

APPENDIX 9.1
HERITAGE STATEMENT



FORMER NESTLE FACTORY, HAYES

HERITAGE STATEMENT

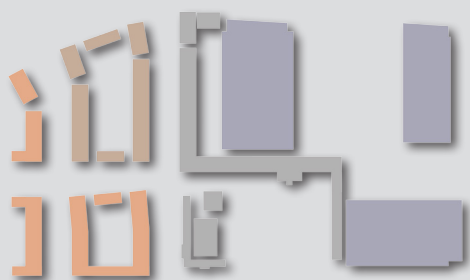
MAY 2017

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This Heritage Statement has been prepared on behalf of the applicants to support application proposals for the redevelopment of the Nestlé Factory Site situated off Nestles Avenue, Hayes. The Site is situated within the Botwell: Nestlé, Hayes Conservation Area (designated heritage asset) and includes four locally listed buildings and structures (non-designated heritage assets). It provides proportionate assessments of the particular significance of the relevant heritage assets and the impact of the application proposals upon that significance, in accordance with the relevant statutory duties, planning policy and best practice guidance/advice. The Heritage Statement is also an Appendix to Chapter 9 of the Environmental Statement and provides an informed basis for the assessment of built heritage effects within that Chapter.



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Client

SEGRO PLC and BDW Trading Limited (Barratt London)

Our reference

BARH3009

May 2017

1. Introduction

- 1.1 This Heritage Statement has been prepared on behalf of SEGRO PLC and BDW Trading Limited (Barratt London) (hereafter referred to as ‘the client’) to support application proposals for the redevelopment of the Nestlé Factory Site situated off Nestles Avenue, Hayes (hereafter referred to as ‘the site’). The site is situated within the Botwell: Nestlé, Hayes Conservation Area and includes four locally listed buildings and structures.
- 1.2 This Statement follows the initial assessment work previously carried out by RPS CgMs (*Nestlé Site Heritage Statement Pre-app June 2016*) and the Pre-Application Heritage Overview produced by Turley Heritage to inform pre-application discussions. This report should be read in conjunction with the supporting application information.
- 1.3 The requirement for this report stems from the Planning (Listed Buildings and Conservation Areas) Act 1990 that places a duty upon the local planning authority in determining applications for development affecting conservation areas to give special attention to preserving or enhancing its character or appearance.
- 1.4 The National Planning Policy Framework (2012) (the Framework) provides the Government’s national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out that:

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”¹
- 1.5 Paragraph 129 then sets out that local planning authorities should identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset’s conservation and any aspect of an application proposal.
- 1.6 In accordance with these legislative and policy requirements, section 2 of this report identifies the relevant heritage assets within the Site and its vicinity that may be affected by the impact by the development proposals.
- 1.7 Section 3 then provides an assessment of the significance of the Botwell: Nestlé, Hayes Conservation Area in terms of its historic development and character and appearance, highlighting those parts of the site which contribute to its significance. Appendix 1 identifies the boundary of the conservation area. This section also provides an assessment of the significance of the non-designated heritage assets on the site which have been formally identified by the Local Authority to be of local architectural or historic importance and included within their local list. A copy of the Local Authority’s Statement

1 DCLG, National Planning Policy Framework (the Framework) 2012 – para. 128

of Significance and reasons for designation for the locally listed buildings on the site are included in Appendix 2.

- 1.8 Section 4 provides an assessment of the application proposals against the prevailing heritage planning policy context as set out in Appendix 4. This includes the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy contained within the Framework and regional and local planning policy for the historic environment.
- 1.9 A summary and statement setting out the conclusions of this assessment are then presented in Section 6.

2. The Heritage Assets

Introduction

- 2.1 The Framework defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.”²

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them.

Conservation Area: Botwell: Nestles, Hayes

- 2.3 The site is located within the Botwell: Nestles, Hayes Conservation Area, which was first designated by LBH on 19th June 1988. This designation was partly in response to demolition on the site, which was considered to affect its character, which was perceived as being special. This was highlighted in the original designation papers as contained within Appendix 7.
- 2.4 A map of the current boundary of the conservation area is included in Appendix 1. The boundary of the site roughly coordinates with that of the conservation area and comprises the whole of the former Nestlé factory site, north of Nestles Avenue.
- 2.5 At the time of designation, a report was produced by LBH which assessed the quality of the area and the reasons for its designation. To date, however a detailed Conservation Area Appraisal is yet to be produced by LBH.

Non-Designated Heritage Assets

- 2.6 The NPPF³ identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).

Local List of Buildings of Architectural or Historic Interest

- 2.7 LBH maintains a list of buildings of local architectural or historic interest highlighting buildings and structures considered to contribute to the unique character of the Borough. In 2010, LBH published criteria used to assess buildings or structures for inclusion on the local list including authenticity, architectural/artistic interest, townscape significance and historic/archaeological interest.
- 2.8 There are four locally listed buildings on the site which form part of the former Nestlé Factory as highlighted in figure 2.1. These are as follows:

² DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

³ Ibid

- Nestlé Works (Nestlé UK Ltd) which is described as the 1930s factory by Wallis Gilbert, outlined in blue and hereafter referred as Nestlé Works (Main Factory Building);
- Nestlé Works: former canteen (Nestlé UK Ltd) (outlined in green) (hereafter referred as Nestlé Works (Former Canteen));
- Nestlé Works gates/railings (Nestlé UK Ltd) (outlined in red) (hereafter referred as Nestlé Works (Gates and Railings));
- Nestlé Works: lodge (Nestlé UK Ltd) (outlined in orange) (hereafter referred as Nestlé Works (Lodge)).



Figure 2.1: Map of locally listed buildings and structures of architectural or historic interest

3. Significance of the Heritage Assets

Significance and Special Interest

- 3.1 The NPPF 2012 defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁴

Conservation Areas

- 3.2 Conservation areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has published guidance in respect of conservation areas⁵ and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.

Locally Listed Buildings and Structures

- 3.3 Locally listed buildings are designated by the Local Authority for their local architectural or historic interest and considered as non-designated heritage assets for the purposes of planning control.

Assessment

- 3.4 The following assessments of significance are proportionate to the importance of each identified designated and non-designated heritage asset and sufficient to understand the effect of development proposals, given their nature and extent. They are partly informed by initial assessment work previously carried out by RPS CgMs⁶, archival research and on-site visual survey and analysis.

Historic Development of the Site

- 3.5 The Botwell: Nestlé, Hayes Conservation Area encompasses the former Nestlé factory site and headquarters to the north of Nestlé Avenue. Up until the early 20th century, the site formed open agricultural land (figure 3.1) with the Grand Union Canal forming the northeast boundary from 1807 (figure 3.1). By the 1860s, the Great Western Railway tracks formed part of the northern boundary.

⁴ DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

⁵ Historic England Advice Note 1, Conservation Area Designation, Appraisal and Management (2016)

⁶ Former Nestlé Site Heritage Statement (Pre-app) June 2016



Figure 3.1: Extract from the 1914 Ordnance Survey Map (surveyed 1913)

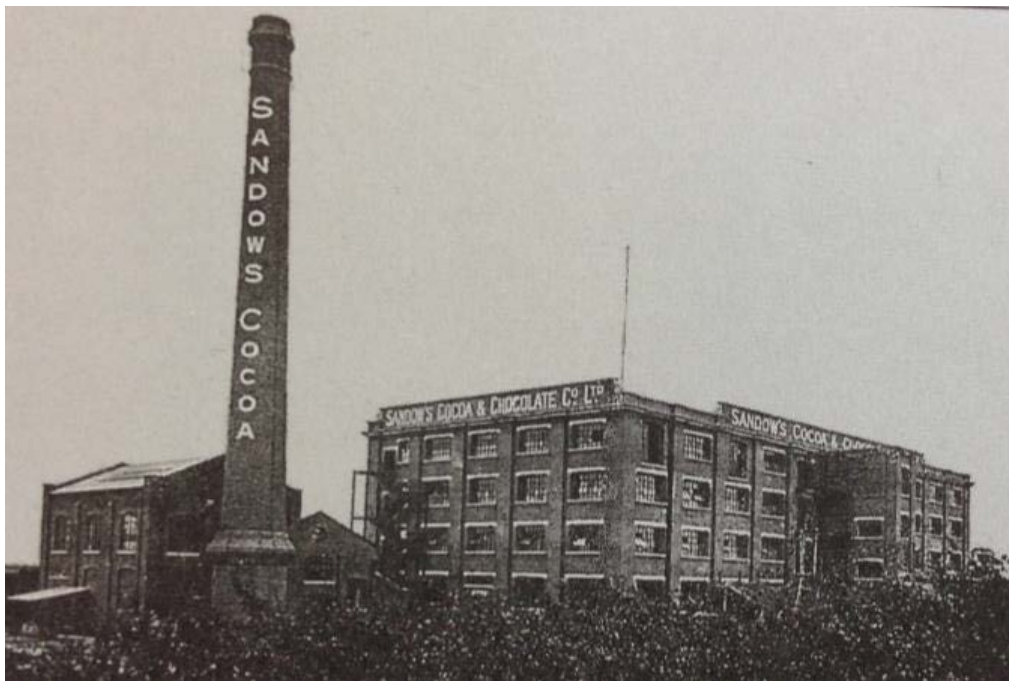


Figure 3.2: Sandow's Cocoa Factory, c. 1916 (Nestlé Archives)

- 3.6 Between 1912 and 1914, Sandow's Cocoa Factory was constructed on the site for the production of 'Sandow's Health and Strength Cocoa'. The company was founded by Eugene Sandow, a circus strongman considered to be the father of bodybuilding and who attributed his strength to drinking cocoa. The company was initially established in 1911 in a Georgian property on Old Kent Road however, following initial success, the site at Hayes was chosen for the construction of a larger factory, for its proximity to the Grand Union Canal and the railway. The factory, as illustrated in figure 3.2 took the form

of a four storey, eleven bay brick built structure positioned towards the north of the site and orientated north-west, towards the railway station. The site included a prominent brick chimney situated close to the banks of the canal and a smaller two-storey building attached to the south east (figure 3.2). The buildings were designed by Hal Williams & Company, specialist factory architects and constructed by John Morlem & Company (now Carillion)⁷.

- 3.7 The group of factory buildings were situated within 38 and half acres of land. Following the outbreak of the First World War in 1914, as a German national, Sandow became classified as an enemy and was forced to cease trading⁸. In addition, the vacant land on the site as well as open land to the south was commandeered by the British Army for the use as a Munitions Filling Factory from 1915 (figure 3.3)⁹. As illustrated in figure 3.3, the site was laid out in a grid pattern of raised huts and 'clean-ways' or raised connecting paths. Following the conclusion of the war at the end of 1918, the munitions factory was decommissioned and the site eventually passed back to its owners.



Figure 3.3: Site plan of the Munitions Filling Factory at Hayes with Sandow Cocoa Factory highlighted in red

⁷ RPS CgMs Former Nestlé Site Heritage Statement (Pre-app) June 2016

⁸ Historic England Decision Summary (7 Feb 2013) Nestlé Buildings, Nestles Avenue, Hayes (reference no: 1413791)

⁹ Sale Particulars for the Sandow's Cocoa Factory June 8th 1916 (Nestlé Archives)

- 3.8 The factory as well as Sandow's Cocoa Company was bought in 1916 by The Peter Cailler Kohler Company (PSK), a chocolate making company originally established in 1904. The company changed the name of Sandow's firm to Hayes Cocoa Limited¹⁰.
- 3.9 Following the conclusion of the First World War and the decommissioning of the munitions factory, the company commissioned the Truscon Concrete Steel Company to design a large extension to the existing factory on the site in 1919. As highlighted by J. Skinner, the architectural firm Wallis Gilbert & Partners were "*responsible for the planning*"¹¹ of the extension, in collaboration with Truscon.



