use' (Dated 18th October 2022) states:

'It should be noted that an alternative to residential use would not necessarily be less harmful. The conversion of the building to a hotel, school or health facility is similarly likely to cause a degree of disruption to the planform, historic patterns of circulation, and may resultantly cause a degree of harm. The difficulty in finding suitable occupation for the building because of its location, sensitivities and market conditions mean that, a residential use is considered to be presented as the Optimum Viable Use which will produce an overall resultant heritage benefit to significance.'

The submission makes the case that an alternative to residential use would not necessarily be less harmful. The conversion of the building to a hotel, school or health facility is similarly likely to cause a degree of disruption to the planform, historic patterns of circulation, and may resultantly cause a degree of harm.

The best use of a building is the use that it was originally intended for which in this case would be as offices and laboratories. The change of use of the listed buildings to residential use would require alterations which would result in harm to the heritage assets for which there would need to be a clear and convincing case. There are other potential uses that the buildings could be used as, if the buildings are no longer viable as offices, that could be less damaging to its fabric. However, it is accepted that other less damaging uses would not necessarily be a comprehensive redevelopment of the entire site and therefore would not constitute the optimum viable use.

The proposed change of use to C3 residential use would result in a comprehensive redevelopment of the entire site, this being something that is considered unlikely to be possible for alternative uses of the Hayes Park Central and South buildings.

The scheme has been subject to viability testing by the Council's third party consultants and the Greater London Authority. Following such assessment, it has been concluded that the scheme generates a deficit but is within the range of deliverability when accounting for growth within the market. It is concluded that the proposed residential use is the optimum viable use.

PROPOSED WORKS

Hayes Park Central and South

The proposals would remove the existing open plan arrangement of both Hayes Park Central and South, which although is not original to the buildings, does allow the listed structures to be seen internally. This alteration is considered to result in a low level of harm to the significance of the listed buildings.

Private balcony spaces are proposed within the external floor slabs of Hayes Park Central and South. This is the proposal on the first and second floors with the exception of the corners of the buildings in order to reduce the visual impact. These balconies would include balustrades constructed of metal uprights and light-weight tensile wiring. The balustrading proposals will inevitably result in some level of

harm to the significance of the listed buildings by diminishing the orderly modernist character.

The glazing is also proposed to be replaced to improve the energy performance of the buildings. Although the listing specifically mentions the slender glazed frames and opaque blue glass, the existing glazing utilised in the buildings currently is not original and does not comply with building regulations. The glazing proposal will inevitably result in some level of harm to the significance of the listed buildings, again by altering the orderly modernist character.

Together, there is a risk that the balustrading and glazing could be visually detracting and that the amenity spaces could become cluttered with paraphernalia. If recommended for approval, a planning condition would require the submission and approval of mock-up samples, in consultation with Historic England, in order to ensure that the materials proposed are of an appropriate design quality.

Hayes Park Central

In terms of the works proposed to Hayes Park Central, the most significant proposal to convert the building for residential use includes the creation of a central atrium within the footprint of the service core. Whilst a significant intervention, the atrium would have limited impact on the significance of the listed building due to the non-original plan form and lack of internal features of interest.

Hayes Park South

An east-west link is proposed through the centre of the floorplan to provide a physical and visual access through the central courtyard. The reflecting pool and island is proposed to be restored as originally conceived. The boxed-in central columns are also to be revealed and the original remnants of the Heinz branding in the floor treatments are to be incorporated in the proposed designs. All of these proposals are considered to deliver heritage benefits, which also constitute public benefits as per the Historic Environment section of the Government's Planning Practice Guidance (PPG, updated 24 June 2021).

Landscape

The proposals also include proposals for the landscaping. Within the immediate setting of the buildings, some of the earth bank is to be cut out to improve the daylight and amenity to the ground floor residential units. It is also proposed to provide additional hardstanding to facilitate pathways for building users. These changes risk causing a small degree of harm to the appreciation of the offices sunken within their greenfield setting. A notable enhancement to the landscaping would be the removal of the unsightly roundabout to the north of Hayes Park Central, and the creation of a new square.