Figure 3.4: Image from 1921 showing the construction of the extension at Hayes Cocoa Factory with exposed concrete beams and posts (Historic England Archives)

- 3.10 The factory extension was an example of the early collaboration between Truscon and Wallis Gilbert & Partners which was key to the success of the architectural practice. The extension took the form of the Kahn Daylight pattern of "*reinforced concrete frame infilled with large areas of small-paned glazing in narrow metal bars*"¹² (figure 3.4 and figure 3.5). The extension formed a four-storey square shaped arrangement with four inner courtyards which allow natural light into the factory interiors, set around the existing 1914 factory building (figure 3.6). The new extension arrangement was to provide a "*bright, cleaner, healthier*" factory environment; an ideal which came to dominate interwar factory design and was also reflected in the landscaping of the grounds. As illustrated in the 1935 Ordnance Survey Map and aerial photographs of the same period (figures 3.6 & 3.7), to the south of the factory were orchards and open landscape, separating the site from its newly constructed residential neighbours to the south, as well as a sports ground, tennis courts and bowling green to the north west. It

¹⁰ J. Skinner (1997) *Form and Factory, Factories and Factory Buildings* by Wallis, Gilbert & Partners 1916-1939

¹¹ *Ibid*

¹² *Ibid*

would also appear that the original red brick factory was painted white to provide a more unified appearance with the new extension which was completed in 1921.



Figure 3.5: Hayes Cocoa Factory viewed from the south east (1921, Historic England Archives)



Figure 3.6: Aerial photograph of the Hayes Cocoa Factory, 1930 (Britain from Above)



Figure 3.7: Extract from the 1935 Ordnance Survey Map of the area

- 3.11 It is likely that the pair of caretaker's lodges in the south-east corner of the site were also constructed at this time as their design appears synonymous with this period, although no evidence exists to confirm this. They are first shown in 1932 air photograph of the site as illustrated in figure 3.8. The lodges were a fair distance from the main factory building and separated by orchards running along the southern boundary.



Figure 3.8: Aerial photograph of the site taken from 1932 showing the presence of the caretaker's lodges, highlighted in red (Britain from Above)

- 3.12 In 1929, PCK was bought by the company, Nestlé which was originally established by Heinrich Nestlé and produced condensed milk. The site was also taken over by the

company who started to produce chocolate as “an integral part of the business”¹³. The company devised the world’s first instant coffee which was introduced to the market in 1929 (Nescafé) and was produced at the Hayes factory.

- 3.13 Early 1930s images of the site show little change with the exception of the alteration of the signage on the chimney and 1914 factory which remained prominent features in views from the canal and the railway (figure 3.9).



Figure 3.9: View of the factory from the Grand Union Canal during the early 1930s

- 3.14 During the mid-1930s the company undertook some alterations to the site including the introduction of a further storey to the eastern portion of the factory as evidenced in the 1939 aerial photograph of the site, likely designed by Truscon (figure 3.10). As illustrated in figure 3.10, the original 1914 factory remained as an 11 bay structure and likely formed the principal entrance to the factory. Other changes to the site included the extension of the single storey elements to the east. Nestlé also sold part of the open sports ground to the west, likely to fund those additions to the factory, as illustrated by the presence of newly constructed industrial buildings to the west (figure 3.10).

¹³ RPS CgMs Former Nestlé Site Heritage Statement (Pre-app) June 2016



Figure 3.10: Aerial photograph of the Nestlé Factory at Hayes taken 1939 (Britain from Above)

- 3.15 In 1949, the Hayes site became the Nestlé UK headquarters leading to further developments including the construction of a separate canteen in 1954, within the south portion and orientated towards the then, principal entrance to the site with 'Moderne' style south and west elevations.
- 3.16 Further change to the site took place between 1954 and 1963 and included the construction of a new principal entrance foyer to the factory on the south elevation with associated avenue through the wooded area to the south, allowing greater visual presence from Nestles Avenue. There is some debate regarding the construction date of this addition and additional targeted research has failed provide greater confirmation. However, the orientation of the 1954 canteen with its more architecturally elaborate façade facing the original main entrance to the site would strongly suggest that the new south entrance to the factory was constructed after this addition, but before 1963 as illustrated in the Ordnance Survey map of the period (figure 3.11). The design is decidedly interwar, likely to complement the main 1919 factory. It is believed that the decorative metal railings fronting the south boundary of the site were installed at this time to accentuate this new entrance, being taken from the Nestlé Head Office building in Vevey¹⁴.

¹⁴ London Borough of Hillingdon pre-application letter dated 28th June 2016



Figure 3.11: Extract from the 1964 Ordnance Survey Map (surveyed in 1963)

- 3.17 As illustrated in figure 3.12, further ad-hoc additions to the factory were constructed by this date including a series of buildings along the west side of the original entrance drive, with a small link from the original 1914 element of the factory. A large rectangular extension to the east had also been constructed by this date.
- 3.18 In the later part of the 20th century, particularly the 1970s, the site experienced significant change through the ad-hoc extension of the factory building and introduction of large sheds, reducing its visual relationship with the canal (figure 3.13). A large extent of the sports ground to the north-west was also developed, reducing the open spacious character of the factory's former surroundings. At some point during this period, four bays of the original 1919 Sandow building were demolished and much of what remained of the original front façade was masked by later additions.



Figure 3.12: Extract from the 1972-79 Ordnance Survey Map (Source: Old Maps)



Figure 3.13: Aerial view of the former Nestlé site (2016, BING)

- 3.19 Part of the former woodland area to the south and south-east was also removed during this period to allow for the introduction of a large area of hardstanding to be used as a car park (figure 3.13). The site remained in operation until 2012, although some manufacturing processes were undertaken until 2014 and decommissioning took place through into 2015.

Botwell: Nestles, Hayes Conservation Area

Character and Appearance

- 3.20 Botwell: Nestles, Hayes Conservation Area is situated within the town of Hayes, within the London Borough of Hillingdon. The conservation area boundary encompasses the site of the former Nestlé factory which is situated within pre-dominantly industrial area with Silverdale Estate situated to the north and Blythe Road Industrial area to the west. The conservation area is bounded to the north by the Grand Union Canal and railway which greatly influenced the original siting of the factory and its positioning in relation to the plot. Nestles Avenue forms its southern boundary while North Hyde Gardens bounds the area to the east.
- 3.21 At the time of its designation in 1988, the site remained in full operation as the Nestlé headquarters and chocolate and coffee making factory. As previously highlighted, Nestlé's main operations on site ceased in 2012, although some processes continued into 2014, following a long history of continued use of the site (save for a short recess during the First World War) from 1914 with the establishment of Sandows Cocoa Factory. The area's historic interest is considered to derive from this continued use as noted in Historic England's assessment of the factory building in 2013¹⁵. As such, the cessation of this use and withdrawal of Nestlé has served to have a fundamental effect on the character and appearance of the conservation area as highlighted in the area's inclusion within the Historic England's Heritage at Risk register. The loss of this use has resulted in changing the character of the area to that which has an air of abandonment and dereliction due to the absence of activity or life.



Figure 3.14: View of the main entrance to the factory with remains of the original landscaping to the south of the conservation area

- 3.22 Nevertheless, the surviving built fabric introduces a notable industrial character to the conservation area and some of the earlier buildings provide legibility of key early historic development phases of the site, as well as the objectives for growth during the inter-war and post war periods. These are largely identified by the inclusion on the local authority's local list. Generally it is these structures, their group value and the survival of landscaping between them which make, or have the potential to better make contributions to the overall significance of the conservation area (figure 3.14). An assessment of the contribution of these elements of the conservation area, against the

¹⁵Historic England, Nestlé Buildings, Nestles Avenue, Hayes, Decision Summary, 7th February 2013

Historic England criteria contained within their Advice Note 1 'Conservation Area Designation, Appraisal and Management' is presented in Appendix 3.

- 3.23 This includes the Nestlé Works (Main Factory Building) at the heart of the conservation area which retains some remains of the 1914 Sandow building, although as found today this element is obscured by later additions of no interest. The 1919 Truscon building was set around this original element, retaining a key visual and functional relationship with the canal and railway and remaining the main entrance until the mid-20th century. It is of a modernist design in the Kahn daylight pattern used by Truscon during this period and contributes to the architectural interest of the conservation area. The layout was designed by Wallis Gilbert & Partners, who regularly collaborated with Truscon, up until 1926.
- 3.24 The building has been subject to alteration and extension including the re-orientation of the principal entrance in the mid-20th century and construction of the entrance foyer on the south elevation (figure 3.15). As previously stated, there is some dispute regarding the exact date of construction of this element as this design is notably inter-war, however its Art Deco inspired character compliments the simple design of the 1919 factory and provides an attractive entrance at the end of a tree lined avenue (figure 3.14). The open area directly in front of the principal factory entrance with mature trees, largely forms the only fragmentary surviving element of the former 1920s open layout of the site, designed as part of the 'factory in a garden' ethos. As such, it contributes to the special interest of the conservation area, providing an attractive green backdrop to the white concrete factory building.



Figure 3.15: Principal entrance to the factory situated on the south elevation



Figure 3.16: The relationship of the locally listed factory building with its later south entrance, the former canteen and the landscaping has some resonance with the interwar intentions for a 'factory in a garden'

- 3.25 The Nestlé Works shares an architectural character with the Nestlé Works (Former Canteen) situated to the south of the conservation area. This building forms a notable element at the former principal entrance to the factory site with Moderne style south and west elevations (figure 3.17). Attached to the east is a simple concrete loggia leading through the wooded area towards the main factory. Bounding the conservation area to the south is the locally listed Nestlé Works (Gates and Railings) which enhance the appearance of the mid-20th century principal entrance. These railings, as well as the Nestlé Works (Former Canteen) have a shared townscape value, enclosing and providing a visual focus around the landscaped south entrance and avenue. They form a composition with the Nestlé Works (Main Factory Building) and entrance foyer, which illustrate the increased importance of the site at this time, as the UK headquarters for Nestlé, whilst seeking to retain a hint of the 1920s 'factory in a garden' ethos.
- 3.26 As found today, these buildings make a contribution to the conservation area through their external appearance and architectural character as industrial factory buildings, albeit that all functional use activity has ceased.



Figure 3.17: View of the west elevation of the former canteen

- 3.27 A number of elements within the conservation area fail to contribute to its special character or appearance (figure 3.18). These include later ad hoc additions and buildings situated within the east and west of the site, including the R-Plant, have significantly reduced the former open garden character of the factory setting. These elements were designed primarily for their functionality and do not share an architectural character with the Truscon factory or canteen and thus lack the visual unity and quality of those identified locally listed buildings in the conservation area.



Figure 3.18: View of the factory from the south-eastern corner showing modern later additions in the foreground which do not contribute to the special interest of the conservation area



Figure 3.19: View of ad hoc modern additions to the factory which fail to positively contribute to the special interest of the conservation area

- 3.28 Situated within the south-east corner of the conservation area is the Nestlé Works (Lodge), designed in the Domestic Revival style. It is believed that this structure formed part of the 1919 extension of the site although there is a lack of evidence to confirm this. The building remained visually separated from the main factory since its construction with the introduction of the wooded area running along the south. As found today, this separation remains prominent with the presence of the hardstanding car park to the west (figure 3.20). Architecturally, the building also does not share a commonality of design and features with the main factory, likely due to its original domestic use. As such, it makes very little contribution to the industrial character of the conservation area and group value with other locally listed buildings and structures.



Figure 3.20: View of the Nestlé Works (Lodge) which is separated from the main body of the site by the car park

- 3.29 Overall, the special interest of the conservation area largely relates to those visible elements of the buildings that derive from and illustrate the site's early history of cocoa manufacture and factory use and their functional location in relation to the canal and train station. Only a hint of the 'factory in a garden' ethos remains today, focused in the grouping of the buildings and structures around the surviving landscaped area to the south, forming an attractive avenue entrance.

The Contribution of Setting to Significance

- 3.30 The Botwell: Nestles, Hayes Conservation Area is located directly south of the Grand Union Canal and railway line. The site for the factory was specifically chosen by Sandow for its close proximity to these features and the original factory building, with its high level signage, was intentionally orientated towards the railway station to the west. The positioning of this building reflected the importance of relationship between the factory and the transport infrastructure for the importing and exporting of goods.
- 3.31 As found today, the relationship between the Nestlé Works (Main Factory Building) and the canal and railway has greatly diminished due to the piecemeal extension and development of the site with buildings. The original building is now subsumed within the factory complex and visually divorced from the canal, which is also visually separated by later buildings and fencing. Views towards the conservation area from the railway station are now dominated by the brick tower of the R-Plant which does not contribute to the character or appearance of the conservation area (figure 3.21).



Figure 3.21: View of the conservation area from Hayes and Harlington station which is dominated by the later brick tower of the R-Plant

- 3.32 The re-orientation of the main entrance to the south has further diminished the historic relationship with the canal and railway. Nevertheless, the presence of these two features with the conservation area's immediate setting contributes to its industrial character and provides some resonance of the historic functioning of the factory.
- 3.33 The industrial area forms to the western setting of the conservation area with a mixture of large sheds and buildings which add to the industrial character of this part of Hayes.

The area originally formed open grounds associated with the factory however this has largely been lost through the selling of the land to fund various additions to the factory site. All that remains is the small portion of open landscaping close to the Nestlé Works (Main Factory Building), formerly a bowling green and tennis courts.

- 3.34 The southern boundary of the conservation area is defined by Nestles Avenue with residential development lining the south side. Due to the positioning of the main factory towards the northern boundary of the site and its relatively modest scale, comparative to other factories of the period, and the presence of trees lining part of the south boundary, views of the site from the south are somewhat limited. The original entrance drive to the site, towards the west is dominated by the former canteen which is an attractive focal point although later additions have served to dilute its architectural character and visual prominence.
- 3.35 The key view of the site is towards the principal entrance foyer element of the factory building, from Nestles Avenue, is enhanced by the boundary metal railings and gates. Despite its later construction, the foyer element forms an attractive townscape composition, flanked by remaining elements of the factory 'garden' comprising mature trees and grass. The presence of the trees reduces the relative visibility of later, detracting elements of the factory complex within the conservation area, including the prominent R- Plant tower.

Locally Listed Building: Nestlé Works (Main Factory Building)

Statement of Significance

- 3.36 The Nestlé Works (Main Factory Building) is defined as the 1920s factory building designed by Truscon in collaboration with Wallis Gilbert & Partners. The building was included in the local list by the London Borough of Hillingdon for the following reasons:

“Architectural: 1930s factory by Wallis Gilbert. Many later additions but retaining the inter war “factory in a garden” character, Dramatically cantilevered canopy at rear.

Townscape: Group value within Conservation Area; key landmark along the Canal.

Historic: Associated with Industrial history”.



Figure 3.22: View of the west elevation of the Truscon factory

- 3.37 As previously established, the main factory building dates from the 1920s (designed in 1919 and completed by 1921) and was built using the Truscon system, to a layout designed by Wallis Gilbert & Partners. The building is of local *architectural interest* as an early example of this Truscon method of construction which was applied to a fairly innovative layout incorporating open light wells and courtyards to ensure a healthy internal environment for the factory workers with plenty of natural light. This was also reflected in the landscaping as a ‘factory in a garden’, although little of this remains other than the small portion to the south. Furthermore, the original layout of the factory has been compromised by later incremental additions and extensions, greatly reducing its legibility. In particular, the cantilevered canopy to the rear of the factory has since been removed (figure 3.22).
- 3.38 Whilst the influence of the architectural firm has been highlighted as being less than originally considered at the time of its local designation (J. Skinner 1997), the building is a relatively early example of the collaboration between the two companies which influenced the later success of Wallis Gilbert & Partners, particularly during the 1930s. Indeed, the more limited involvement of the firm was not uncommon during this early period when new factory buildings were often the direct result of such collaboration.
- 3.39 Architecturally, the building is relatively plain and unadorned, particularly when compared to the principal frontage of the former Tiling-Stevens Factory of an earlier date (figure 3.23) and later listed examples of Wallis Gilbert & Partners such as the

Hoover Building. This was, in part, one of the reasons for Historic England's decision not to include the building on the statutory list and has been attributed to cost constraints or the preference of the European site owners, PSK, as well as the prevailing tastes of the period¹⁶. It is, however of local *historic interest* as part of the wider context of factory building evolution; for its historic links with the two firms, and for representing the early factory building technology, innovative layout and design of the period.



Figure 3.23: The former Tilling-Stevens Factory, 1917 by Wallis Gilbert & Partners in collaboration with Truscon (aerial photograph dated 1921, Britain from Above)



Figure 3.24: View of the west elevation with remains of the original 1914 Sandow building partially visible

- 3.40 The building's local *historic interest* is also derived from fragmentary survival of the original 1914 Sandow building which has been consumed by later alterations but remains partially legible (figure 3.24).

¹⁶ J. Skinner (1997) *Form and Factory, Factories and Factory Buildings* by Wallis, Gilbert & Partners 1916-1939

3.41 The south entrance foyer element of the factory was introduced at a later date and as previously stated, there is some dispute regarding its exact date of construction. Review of available archival documentation however has confirmed that it was likely constructed between 1954 and 1963. The Art Deco inspired design is notably interwar and therefore anachronistic for such a later construction date. This element however, complements the character of the Truscon factory building and provides a focal point at the end of the avenue leading from Nestles Avenue. The entrance foyer illustrates the increased importance of the site following its establishment as Nestlé's UK headquarters and likely reflected the company's desire to provide greater visibility in the local street scene. This element of the factory building does have some landmark value within the local townscape reflecting the importance of Nestlé within the local community until its withdrawal in 2014. The company's local importance is also reflected by the changing of the name of Nestles Avenue.



Figure 3.25: View of the south entrance to the Nestlé factory in 2009 prior to the company withdrawal from the Hayes site

Locally Listed Building: Nestlé Works (Former Canteen)

Statement of Significance

- 3.42 The Nestlé Works (Former Canteen) was included in the local list by the London Borough of Hillingdon for the following reasons:

Architectural: Built in 1954 in the Moderne style, as an office canteen. Now used as a warehouse. Painted concrete with large areas of glazing. 2 storeys multi-paned windows, with original Crittal type metal glazing.

Townscape: Group value with the Art Deco original factory building, gates, railings and lodge. Located within the Conservation Area; key landmark on Nestles Avenue.

Historic: An important element of the Borough's industrial history."



Figure 3.26: View of the south elevation of the former canteen building

- 3.43 The Nestlé Works (Former Canteen) was constructed in 1954 following the establishment of the Hayes site as the Nestlé UK headquarters. The building forms a good quality feature at the former principal entrance to the site to the west. Unlike the main factory, the building is not the product of a well-known architect and its design has been noted by Historic England to be “*somewhat old fashioned for [its] date*”¹⁷. The building has, however been carefully executed, the principal south and west facades presenting good quality detailing, in the Moderne style. The building also compliments the simple design of the main factory and contributes to the townscape composition set around the remains of the open landscape or ‘factory garden’ to the south.

¹⁷ Historic England, Nestlé Buildings, Nestles Avenue, Hayes, Decision Summary, 7th February 2013



Figure 3.27: (Left) concrete loggia to the east and (right) the vaulted interior of the canteen

- 3.44 The principal vaulted space, high level glazed end to the north and the open concrete loggia have a 'Festival of Britain' appearance (figure 3.27). The building's *historic interest* derives from its association with the company, Nestlé. The building was constructed as a result of the increased importance of the site, becoming the company's UK headquarters in 1949. The building was likely introduced to provide greater visual presence in the local context prior to the construction of the south entrance foyer to the main factory.



Figure 3.28: Undated image of the interior of the canteen looking north (Hillingdon Local Archives)

Locally Listed Building: Nestlé Works (Gates and Railings)

Statement of Significance

- 3.45 The Nestlé Works (Gates and Railings) forming the southern boundary of the former Nestlé site were included in the local list by the London Borough of Hillingdon for the following reasons:

“Architectural: Decorative metal piers, gates and railings aligned with the entrance to the main factory building. Linked to distinctive metal railings with decorative curved supports and concrete piers fronting Nestles Avenue. A further set of concrete piers and decorative iron gates located at the original service entrance.

“Townscape: Group value within the factory complex and the Conservation Area. Integral with the design of the main building.

“Historic: 19th century railings relocated from the original Swiss factory. Associated with the borough’s industrial heritage.”



Figure 3.29: View of the iron gates and railings from within the site, forming the principal entrance to the factory from the 1950s/60s

- 3.46 The Nestlé Works (Gates and Railings) run along the north side of Nestles Avenue, forming the southern boundary of the former factory site. The curved entrance gates with gate piers flank the later principal entrance to the site which leads up the avenue to the 1950s/60s Art Deco inspired entrance foyer.
- 3.47 The railings and gates are cast iron and date from the late 19th century, with spear head finials and mixture of ornate cast iron and concrete pillars (figure 3.29). It is believed that they were originally designed to form part of the Nestlé Headquarters in Vevey, Switzerland but were brought to the Hayes site circa 1950 following the establishment of the site as its UK headquarters. The structures are of local architectural interest, being of an elegant design, typical of their construction date and provide an attractive entrance

to the re-orientated Nestlé site. Like the canteen and late entrance foyer for the factory, the railings are also of local historic interest for illustrating the increased importance of the site as the company's headquarters and represent the growing need of Nestlé for great visual prominence of the site in the local context. The structures are also of group value, forming a good quality townscape composition with the south elevation of the Nestlé Works (Main Factory Building) and the Nestlé Works (Former Canteen), set around the remains of the early landscaped grounds, retaining some semblance of the 'factory in a garden' ethos.



Figure 3.30: View of the railings from the tree lined avenue in the southern extent of the site

Locally Listed Building: Nestlé Works (Lodge)

Statement of Significance

- 3.48 The Nestlé Works (Lodge) situated within the south-east corner of the former factory site were included in the local list by the London Borough of Hillingdon for the following reasons:

“Architectural: Pair of caretakers’ houses, purpose built for the factory. Arts and Crafts influenced style, two and a half storey with basement. Red brick, with steep tiled roof and dormers. Central gables to front and rear elevations. Very prominent from North Hyde Gardens.

“Townscape: Group value with the factory complex and the Conservation Area; key landmark along North Hyde Gardens.

“Historic: Associated with the Borough’s industrial history.”



Figure 3.31: View of the east and south façade of the former lodge

- 3.49 The Nestlé Works (Lodge), situated in the south-eastern extent of the site, was originally constructed as a pair of caretaker’s lodges with associated landscaping. The exact date of construction of the building is not known, however, it is believed that it was constructed at the same time at the Truscon factory extension in the early 1920s. As previously stated, its design and form appears synonymous with this period, being of a good quality Domestic Revival style and thus of some *architectural interest* (figure 3.31).