HERITAGE SIGNIFICANCE AND HARM:

The following paragraphs from the NPPF (2023) are highlighted:

205. 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

206. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

208. 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, where appropriate, securing its optimum viable use.

During the application process, the Council's Conservation Officer raised concerns over the following elements of the proposal:

- The openness of the canteen area in Hayes Park South;
- The restoration of the pool at Hayes Park South;
- Condition report justifying the wholesale replacement of the curtain walling with condition report.

The openness of the canteen has been identified as an element of the scheme which fails to deliver on potential heritage gain which could be used to mitigate against the harm posed to the significance of the Hayes Park South building. The Applicant has responded on this point and notes that whilst smaller than the original canteen, this redesigned space effectively preserves critical views through the building, suitably sized for its new purpose. It is noted that any increase in the width of this space would result in a reduction to the number of units proposed, which would in turn reduce the viability and deliverability of the scheme which is already finely balanced (please refer to Section 07.13 of the report for further consideration of viability). On this basis, the openness of the canteen area is accepted as proposed, although its heritage gain is not as significant as it would be otherwise if proposed as a more open space.

The restoration of the central pool in Hayes Park South is identified as a heritage gain to mitigate the harm but is not a full restoration of the original pool. It is proposed as a hybrid with an off-centre pathway, seating and Japanese garden. The Applicant has responded on this point and notes that the placement of the off-center walkway is strategic, aimed at maximizing the pool's size while maintaining a clear, direct connection between the two lobby spaces. This design intent is accepted and is considered to deliver heritage gain.

A condition report justifying the wholesale replacement of the curtain walling will be secured by planning condition in the event of an approval.

As confirmed by the Council's Conservation Officer, the harm identified in this case is considered to be 'less than substantial harm'.

PUBLIC BENEFIT

The duties imposed by section 72 of the Act are in addition to the duty imposed by section 3(6) of the Planning and Compulsory Purchase Act 2004, to determine the application in accordance with the development plan unless material considerations indicate otherwise.

The principal heritage objective is preserving the special interest of the Listed Building, as per the duties under section 16 of the Planning (Listed Building and Conservation Areas) Act 1990.

In this case, the primary issue relates to the character and special interest of the listed buildings the heritage assets. A proposal which would cause harm should only be permitted where there are strong countervailing planning considerations which are sufficiently powerful to outweigh the harm caused.

The NPPF (2023) requires its own exercise to be undertaken as set out in Chapter 16; Conserving and Enhancing the Historic Environment. Paragraphs 195-214 require consideration of the impact of a proposed development on the significance of a designated heritage asset and assessment of the identification of any harm. In particular, paragraph 208 states that 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, where appropriate, securing its

optimum viable use.

The harm identified in this case is considered to be 'less than substantial harm' to the Grade II* Hayes Park Central and South buildings. In line with paragraph 208 of the NPPF (2023), the less than substantial harm arising from the impact of the development on the listed buildings needs to be weighed against the public benefits arising from the scheme.

Historic England references Planning Practice Guidance in their response, noting that public benefits can include heritage benefits. They therefore consider the proposal to deliver the following public benefits:

- the restoration of the original courtyard design to Hayes Park South, including the revealing of the reflecting pool and island;
- the removal of unsympathetic accretions to the interior, and the revealing of the distinctive structural columns throughout;
- the enhancements to the external landscaping particularly the replacement of the unsightly roundabout with a new public square;
- the repair and cleaning of the concrete frame, the details of which should be provided by condition.