Figure 3.32: (Left) View of the timber framed two storey projecting gable to the front south elevation and (right) the north elevation of the former lodge

- 3.50 The building was converted to a single house, shortly after it was constructed and internally some features are noted by LBH to survive including “*timber staircase and hardwood joinery*”¹⁸. The red brick domestic appearance of the building is however visually at odds with the simple modern appearance and industrial character of the principal factory building. When constructed the building was physically separate from the Nestlé Works (Main Factory Building) further emphasised today by the presence of the large surface car park between. As such, it does not contribute to the group value of the locally listed buildings and structures of industrial character and appearance in the site. Visual prominence at the entrance to the site from North Hyde Gardens has also been diminished by surrounding vegetation and modern railings which bound its immediate setting to the east and north (figure 3.32).
- 3.51 The building is of some limited *historic interest*, forming part of the early development and extension of the factory site, which in turn gradually became an important local industry following the occupation of Nestlé in the 1930s.

¹⁸ London Borough of Hillingdon pre-application response from the Conservation Team (undated)

4. Heritage Impact Assessment

Introduction

- 4.1 This report includes a proportionate assessment of the significance of the designated and non-designated heritage assets that would be affected either directly or indirectly by the proposed development of the Site (Sections 2 and 3). This baseline assessment has been developed in tandem with the design team for the project and our analysis of the heritage significance of the Site has been used as a tool to inform and guide the approach to the redevelopment of the Site and its historic buildings.
- 4.2 The relevant heritage legislation, policy and guidance is set out in full in Appendix 4 of this report. This includes the statutory duty of the Planning (Listed Building and Conservation Areas) Act 1990, national policy set out in the Framework supported by NPPG, and regional and local policy and guidance for the historic environment.
- 4.3 As set out in Appendix 4 paragraphs 133 and 134 of the Framework relate to instances where harm to heritage significance will arise from application proposals. Paragraph 133 requires that in instances where proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, consent should be refused unless; such harm is necessary to achieve substantial benefits that outweigh that harm or loss; or, the nature of the heritage asset prevents reasonable use of the site, no viable use can be found, conservation by grant-funding or charitable or public ownership in to possible, and, harm is outweighed by the benefit of bringing the site back into use.
- 4.4 Paragraph 134 requires that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, that harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 4.5 In this instance these policies are not engaged in light of the following assessment of impact of the application proposals on the significance of the designated heritage asset that comprises the conservation area.
- 4.6 Development Plan policy is summarised in Appendix 4 and generally follows the objectives of primary legislation and national policy with respect to the conservation of heritage assets. Emerging policy of more limited weight also sets out a series of detailed requirements for development that affects heritage assets with respect to design considerations. With respect to locally listed buildings emerging policy generally seeks retention and follows national policy in taking into account relative significance and the scale of any harm. When considered as a whole and in light of the requirements for re-use of the site and the degree to which retention of redundant structures is practicable, the proposals meet the objectives of local policy.

Final Application Proposals and Pre-Application Discussions

- 4.7 The proposed development has been subject to extensive pre-application discussions with the LBH, Historic England and the Greater London Authority. The proposals have significantly evolved to address the feedback presented from the various discussions.

This includes a reduction in the height, bulk and design of certain new build elements and the presentation of further details in relation to the proposed façade retention for the former Truscon building, following concerns raised regarding the impact on the character and appearance of the conservation area and locally listed buildings. Copies of the pre-application responses from Historic England and the Greater London Authority are contained within Appendices 5 and 6.

- 4.8 In September 2016, Historic England stated that, *“In our view, the development as currently proposed represents a substantial improvement on the scheme as initially presented. Various steps are being taken to enhance the character of the Botwell: Nestles, Hayes Conservation Area, as informed by a greater level of analysis... This proposed therefore respond to a number of key historic environment policies, which will help support the application.”*¹⁹
- 4.9 In the most recent feedback dated 17 October 2016, following a meeting held on 21 September 2016, Historic England confirmed that they *“welcome the various revisions to the scheme and the collaborative approach to that has been taken with us throughout the pre-application process. We recognise that various efforts are being made to ‘preserve and enhance’ the character of the Conservation Area, which we consider respond positively to Paragraph 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)”*.
- 4.10 Historic England made comment in relation to the allocation of uses within the retained facades of the main factory building and how this could constrain architectural design – noting in conclusion that some harm could be caused. As considered below the application proposals provide for retention of the principal facades of the factory building whilst allowing for both residential and industrial storage use. This balance of uses reflects planning policy aspirations for the site restores some industrial use to the principal building on site and creatively re-uses the other retained facades for residential development behind. In these terms there is overall benefit to the character and appearance of the conservation area.
- 4.11 Following a meeting on the 25 August 2016, the Greater London Authority issued a report (dated 24 October 2016) stating that the principle of development was strongly supported in strategic terms and that in heritage terms *“GLA officers are of the view that a favourable balance has been struck between the loss and retention of Locally Listed Buildings within the Botwell Nestlé Conservation Area. More generally, officers are of the view that the proposed scheme (including a new residential neighbourhood; mixed use core; and new employment quarter) would significantly enhance the character of the Botwell Nestlé Conservation Area.”*
- 4.12 The refined proposals comprise part demolition of the former factory buildings and associated structures including the former caretakers lodge within the eastern portion of the Site. The proposed re-development will provide 1,381 dwellings with supporting community facilities and retail and commercial uses. The eastern portion of the Site is proposed for commercial use amounting to 22,663 sqm, with associated landscaping and service yards. The proposals also include the provision of amenity and playspace, car parking and new public and private access routes through the Site.

¹⁹ Historic England letter dated 8 September 2016

- 4.13 Full information with regard to the design and details of the application proposals are set out in the accompanying comprehensive package of drawings and images. This includes the Design and Access Statement which provides a commentary on the evolution of the design and approach, in response to the Site constraints and opportunities, including the extensive pre-application discussions with Historic England, the Greater London Authority and LBH. This Heritage Statement should be read in conjunction with this supporting information, including the Planning Statement by Barton Willmore.

Assessment of Heritage Impacts

- 4.14 The key considerations in relation to the application proposals are:
- The direct impact of demolition, part demolition and redevelopment of buildings that comprise the Site on the character or appearance of the Botwell: Nestles, Hayes Conservation Area;
 - The direct impact of the partial demolition and redevelopment of the Nestlé Works (Main Factory Building) on its local architectural and historic interest;
 - The direct impact of the partial demolition and redevelopment of the Nestlé Works (Former Canteen) on its local architectural and historic interest;
 - The direct impact of the total demolition of the locally listed Nestlé Works (Lodge) on its local significance;
 - The potential indirect impact of the proposed development on the local significance of the local listed buildings of the Nestlé Works (Gates and Railings), the Nestlé Works (Main Factory Building) and the Nestlé Works (Former Canteen), through development in their setting.
- 4.15 The setting of the locally listed buildings of the Nestlé Works (Main Factory Building), Nestlé Works (Former Canteen) and Nestlé Works (Gates and Railings) is formed by the surrounding conservation area and its wider setting of the canal and railing tracks. As such, the assessment of impact of the new development is considered simultaneously with a concluding summary presented for the relevant section.

Botwell: Nestles, Hayes Conservation Area (Direct Impact)

Partial Demolition and Retention

- 4.16 The contribution of existing built fabric within the Site to the character and appearance of the conservation area is presented in Section 3 and Appendix 3 of this report. It is concluded that the locally listed factory buildings and associated structures, their group value and the surviving landscaping between contribute to the overall significance of the conservation area.

Demolition: Nestlé Works (Lodge)

- 4.17 The locally listed Nestlé Works (Lodge) is however, visually separated from the main factory complex and despite being constructed at a similar date, the building does not share a commonality of design and architectural character with the former, instead being

of a Domestic Revival style. Whilst the building is of some limited historic interest in illustrating the early development of the factory site, its simple domestic appearance is at odds with the prevailing industrial character of the conservation area as a whole.

- 4.18 As highlighted in paragraph 138 of the Framework, not all elements of a conservation area will necessarily contribute to its significance. An objective assessment of the contribution of the building to the character and appearance of the conservation area using Historic England's general criteria is set out in Appendix 3 of this report. This assessment provides a low number of positive responses indicating that the building's contribution to the significance of the conservation area as a whole is comparatively limited relative to the other locally listed buildings within the conservation area. This conclusion was also drawn by the Greater London Authority in their pre-application report stating, *"this Locally Listed Building is of a very different architectural style to the art deco/modern movement 1030s factory and staff amenity buildings which define the character of the Conservation Area."*
- 4.19 An opportunity therefore arises to replace the existing lodge building with a contextually appropriate scheme which enhances the special character and appearance of the conservation area and retains those elements which are key components of its special character and appearance. In this application, a comprehensive approach to redevelopment is proposed which carries the benefit of delivering new residential and commercial units with new architecture of high quality design, appropriate to the historic character of the conservation area. This approach is discussed further in the complementary Design and Access Statement which forms part of this submission and also later within this report.
- 4.20 Paragraph 138 of the Framework also notes that loss of a building which makes a positive contribution to the significance of a conservation area should be treated as either substantial or less than substantial harm, taking account of the relative significance of the element and its contribution to the significance as a whole. While the loss of the Nestlé Works (Lodge) would involve minor impact in terms of loss of local historic associative interest as an element of the early development of the factory, due to its very limited contribution to the character or appearance of the conservation area as a whole, it is considered that this would not amount to harm to significance.
- 4.21 Both the LBH and the Greater London Authority also acknowledge that the loss of Nestlé Works (Lodge) would have a more limited impact on the significance of the conservation area as a whole, relative to other elements on the Site, and this can be outweighed by the benefits of the scheme as a whole, in terms of enhancing the character of the conservation area and retaining and refurbishing the remainder of the locally listed buildings. As stated in LBH's pre-application response dated 28 June 2016, *"the council places greater importance on protection of the main factory building and would be willing to allow demolition of this building if an appropriate level of building retention is agreed across the wider site"*.

Partial Demolition and Redevelopment: Nestlé Works (Main Factory Building)

- 4.22 The main, less altered facades of the Nestlé Works contribute to the conservation area through their appearance and architectural character – reflecting the one intensive industrial use activity of the site. Following extensive pre-application engagement, the

proposed degree of retention of these key elements of the building which contribute to the conservation area has been amended and increased.

- 4.23 The proposals will retain the east and south facades of the Nestlé Works (Main Factory Building), including the mid-20th century south entrance and stair tower, elements which make the greatest contribution to the character and appearance of the conservation area. The stair tower and entrance hall will also be fully refurbished as part of the proposals which is a heritage benefit. Similarly, the majority of the original Truscon western façade will be retained and the facade of the former Sandow factory building will be rebuilt as a scholarly facsimile, removing later accretions which have heavily masked this important historic element. This will also be an important heritage benefit, better revealing the early history and development of the conservation area as an important cocoa factory site which has been lost or greatly obscured. New development will be sited behind these facades, in a high quality design that maintains the industrial character and factory appearance of the conservation area and the locally listed building. A further beneficial enhancement to the factory will be the replacement of the windows of the three facades which exhibit a range of styles and the replacement with a singular design that will reinstate a sense of unity to the building.
- 4.24 The application proposals also include the demolition of the later ad hoc additions and buildings situated within the east and west of the Site, including the R-Plant. As highlighted in Section 3, these later elements do not contribute positively to the character or appearance of the conservation area and in some cases, mask elements of the conservation area which form key components of its character. The demolition of these buildings and elements would therefore also not cause harm to the significance of the conservation area and their replacement with a high quality contextually designed scheme of buildings and spaces will overall, improve its industrial character and appearance as discussed later within this assessment.

Re-use and Re-development: Nestlé Works (Former Canteen)

- 4.25 The proposed demolition also includes the lavatory block attached to the north of the Nestlé Works (Former Canteen) and part of the concrete loggia in the same location which presently appears unresolved. Both these elements of the locally listed building make little contribution to the character or appearance of the conservation area and the local significance of the heritage asset, forming ‘back of house’ structures which do not present the same architectural detailing found on the west and south elevations. These elevations will be retained and restored, removing modern accretions such as the canopy attached to the west elevation, resulting in an enhancement to the building and its contribution to the significance of the conservation area. Enhancements also include the reinstatement of the fenestration pattern and symmetry to the south elevation where modern doors and windows have been introduced.
- 4.26 In response to the significant changes that have been undertaken as part of pre-application discussions in terms of the level of retention, the Greater London Authority have stated that, *“the proposed retention and refurbishment strategy for the remainder of the Locally Listed Buildings; and the high quality of the new build elements and their positive contribution to the character of the conservation area generally.... proposed loss [of the lodge] is outweighed”*.

Principle of Re-Development

- 4.27 The Site has been strategically allocated by LBH for re-development as part of their emerging Local Plan: Part 2 (Site Allocations and Designations) due to its strategic importance in terms of positioning close to the railway and canal. The site is also within a housing zone. This allocation and classification of the Site therefore highlights LBH's acceptance and support for the principal of mixed use re-development and significant change to the character and appearance of the conservation area, subject to meeting the criteria contained within the Local Plan: Part 2 Site Allocations and Designations (October 2015).

Use

- 4.28 As highlighted in Section 3, part of the conservation area's special interest derived from its history of continued use as a chocolate and coffee making factory, save for a short recess during the First World War. As such, the withdrawal of Nestlé from the site in 2012 has had a negative and harmful effect on the character and appearance of the conservation area. The proposed re-development of the Site which comprises a mixture of residential, community and industrial uses with associated car parking, will serve to significantly improve the present derelict and abandoned character, restoring activity and life - including the reintroduction of some industrial use activity.
- 4.29 The proposed mix of uses has been directly informed by the Local Authority's emerging site allocation which seeks the provision of up to 500 residential units and minimum of 20% of the Site to be used for "*employment generating uses*"²⁰. The proposed residential and community facilities is centred on the western portion of the site, utilising the retained buildings and spaces to create a high quality public and private realm. The industrial use is proposed within the eastern portion of the Site, a part of the conservation area which is less sensitive in terms of the setting of the existing factory buildings.
- 4.30 The proposed mix of uses of the site seeks to restore and enhance the industrial and locally distinctive character of the conservation area. This has been welcomed by agencies as part of pre-application discussions, including Historic England who "*support the principle of a mix of uses in the interest of creating a diverse and sustainable environment for this historically important part of the Borough*"²¹.
- 4.31 Whilst Historic England had some concern regarding the combination of uses behind the retained facades of the main factory building, the combination of residential and industrial use allows for restoration of an element of historic use character whilst realising the potential of the other retained facades to accommodate residential use. Both uses reflect wider planning policy aspirations for the site and are complementary to the retained architectural character of the building.

Layout, Public and Private Realm

- 4.32 The proposed layout of the new development has been carefully considered in response to the constraints of the Site, the surviving built historic fabric and open spaces which connect them. The proposed layout has also been greatly informed by the extensive pre-application engagement with agencies and LBH as presented in the accompanying

²⁰ Site Allocation SA5 of the Local Plan: Part 2 Site Allocations and Designations (Revised Proposed Submission, October 2015)

²¹ Pre-application response dated 17 October 2016 as contained within Appendix 5

Design and Access Statement. A new road system is proposed to run through the Site which maintains the visual prominence of the key locally listed buildings and spaces within the conservation area, yet introduces important links to the station and the existing surrounding road network. This includes the reinstatement of the original main entrance to the former factory from Nestles Avenue, to form the principal route into the Site. This will reinstate the visual importance of those earlier elements of the conservation area which centred on this route, namely the Nestlé Works (Former Canteen) and the re-built façade of the Sandow factory. The later factory entrance with Art Deco stair tower will retain its visual importance with the retention of the garden area (renamed Wallis Garden) and railings to the south of the conservation area.

- 4.33 An east-west route will form the main link to the proposed re-developed areas to the west of the site, which are part of the Site SA5 in the emerging Local Plan Part 2, and Hayes train station. A key element of the proposed layout is the desire to retain and introduce new public green spaces. This includes the introduction of new squares or gardens, one in the centre of the Site, Sandow Square, and three to the north, close to the canal. These will be connected via a new public walk along the south bank of the canal and railway tracks. These important new public spaces, along with the retention of the existing gardens south of the former factory building will maintain and enhance the 'factory in a garden' character of the conservation area as an important element of the setting of the Nestlé Works (Main Factory Building).
- 4.34 The existing gardens framing the entrance to the Site to the south will be maintained and enhanced through additional tree planting and the introduction of pathways (renamed Wallis Garden). The key view of the locally listed Nestlé Works (Main Factory Building) with its mid-20th century entrance tower will also be enhanced with two avenues of trees providing a formal frame to this locally prominent feature. A new residential block will be introduced to the east of the existing gardens, enclosing the green space and separating the industrial buildings and wider industrial context further east. Whilst this may potentially result in a perceived loss of symmetry of the building in relation to this green space, as noted by the Greater London Authority²², *"this block would provide a positive sense of enclosure and active residential frontage to the garden, and would not harm the character of the conservation area or setting of Locally Listed Buildings"*.
- 4.35 The new public spaces along the canal edge, with paths and soft landscaping will also re-establish the lost connection between the conservation area, the locally listed Nestlé Works and the canal, which is a key element of the setting of the heritage asset. This is an important heritage benefit which will serve to better reveal the significance of the conservation area, the locally listed building and the historic relationship with its immediate setting. This will be further enhanced by the introduction of public access along the south bank of the canal, allowing the architectural qualities of the retained elements of the factory to be appreciated by a larger audience.
- 4.36 The proposed new residential development will border the new street layout and green spaces, forming a backdrop and a sense of enclosure to the spaces. In addition to new public realm, private green spaces have also been incorporated within the new layout. This includes landscaped gardens in the centre of the two principal residential building

²² Pre-application report dated 24 October 2016, as contained within Appendix 6

ranges, forming internal squares (Blocks B1-B9 and Blocks C1-C6). The proposed layout of the residential development within the western portion of the Site has received positive feedback from stakeholders including the Local Authority who highlighted that, *“the revised layout has greatly improved, with a clear logic to the layout of the blocks and routes through the site, with the provision of links to the existing road network beyond. The creation of public spaces and green areas within the site and along the boundary of the railway line is welcomed. The perimeter block approach to the layout is also encouraged with a clear distinction between private and public spaces.”*

- 4.37 The proposed residential street pattern and layout of new and retained buildings will act as a buffer for the larger scaled commercial units or warehouses which are proposed within the eastern extent of the conservation area. The three buildings have been arranged to ensure suitable space between to allow access for vehicular traffic into and out of the Site. As aforementioned, the proposed new residential block (G) forming the east boundary of Wallis Gardens will act as a buffer for the southern warehouse (U1) while the retained façades of the Nestlé Works will wrap around the north warehouse (U4). A further warehouse (U2 and U3) is proposed in the north-eastern portion of the site with associated landscaping to the north, along the canal banks to soften its visual effect.

Height, Massing and Scale

New Residential Blocks

- 4.38 The proposed groups of residential buildings situated within the western portion of the Site have been designed to be read as several individual, but inter-related buildings of different heights and forms to represent a varied and interesting townscape. This variety in height and scale stems directly from an informed understanding of the significance of the conservation area and its key components. At the heart of the proposals is the desire to maintain and enhance to visual importance of the key built elements of the conservation area, particularly the Nestlé Works, ensuring these elements are not visually dominated by surrounding new built form.
- 4.39 The scale of the proposed new residential blocks range from two storeys (within the south section close to Nestles Avenue) to eleven storeys (towards the canal), with buildings gradually stepping up from south to north to cater for the differing Site contexts. The positioning of taller elements closer to the canal reflects the changing character of this part of the setting of the conservation area with tall modern buildings situated on the north side of the canal. The proposed gradual stepped approach to the development also assists in reducing the sense of bulk when viewed from the proposed new public areas of the conservation area. The external facing facades will also be separated into bays through the introduction of recessed elements and simple regular frames which assist in providing an industrial character and balanced rhythm along the new streets and spaces. This is in keeping with the appearance of the conservation area and the architectural character of the principal locally listed buildings. This will significantly improve on the existing condition where the buildings are dominated by a variety of modern utilitarian buildings, designed primarily for their functionality and featuring an array of visual clutter such as external pipework and related plant.

- 4.40 Within the southern part of the Site, a new residential block is proposed directly north of the Nestlé Works (Former Canteen), replacing the demolished toilet block. The positioning of this block allows for a visual transition and connection between the low lying Nestlé Works former canteen and Nestlé Works which will be extended in height. This will improve on the present condition where this element of the former canteen appears unresolved and utilitarian, being disconnected with the former factory building. The height and scale of this new built element has been greatly reduced as part of the evolution of the design, to ensure it does not dominate in views from the gardens (Wallis Gardens) to the south, towards the two locally listed buildings.
- 4.41 The new element takes the forms of a simple square block of five storeys with a further storey set back from the roof to reduce its prominence. This reduction in height has received positive feedback from Historic England, stating, *“the scale of the tower now sits comfortably with that of the Main Factory building in our opinion... We recognise the role that the block plays in defining the street junction between Wallis Gardens and Sandow Square. We note that the tower remains several stories taller than the canteen; however, on balance we no longer have significant concerns with this element of the proposals”*²³. Importantly, its significant reduction in height and scale will ensure the restored Moderne style south and west elevations of the Nestlé Works (Former Canteen) remain the visually prominent features at the entrance to the newly formed Canal Street.

Nestlé Works (Main Factory Building) and adjoining new build blocks

- 4.42 The existing south, east and west facades of the locally listed Nestlé Works (Main Factory Building) will be retained and new development constructed to the rear. As demonstrated in the accompanying drawings package and Design and Access Statement the external visual character of the building will be preserved. The proposed new development will rise above existing and re-built façades of the factory but will be suitably set back and be of a simple, recessive design and scale to ensure the former factory composition remains fully legible and forms an assertive element in the townscape. The present wing attached to the east of the stair tower of the factory will be removed and replaced with a new, slightly taller wing which will in turn connect to the new residential block to the south, enclosing the existing garden.
- 4.43 The height of this replacement east wing, as well as the roof extension of the former factory garden has been reduced following pre-application feedback from Historic England. As a result, the visual prominence and silhouette of the Art Deco stair tower will be retained in views looking into the conservation area from Nestles Avenue. Furthermore, the retention of the east façade and removal of modern accretions maintains the integrity and visual importance of the factory building in views within the conservation area, particularly from the south garden (Wallis Gardens).
- 4.44 Notably, despite reservations about the combination of uses these proposed changes have been welcomed by Historic England in their most recent advice – *“the new southern wing adjacent to the Tower has been significantly reduced in height and set back from the building line. This allows the Tower to remain a focal point in these important views. This is strongly welcomed.... The setting back of the wing also allows the retention of the connection between the south and east elevations in views from the*

²³ Pre-application letter dated 17 October 2016 as contained within Appendix 5

public realm. This is also welcomed". This demonstrates that the application proposals and proposed combination of uses for the retained elements of the main factory building are complementary to each other.