The Applicant Team have highlighted the following public benefits:

- Returning two Grade II* Listed buildings back into use and securing their long-term future.
- The high-quality heritage led refurbishment of two Grade II* Listed buildings, supported by Historic England.
- Reusing two long-term vacant buildings through following the retrofit-first approach.
- Creation of a new residential community of high quality homes.
- Provision of improved biodiversity and urban greening.
- Improving the sustainability of the buildings and maximising energy efficiency.
- Contributions towards local highways improvements, new street trees and public open space.

Having taken all aspects of the proposal into consideration, it is considered that the less than substantial harm is justified and that public benefits that would result from the delivery of the proposed scheme. Specifically, the re-use of the Grade II* Listed buildings and securement of their long-term future, alongside the identified heritage gains, are considered to be the primary public benefits. Notably, the scheme is supported by in principle by Historic England and the Council's Conservation Officer. When weighing the harm against the benefits, the public benefits are considered to cumulatively surmount the less than substantial harm posed to the heritage asset. For this reason, and subject to the necessary planning conditions and obligations, the development is considered to accord with relevant conservation planning policy requirements.

6. RECOMMENDATION

APPROVAL subject to the following:

1. LB1 Time Limit (3 years) - Listd Building Consent

The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

REASON

To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. 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:-

Location Plan:

0419-SEW-ZZ-ZZ-DR-A-000003 Rev. P2

Floor Plans and Roof Plans:

0419-SEW-HC-B1-DR-A-001110 Rev. P1;
0419-SEW-HC-00-DR-A-001111 Rev. P3;
0419-SEW-HC-01-DR-A-001112 Rev. P3;
0419-SEW-HC-02-DR-A-001113 Rev. P3;
0419-SEW-HC-RF-DR-A-001114 Rev. P1;
0419-SEW-HS-00-DR-A-001116 Rev. P3;
0419-SEW-HS-01-DR-A-001117 Rev. P3;
0419-SEW-HS-02-DR-A-001118 Rev. P3;
0419-SEW-HS-RF-DR-A-001119 Rev. P1;

Elevations:

0419-SEW-HC-ZZ-DR-A-001200 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001201 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001202 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001203 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001204 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001205 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001207 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001301 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001302 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001303 Rev. P1;
0419-SEW-HC-ZZ-DR-A-001304 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001305 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001306 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001307 Rev. P1;
0419-SEW-HS-ZZ-DR-A-001308 Rev. P1;
0419-SEW-HC-00-DR-A-253200 Rev. P1;
0419-SEW-HC-00-DR-A-253205 Rev. P1;
0419-SEW-HC-01-DR-A-253210 Rev. P1;
0419-SEW-HC-01-DR-A-253215 Rev. P1;
0419-SEW-HC-01-DR-A-253216 Rev. P2;
0419-SEW-HC-01-DR-A-253217 Rev. P1;
0419-SEW-HS-00-DR-A-253220 Rev. P1;
0419-SEW-HS-00-DR-A-253225 Rev. P2;
0419-SEW-ZZ-ZZ-DR-A-253230 Rev. P1;

Landscape Plans:

0419-SEW-ZZ-00-DR-L-001000 Rev. P2;
0419-SEW-ZZ-00-DR-L-001001 Rev. P2;
0419-SEW-ZZ-00-DR-L-001002 Rev. P2;
0419-SEW-ZZ-00-DR-L-001003 Rev. P2;

0419-SEW-ZZ-00-DR-L-001004 Rev. P2;
0419-SEW-ZZ-00-DR-L-001005 Rev. P2;
0419-SEW-ZZ-00-DR-L-001006 Rev. P2; and
0419-SEW-ZZ-ZZ-DR-L-001100 Rev. P1.

Thereafter the development hereby permitted shall be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

3. NONSC Materials

Prior to commencement of the development, details and samples of materials shall be submitted to and approved in writing by the Local Planning Authority, in consultation with Historic England. This shall include:

- (i) Details and samples of all new external materials (including the reflecting pool, floor finishes, floor slabs, drainage goods, roof finishes, roof lights, vents, lift overruns, access hatches, capping etc);
- (ii) Detailed drawings of fenestration and doors, including profiles of all new windows, external doors, together with information on materials, glazing (including obscure glazing) and finishes;
- (iii) Detailed drawing including new doors together with materials and finish;
- (iv) Details of new joinery, including internal doors, architraves, skirting and staircase details to communal areas;
- (v) Details of fire and sound proofing works/upgrading;
- (vi) Comprehensive colour scheme for all built details; and
- (vii) Full-scale mock up of the external curtain wall glazing and balconies (including balustrades).

Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. NONSC Repair and Cleaning of Concrete Frame Details

Cleaning and repair test patches shall be carried out and inspected by the Local Planning Authority Conservation Officer, in a discreet location prior to full works taking place and shall be agreed in writing.

Following the test patch process, and prior to commencement of the development, the details for the repair and cleaning of the concrete frame shall be submitted to and approved in writing by the Local Planning Authority, in consultation with Historic England.

Thereafter, the repair and cleaning of the concrete frame shall be carried out in complete accordance with the approved details and retained for as long as the development exists.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to

Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. NONSC Drainage

Prior to commencement of the development, details of the drainage system, to both buildings, shall be submitted to and approved in writing by the Local Planning Authority. Details shall include scaled drawings where relevant. Works shall be carried out in accordance to the approved details.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. NONSC Security Cameras

Prior to installation, product and manufacturer information of all external and internal security cameras shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance to approved details.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

7. LB10 Internal and External Finishes (Listed Buildings)

All new works and works of making good to the retained fabric of the building, whether internal or external, shall be finished to match the existing fabric with regard to methods used and to material, colour, texture and profile.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. LB12 Hidden Features

Any hidden historic features which are revealed during the course of works shall be retained in situ, work suspended in the relevant area of the building and the Council as Local Planning Authority notified immediately. Provision shall be made for the retention and proper recording, as required by the Council.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

9. NONSC Damage and Disturbance

Any damage or disturbance caused to the building in execution of the approved works shall be made good to the satisfaction of the Local Planning Authority within six months of the works being completed.

REASON

To safeguard the special architectural and/or historic interest of the listed building, in accordance to Policy HE1 of Hillingdon's Local Plan: Part 1 (2012), Policies DMHB 1, DMHB 2 and DMHB 11 of the Hillingdon's Local Plan: Part 2 (2020), Policy HC1 of the London Plan (2021) and the Planning (Listed Buildings and Conservation Areas) Act 1990.