- 4.45 The proposed residential wing to the south (Block G), enclosing Wallis Gardens to the east will also step down towards Nestles Avenue to reduce its sense of bulk and scale, yet retain a suitable height to mask the new warehouse to the rear. The simple and recessive industrial form of the block will form an attractive backdrop to the retained gardens and will serve to enhance the view of the Art Deco tower, introducing a sense of enclosure that will draw the eye to this landmark feature.
- 4.46 Towards the north, the proposed re-built façade of the former Sandow building will be flanked by a new high quality group of blocks. These will be partially separated by a slender link, allowing the cornice and pediment of the Sandow façade to be retained with no visual interruption. The proposed northern blocks will be taller than the factory building, being 11 storeys and then stepping down to the east to 6 storeys. The simple design and form of the development as well as its visual separation from the re-built Sandow façade allows the Nestlé Works (Main Factory Building) to remain the prominent feature within the conservation area. Furthermore, the presence of taller elements in this canal side location is in keeping with the historic pattern of built form on the Site where tall chimneys previously existed to provide visual prominence on the canal edge. Importantly, the introduction of high quality contextual development of an appropriate height and scale will significantly improve on the existing condition where modern extensions and accretions, notably an abundance of pipework dominate and detract from the appearance of the conservation area.

Proposed Commercial Warehouses

- 4.47 The north warehouse will be positioned to the rear of the Art Deco tower of the former factory and be accommodated behind the retained east façade. Modern accretions which have accumulated along the east façade will be removed and the warehouse will not extend above the façade or that of the surrounding new built form. As a result of the proposals, this part of the conservation area will be enhanced, better revealing the original Truscon concrete frame of the factory, reinstating a more unified glazing pattern and retaining the distinctive industrial use character of the Site.
- 4.48 The proposed warehouses within the north-east and south-west corners of the Site are modestly scaled, being no greater in height than 3 storeys with simple curved roofs. Their modest height and simple form significantly reduces their visual impact to the extent they are not visible from key public spaces within the conservation area, notably the gardens to the south.

Design and Materiality

- 4.49 Overall, the design of the proposed new development draws on the richness of detail, colour and material palette of the existing historic buildings within the conservation area. The intention is to create a scheme of the highest quality and design that introduces a positive and contemporary contribution to the character and appearance of the conservation area and setting of the locally listed buildings.
- 4.50 As highlighted in Section 3, the key historic buildings which form the heart of the conservation area, the Nestlé Works (Main Factory Building) and the Nestlé Works

(Former Canteen), share an architectural character with simple clean lines and Moderne features such as large metal windows situated within regular bays. This provides a high quality townscape which is accentuated by the gardens to the south and the railings running along the south boundary of the conservation area. The proposed new built form of both the commercial warehouses to the east and the new residential blocks seek to compliment this prevailing architectural character, introducing regular framework of bays, articulated by windows or balconies, providing an industrial character. The use of different coloured materials to the residential blocks assists in further break up the form and mass of the development so that the residential blocks read as groups of buildings rather than a continuous building line along the new street pattern. This will significantly improve upon the present piecemeal, utilitarian and poor quality appearance of a large extent of the conservation area.

- 4.51 The proposed new built form surrounding or attached to the retained locally listed buildings directly responds to the unique industrial character of the conservation area. As highlighted by Historic England, the proposed design of the new block to the north of the former canteen evokes *“the Modernist and industrial character of the site”* with a simple framework with large glazed openings featuring a multi-pane glazing pattern akin to that found on the main factory building. A simple palette of materials is proposed to ensure the new built form does not visually compete with the surrounding heritage assets. A similar Modernist evoking design is also proposed on the eastern block, the extension to the stair tower and the northern extent to the re-built Sandow façade which allows both ranges to blend seamlessly with the retained historic built fabric.
- 4.52 The proposed design and fenestration detailing of the proposed warehouses also provides a contemporary interpretation and sensitive reflection of the existing built fabric of the factory site, featuring grid-like facades with regularly spaced bays articulated by glazing or screening. The curved roof picks up on the form of the internal roof of the Nestlé Works canteen, adding visual interest. The proposed simple design provides a positive transition between the residential development to the east, the existing historic built fabric and the proposed commercial functioning of this part of the Site and will overall, maintain the use character of the conservation area.

Summary

- 4.53 The proposed re-development of the Site will result in a number of significant heritage benefits which will preserve and better reveal the significance of the conservation area. Importantly, those elements of buildings in the conservation area which form the heart of its character – the Nestlé Works (Main Factory Building) and the Nestlé Works (Former Canteen), the Nestlé Works (Gates and Railings) and the connecting green spaces are retained and conserved with complementary new development and uses of appropriate character and appearance. The new development will form a backdrop to these elements and introduce new public spaces and high quality built form which provides a resonance of the original intended ‘factory in a garden’ ethos.
- 4.54 Modern accumulated accretions and utilitarian buildings will be removed and the Sandow building façade will be rebuilt due to the heavily compromised condition and fragmentary survival of the original building. These works will better reveal the historic interest of the conservation area in relation to its origins and Sandow connection. Other significant improvements include the introduction of public space and pathways along

the south bank of the Grand Union Canal, reconnecting the historic site with this important feature and introducing built form which will add texture and variety to this part of the site. The stepped approach to the scale and height of the new development directly responds visual importance of the retained built fabric and the changing character of the conservation area boundaries.

- 4.55 Overall, it is considered that the heritage significance of the Botwell: Nestles, Hayes Conservation Area and its key component buildings will be conserved and enhanced by the proposals, injecting much needed life and vibrancy within an otherwise redundant and 'at risk' Site. The key components of the buildings which form the heart of the conservation area will be retained and better revealed as a result of the proposals. The proposed locally listed Nestlé Works lodge will be demolished as a result of the proposals. However as highlighted in Section 3, its contribution to the significance of the conservation area as a whole is more limited relative to the group of locally listed buildings and structures in the centre of the Site. Furthermore, the significant number of beneficial improvements to the appearance and character of the conservation area which will flow from the proposed development which are considered to outweigh any potential impact leading from the proposed demolition.

Locally Listed Buildings (Direct and Indirect Impact)

Demolition, Retention and Extension (Direct Impact)

Nestlé Works (Main Factory Building)

- 4.56 As highlighted in Section 3, the local interest of the Nestlé Works (Main Factory Building) derives from its architectural interest where apparent today as an early example of the Truscon method of construction which ensured a healthy working internal environment. This is also reflected in the landscaping as a factory in a garden although only a fragmentary element remains to the south. The building has been subject to a series of successive additions and extensions which have served to significantly reduce the architectural character and legibility of the original factory. The original 1914 Sandow building has also been consumed by later alterations and at least half of the original 11 bay structure has been demolished to allow for later, utilitarian extensions.
- 4.57 The proposals seek to retain, as far as possible, the original 1920s factory and those elements of its setting which contribute to its local significance, yet introduce new development which secures the long term conservation of the Site as a designated heritage asset. The important, in terms of contribution to the wider conservation area, south and east facades will be retained along with the original 1920s element of the west façade of the factory. New structures will then be built to the rear to support the new residential development. As demonstrated in the accompanying Structural and Demolition Report by Elliottwood, a new RC steel frame will be inserted to the rear of the retained façade to support the floor slabs with internal insulation between the retained and new frames. The existing façade will be fixed to the RC frame for lateral restraint, reducing the need for external insulation and extensive repairs as the frame will no longer form a structural element of the building. Below ground, the existing footing of the frame of the façade will be extended and the new steel columns will be supported from the extended elements of the footing, limiting disruption to the stability of the retained

external frame. Throughout the works, the façade will be fully protected and supported using a temporary steel frame, allowing the rear of the building to be demolished and the new steel frame installed.

- 4.58 Those elements of the factory building which retain a large extent of original fabric, namely the mid-century entrance hall and stair tower introduced on the south elevation in the mid-20th century will be retained and refurbished as part of the works. As highlighted in the Structural and Demolition Report, this element of the former factory is a “*self-stable structure*” thus would not require temporary works for its retention. A further heritage benefit will include the replacement of the varied mix of glazing patterns to the retained façades and the reinstatement of a unified glazing pattern closely matching the original design, which will serve to significantly improve the appearance of the locally listed building.
- 4.59 As highlighted in Section 3, the factory building retains a fragmentary survival of the original 1914 Sandow building on the west façade which has been consumed by later alterations and extensions. In addition to the demolition of at least 4 bays of the original building, later accretions and alterations have truncated the principal west façade to the extent that little survives in reparable condition that could be retained. As such, proposals seek the demolition of what remains of the 1914 building and the construction of a replacement 11 bay red brick façade which will form a scholarly replica of the original Sandow principal facade. This will result in a beneficial enhancement to the locally listed building, better revealing its historic evolution through the reinstatement of an architecturally complete elevation and removal of later damaging and detracting features.
- 4.60 The proposed new rear elements of the retained and rebuilt façades have been designed to complement the modernist and functional character of the former factory, forming a characteristic grid-like pattern of regularly spaced bays with large window openings. The rear façade of the re-built ‘Sandow’ building will introduce simple brick pillars between the bays in direct response to the distinctive character of this element of the locally listed building. The simple and restrained design approach is also presented for the roof additions which will be set well back from the retained and rebuilt facades to reduce their visual prominence. The simple grid-like pattern of regularly spaced large openings will be continued thus retaining the important industrial character of factory building. The roof extension has been reduced in height towards the south entrance and stair tower to ensure its local prominence and silhouette is retained in views from the gardens and southern boundary railings.
- 4.61 The northern elements and façade of the building have over time been subject to piecemeal extension and alteration, forming a later element of the Nestlé Works. As such, the contribution of these parts of the building to its local significance is negligible and thus demolition will have a little impact. However, as an enhancement this part of the building will be replaced with a contemporary interpretation of the original Truscon factory façades, incorporating a glazed entrance at the east end with steel framed ‘fin’ which forms the final bay of the east façade. The proposed works will result in a significant visual improvement to the historic canal-side setting of the locally listed building, removing modern accretions and better revealing the original design intentions of the original Nestlé Works.

- 4.62 The new build elements attached to the north and east of the Nestlé Works (Main Factory Building) take a similar recessive and industrial approach in terms of design, to complement the retained and re-built facades. The height and positioning of the proposed replacement east wing attached to the stair tower has been altered in response to pre-application feedback. As a result of these changes, the connection with the south and east retained facades will remain fully legible and the removal of later accretions will better reveal the robust architectural qualities of this part of the former factory building.
- 4.63 Overall, the proposed works retain those principal elements of the locally listed building which contribute to its local significance. The re-building of the 11 bay west façade of the Sandow building will serve to better reveal the historic evolution of the site and provide a tangible connection to the building's industrial past as a cocoa making factory. Appropriate new built form will be introduced to the rear of the retained and rebuilt façades of the south, east and west elevations through the construction of a new steel frame and extensions to existing footings, thus providing minimum impact on its external appearance. Overall, the local significance of the building will be conserved and to some extent enhanced by works which remove modern extensions replacing them with new built form which positively responds to the restrained and industrial character of the retained and rebuilt facades. The removal of ad-hoc accretions to the façades such as fire escape stairs , pipe and duck-work and canopies will also better reveal the architectural qualities of the locally listed building and its relationship with the Nestlé Works former canteen.

Nestlé Works (Former Canteen)

- 4.64 The locally listed Nestlé Works (Former Canteen) will be retained and fully repaired as part of the works and re-used as a multi-purpose space to include community facilities, thereby maintaining a semblance of its original use. The vaulted area with large clerestory window will be restored for use as a single space. Further significant improvements to the building include the removal of the large projecting canopy to the principal west elevation with the exposed area made good and the reinstatement of the original fenestration to the south front which has suffered from piecemeal alteration.
- 4.65 The concrete loggia to the east will also be demolished and partly replaced as a facsimile and the removal of shrubs and vegetation along the eastern edge will serve to re-connect the building with its garden surroundings. As previously stated, the single storey block attached to the north is notably utilitarian and somewhat unresolved in appearance which is further exacerbated by this part of the loggia which abruptly stops short of the main factory with no complementary opening. These two elements will be removed as part of the works and replaced with new built form, which seeks to provide a visual connection between the two locally listed buildings and a sense of enclosure to the re-landscaped gardens to the east (Wallis Garden). These elements make a lesser contribution to the local architectural and historic interest of the locally listed building and thus their demolition is not considered to have a detrimental impact on its significance. Importantly, the loss of any value that might be placed on these elements would be outweighed by the substantial enhancements to the interior vaulted space and principal west and south elevations.