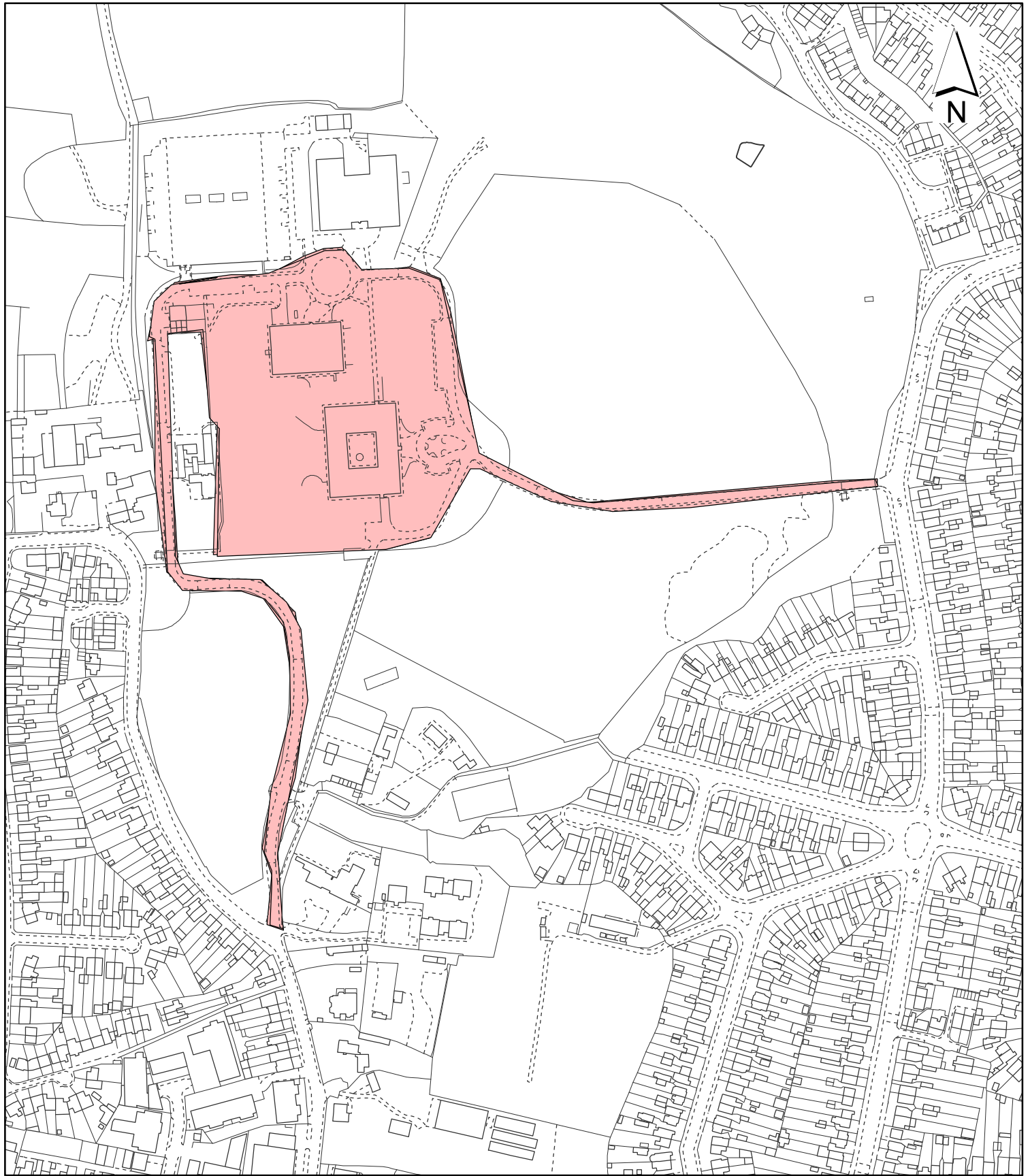
INFORMATIVES

1. The decision to GRANT Listed Building Consent has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).
 2. In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.
 3. The applicant should note that this approval extends only to the works detailed as part of this application. In the event that the works cannot be implemented without a degree of alteration, the applicant is advised to contact the Local Planning Authority in order to ascertain whether further Consent might be required. During the works, if hidden features of interest are revealed they shall be retained in-situ. Works shall be halted in the relevant area of the building and the Local Planning Authority shall be notified in writing immediately. Failure to do so may result in unauthorised works being carried out and an offence being committed.
- I53** The decision to GRANT Listed Building Consent has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DMHB 1	Heritage Assets
DMHB 2	Listed Buildings
DMHB 11	Design of New Development
LPP HC1	(2021) Heritage conservation and growth

NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

Contact Officer:	Michael Briginshaw	Telephone No:	01895 250230
-------------------------	--------------------	----------------------	--------------



Notes:

 Site boundary

For identification purposes only.
 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).
 Unless the Act provides a relevant exception to copyright.
 © Crown copyright and database rights 2020 Ordnance Survey 100019283

Site Address:

Hayes Park Central and South

LONDON BOROUGH OF HILLINGDON
Residents Services
Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

12853/APP/2023/1493

Scale:

1:3,500

Planning Committee:

Major

Date:

February 2024



HILLINGDON
 LONDON