Nestlé Works (Lodge)

- 4.66 Proposals will involve the demolition of the locally listed Nestlé Works (Lodge) to allow for the construction of new commercial warehouses within the eastern portion of the Site. As highlighted in section 3, the former lodge is of some local architectural interest as a good quality Domestic Revival style building and of some local historic interest forming part of the early development of the factory site. This local significance is, however notably more limited relative to the surviving group of factory buildings and associated structures in the centre of the Site, due to its isolated positioning in the south-east corner and its differing domestic appearance.
- 4.67 Nonetheless, the proposed demolition of the building will involve total loss of its local significance. The proposed re-development of the site will, however, result in substantial enhancements to both the conservation area and the retained locally listed buildings which form the heart of the former factory site and its intrinsic character. As previously highlighted within this assessment, the local authority and agencies highlighted that the proposed total loss of the locally listed building through demolition could be outweighed by the both the heritage and wider public benefits of the scheme as a whole. In addition to public benefits in terms of providing residential, commercial and community uses in a high quality contextual design, as presented later in this report, a substantial number of heritage benefits will flow from the development which is considered to outweigh the loss of the locally listed building. Furthermore, the loss of this structure can to some extent be mitigated through the production of a building record prior to its demolition.

Nestlé Works (Gates and Railings)

- 4.68 The proposed works to the Nestlé Works (Gates and Railings) situated along the southern boundary of the Site are focused on their repair and partial adaptation to provide vehicular and pedestrian access. The locally listed structures form an integral part of the re-development scheme for the Site and will reinstate their original purpose at the principal entrances to the Site from Nestles Avenue. As such, the proposals are considered to enhance the local significance of this non-designated heritage asset and the contribution it makes to the group value of the locally listed buildings of the Nestlé Works former canteen and the Nestlé Works.

New Development in the Setting (Indirect Impact)

- 4.69 As previously noted, the setting of the locally listed buildings of the Nestlé Works (Main Factory Building), Nestlé Works (Former Canteen) and Nestlé Works (Gates and Railings) is formed by the surrounding conservation area and its wider setting of the canal and railing tracks. As such, the assessment of impact of the new development above also encompasses the impact on the setting of the locally listed buildings.
- 4.70 The proposals involve the removal of modern accretions and other utilitarian buildings which presently clutter the setting of the locally listed Nestlé Works (Main Factory Building) and Nestlé Works (Former Canteen), and their replacement with high quality built form – in turn complementing the industrial character of the former factory buildings. A varied and stepped approach to the height and scale of new residential development is proposed, with taller elements positioned closer to the canal and more modestly scaled blocks closer to the locally listed elements allows these retained assets to remain key features set around the historic restored connecting green spaces. A successful blend is achieved between new built form and retention of historic elements -

reflected in the incorporation of the retained facades of the Truscon building with new built form behind providing a successful integration of old and new, whilst maintaining the essence of the 'factory in a garden' ethos and character.

- 4.71 The proposed layout of the Site retains those elements of the setting of the locally listed buildings which resonate with their interest and reinstates the important principal entrances from Nestles Avenue - thus enhancing the prominence of those earlier locally listed elements (the Nestlé Works (Former Canteen) and re-built Sandow facades). Furthermore, the introduction of public green spaces enhances the factory in a garden character that forms an important element of the setting of the heritage assets. This includes the introduction of public space and pathways along the south bank of the Grand Union Canal, also further reconnecting the historic site with this important feature.

Summary

- 4.72 Overall, the local architectural and historic interest of the Nestlé Works (Main Factory Building), Nestlé Works (Former Canteen) and Nestlé Works (Gates and Railings) will be conserved and to some extent enhanced by the proposals which provide the necessary viable mix of uses that assist in securing the long term future of the buildings. The proposed layout, which provides a mixture of built form and open spaces, retains those elements of setting of the locally listed buildings which contribute to their local significance. This includes the garden area to the south (Wallis Garden) which forms an integral element, visually connecting the three locally listed buildings and allowing appreciation of their historic relationship one to another. This space will be enhanced through landscape and planting improvements providing a frame to the locally prominent entrance tower of the Nestlé Works building.
- 4.73 The canal-side setting of the buildings will also be enhanced through the removal of the existing tall fencing and introduction of paths and interconnecting gardens and squares along the south bank. The introduction of the public realm and high quality new built form will provide an attractive backdrop, allowing appreciation of the architectural qualities of the retained and rebuilt elements of the Nestlé Works (Main Factory Building). Importantly, the removal of poor quality accretions and buildings and introduction of new high quality development and public spaces will retain the industrial character of locally listed buildings' setting and better reveal those elements which have been lost or heavily obscured, notably the western Sandow façade.

Heritage Legislation and Policy

Statutory Duty

- 4.74 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of conservation areas in determining proposals in the area. Accordingly, considerable weight and importance has been given to this statutory duty as part of the design development process and during pre-application discussions, leading to the final, refined application submission.
- 4.75 Case law has established that preservation in this context is the avoidance of harm. The proposals will preserve and enhance the character and appearance of the Botwell: Nestles, Hayes Conservation Area through the retention of those elements which form the heart of its significance and the introduction of a number of enhancements to the

Site. In overall terms harm will not be caused. Importantly, the proposed re-development of the site will restore an element of the historic industrial use and activity and provide viable uses for the retained buildings. Implementation of the proposals should result in removal of the conservation area from on the Heritage at Risk register.

National Policy and Guidance

The Framework and NPPG

- 4.76 In accordance with the requirements of paragraph 128 of the Framework the significance (and setting) of the affected designated and non-designated heritage assets has been appropriately described in this report (Section 3 and associated Appendices). This provides an appropriate baseline for the consideration of the heritage impacts of these proposals, and has also fed into the design process at an early stage.
- 4.77 It is demonstrated in this report and the supporting Design and Access Statement that the proposed re-development would deliver new built form of a high quality design and materials, in an appropriate mix of uses, responding positively to the key features of the site's context. Those elements which form the heart of the conservation area, the surviving original elements of the locally listed buildings of the Nestlé Works, Nestlé Works former canteen, the gates and railings and associated green landscaping, will be retained and to some extent, enhanced through the removal of modern accretions and structures on the Site. This takes account of the principles of paragraph 131, which encourages the desirability of sustaining and enhancing the significance of all heritage assets; the positive contribution that the conservation of heritage assets can make to sustainable communities, including their economic vitality; and, the desirability of new development making a positive contribution to local character and distinctiveness.
- 4.78 In accordance with paragraph 132, great weight has been given to the conservation of the affected designated heritage asset of the conservation area. Importantly, Annex 2 of the Framework defines the term "conservation" as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. This scheme has been well-considered and designed in response to its unique context and would deliver a significant number of public (and heritage) benefits. Overall, the affected designated heritage asset would be conserved and its significance sustained and to some extent enhanced.
- 4.79 The Framework requires that harm to, or loss, of significance of a designated heritage asset requires clear and convincing justification. It is our assessment that, overall, the significance of the conservation area would be sustained and to some extent enhanced by the proposals and harm avoided. The proposals will involve the loss of the former lodge to the south east of the Site however this element of the conservation area makes a more limited contribution to its significance and thus it is considered the impact of its demolition would not amount to harm.
- 4.80 However, should harm be perceived from the demolition of the Nestlé Works (Lodge), given its limited contribution to the character and appearance of the conservation area and group value with other locally listed buildings; this would be far less than substantial for the purposes of the Framework. Accordingly, the tests set out in paragraph 134 would apply, requiring the perceived harm to be weighed against the public (including heritage) benefits of the proposals.

4.81 The wider public planning benefits that accrue from the proposals are set out in the accompanying Planning Statement produced by Barton Willmore and include the provision of new high quality residential and commercial development with new community facilities. The proposals will also result in a number of heritage benefits and these together are considered to outweigh any perceived harm that would result from the loss of the Nestlé Works (Lodge) as an element of the conservation area. The heritage benefits will have a positive effect on both the conservation area and the retained locally listed buildings, as summarised below:

- The introduction of a viable mixed use to the Site with the retention of those elements which make the greatest contribution to the significance of the conservation area and its industrial character;
- Removal of later accretions and buildings which have been introduced on an ad hoc basis, and their replacement with high quality built form in keeping with the industrial character of the Site;
- Rebuilding of the 11 bay façade of the Sandow building as a scholarly replica due to the heavily compromised condition of the surviving elements of the building. This will better reveal the historic interest of the locally listed Nestlé Works and the conservation area;
- Maintain and enhance the garden (to be named Wallis Garden) area and its interconnection with the surrounding historic built form through re-landscaping and the introduction of additional trees;
- The repair of the mid-20th century entrance hall and staircase of the Nestlé Works (Main Factory Building) as a local landmark feature of the conservation area;
- Removal and replacement of the windows of the retained facades of the Nestlé Works (Main Factory Building) which represent a variety of glazing patterns, and replacement with a unified design closely resembling the original appearance;
- The removal of the modern canopy over the locally listed Nestlé Works (Former Canteen) and making good of uncovered original fabric;
- Reinstatement of the original detailing of the south façade of the Nestlé Works (Former Canteen), removing later accretions;
- Repair of the Nestlé Works (Gates and Railings) and reinstatement of their original purpose, providing attractive entrances to Canal Street and Wallis Garden as the historic entrances to the Site;
- Introduction of new public green spaces to maintain and enhance the original intentions of the factory in a garden ethos;
- Re-connection of the conservation area with its canal side setting through the removal of the existing fencing and the introduction of new high quality built form and public realm, including a pathway connecting a series of squares and gardens.

- 4.82 Importantly, the proposed re-development of the Site should result in the removal of the Botwell: Nestles, Hayes Conservation Area from Historic England's Heritage at Risk Register.
- 4.83 Paragraph 135 states that when considering the effect of the proposals on the significance of non-designated heritage assets, such as a locally listed building, a balanced approach should be taken, having regard to the scale of harm or loss and the significance of the heritage asset affected. This effectively establishes the effect of proposed development on the significance of a locally designated building, structure or other feature as a material consideration as part of the planning process.
- 4.84 Decision making should be both balanced and proportionate; based on an assessment of the relative significance of such an asset, the nature, scale and extent of the impact on significance, and also the broader consideration of the public benefits that would flow from the proposed development as a whole.
- 4.85 Proposals involve the demolition of the locally listed Nestlé Works (Lodge) resulting in the total loss of its local significance. As highlighted in Section 3, the building does not share a commonality of materials and design to the important local listed group in the centre of the site which form the heart of the conservation area as a former cocoa factory. As such, its significance is slightly more isolated, being a good example of the Domestic revival style and providing some limited historic interest as part of the early development of the factory site.
- 4.86 With regard to this particular heritage impact, the required balancing exercise undertaken by the decision maker in determining the application scheme as a whole must also take account of the number of public benefits that would be delivered by the proposed re-development. These public benefits include a significant number of heritage benefits as presented above. It is considered the degree of harm resulting from the loss of this locally listed building would be outweighed by the public benefits that would flow from the development. The beneficial improvements will have a positive effect on both the conservation area and retained locally listed buildings. As previously stated, this conclusion has also been drawn by the Greater London Authority in their pre-application report as contained within Appendix 6.
- 4.87 Paragraph 137 encourages local authorities to look for opportunities for new development within conservation areas to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably. This section of the Heritage Statement specifically identifies where the proposed development has sought to realise such opportunities which includes the delivery of a number of heritage benefits as listed above.

Local Policy and Guidance

Further Alterations to the London Plan 2015

- 4.88 In accordance with Policy 7.8 of the revised London Plan, this report and other complementary application submission materials demonstrates that the proposed development has sought to appropriately value and conserve the affected heritage

assets, and will also be sympathetic to the form, scale, materials and architectural detail of its local context.

London Borough of Hillingdon Unitary Development Plan 2007

- 4.89 As demonstrated within this report and the accompanying application documentation, the proposals will preserve and to some extent enhance the special architectural and visual qualities of the Botwell: Nestles, Hayes Conservation Area. Those buildings and elements which make a positive contribution to its character and appearance will be retained and enhanced through the removal of piecemeal additions and extensions and their replacement with high quality contemporary built form and inter-connecting green spaces. This is in accordance with saved Policy B4 of Hillingdon's Unitary Development Plan.

London Borough of Hillingdon Strategic Policies 2012

- 4.90 In accordance with the aims of Policy HE1 of the Hillingdon Strategic Policies, the proposals seek to significantly improve the distinct historic environment of this part of Hayes and its designated and locally recognised features. Importantly, the proposals will involve the retention and enhancement of those heritage assets and spaces on the Site which form the heart of the conservation area and introduce new high quality new built form that could lead to the removal of the conservation area from the Historic England Heritage at Risk register.
- 4.91 Due consideration has been given to the principles and relevant criteria set out in Policy DMHB 1: Heritage Assets as part of the design process for the proposed development, as has been described in this report and other supporting documentation. The scheme for new development on the Site seeks to preserve and enhance the significance and setting of the identified heritage assets, notably the Botwell: Nestles, Hayes Conservation Area and those locally designated heritage assets which contribute to its significance. This is also in accordance with Policy DMHB 4 of the Local Plan: Part 2.
- 4.92 DMHB 3 of the Local Plan: Part 2 seeks the retention of locally listed buildings. As previously stated within this report, proposals will involve the total demolition of the locally listed Nestlé Works (Lodge) and thus total loss of its significance. A significant number of public benefits will, however, stem from the proposed development, which will include the retention and enhancement of the locally listed group at the centre of the Site. As stated in paragraph 4.10 of this report, the degree of harm resulting from the loss of the Nestlé Works (Lodge) would be outweighed in favour of the significant public (including heritage) benefits that would stem from the development.

5. Summary and Conclusions

- 5.1 In summary, the heritage assets that will be affected either directly and/or indirectly by the proposed redevelopment have been identified as part of this assessment. The Site is situated within the Botwell: Nestles, Hayes Conservation Area which encompasses the former factory site of the Nestlé Headquarters, to the north of Nestles Avenue. Four locally listed buildings and structures of architectural and historic interest also occupy the Site which forms part of the former factory. These include the Nestlé Works (Main Factory Building), the Nestlé Works (Former Canteen), the Nestlé Works (Gates and Railings) and the Nestlé Works (Lodge). The significance of each of these heritage assets has been proportionately described as part of this report. This heritage baseline situation is set out in Section 2 and 3 and Appendix 3.
- 5.2 The Site comprises the whole of the conservation area which has been included in the Historic England Heritage at Risk Register. A key element of the conservation area's special interest was derived from its history of continued use as a chocolate and coffee making factory, save for a short recess during the First World War. The site remained in operation until 2012, although some manufacturing processes were undertaken until 2014 and decommissioning took place through into 2015. This cessation of the historic use of the site has had a fundamental and harmful effect on the character and appearance of the conservation area, in part resulting in the 'at risk' status. The proposed re-development of the Site presents an important opportunity to significantly improve present the derelict and abandoned character and appearance of the conservation area, restore some industrial use-character and remedy past damage caused by piecemeal additions and buildings which have served to mask other elements of interest.
- 5.3 The proposed re-development of the Site comprises a mixture of residential, community and, importantly, industrial uses with associated car parking which retains those locally listed elements which form the heart of the conservation area. New built form and public realm will be introduced in a high quality design which serves to retain the industrial character of the conservation area and respond to the distinctive characteristics of its changing contexts.
- 5.4 Section 4 of this report provides a review of the proposed development and the design approach to the application proposals and their specific heritage impacts. The proposals have been greatly informed by pre-application engagement with key agencies as evidenced in Appendices 5 and 6. As highlighted in Section 4, a number of heritage benefits will stem from the completed development as summarised below:
- The introduction of a viable mixed use to the Site with the retention of those elements which make the greatest contribution to the significance of the conservation area and its industrial character;
 - Removal of later accretions and buildings which have been introduced on an ad hoc basis, and their replacement with high quality built form in keeping with the industrial character of the Site;

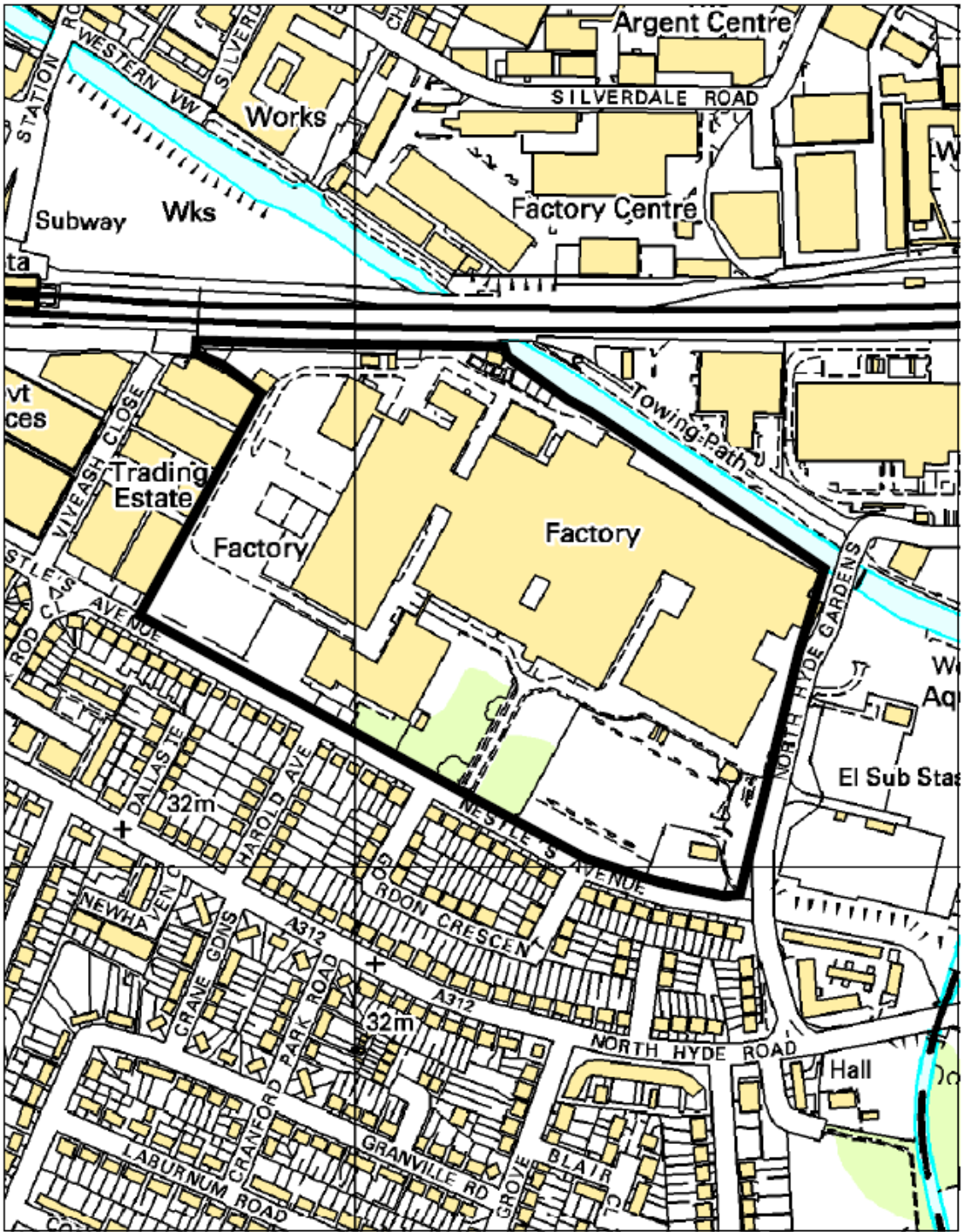
- Rebuilding of the 11 bay façade of the Sandow building as a scholarly replica due to the heavily compromised condition of the surviving elements of the building. This will better reveal the historic interest of the locally listed Nestlé Works (Main Factory Building) and the conservation area;
- Maintain and enhance the garden (to be named Wallis Garden) area and its interconnection with the surrounding historic built form through re-landscaping and the introduction of additional trees;
- The repair of the mid-20th century entrance hall and staircase of the Nestlé Works (Main Factory Building) as a local landmark feature of the conservation area;
- Removal and replacement of the windows of the retained facades of the Nestlé Works (Main Factory Building) which represent a variety of glazing patterns, and replacement with a unified design closely resembling the original appearance;
- The removal of the modern canopy over the locally listed Nestlé Works (Former Canteen) and making good of uncovered original fabric;
- Reinstatement of the original detailing of the south façade of the Nestlé Works Former Canteen), removing later accretions;
- Repair of the Nestlé Works (Gates and Railings) and reinstatement of their original purpose, providing attractive entrances to Canal Street and Wallis Gardens as the historic entrances to the Site;
- Introduction of new public green spaces to maintain and enhance the original intentions of the factory in a garden ethos;
- Re-connection of the conservation area with its canal side setting through the removal of the existing fencing and the introduction of new high quality built form and public realm, including a pathway connecting a series of squares and gardens;
- The potential removal of the Botwell: Nestles, Hayes Conservation Area from the Historic England Heritage at Risk Register.

5.5 In overall terms, the proposed development will preserve the character and enhance the appearance of the Botwell: Nestles, Hayes Conservation Area and those elements which contribute to its significance. The local architectural and historic interest of the Nestlé Works (Main Factory Building), Nestlé Works (Former Canteen) and the Nestlé Works (Gates and Railings) will also be conserved and to some extent enhanced through the removal of modern piecemeal structures and buildings and replacement with high quality new built form. The locally listed Nestlé Works (Lodge) will be demolished as part of the proposed development, however due to its limited contribution to the significance of the conservation area, it is not considered that this would amount to harm overall to this designated heritage asset.

5.6 On balance of all considerations, these proposals would therefore accord with the relevant statutory duty of the Planning (Listed Buildings and Conservation Areas) Act

1990, national policy contained within the Framework and supported by the NPPG, and other relevant regional and local policy and guidance.

Appendix 1: Conservation Area Map



Botwell: Nestles, Conservation Area

0 50 100 200 Meters

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Appendix 2: Locally Listed Buildings: LBH Descriptions

Review of Local List of Buildings of Architectural or Historic Importance

Building Name/No:	Nestle Works (Nestle UK LTD)	Serial No:	093
Address:	North Hyde Gardens, Hayes (Botwell), UB3 4RF		
Ward:	Botwell	Use:	Industrial



Front Elevation



Elevation facing to Grand Union

Statement of significance/ Reasons for designation

Architectural: 1930s factory by Wallis Gilbert. Many later additions but retaining the inter-war "factory in a garden" character. Dramatically cantilevered canopy at rear.

Townscape: Group value within Conservation Area; key landmark along the Canal.

Historic: Associated with Industrial history.

Photograph date: October 2009

Location Map



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Authenticity (I c): 1; Architectural (II d,e): 2+1; Townscape (III f,g): 2+1; Historic (IV h): 2

Total = 9

Included in the Local List.

Building Name/No:	Nestle Works: former canteen (Nestle UK Ltd)	Serial No:	316
Address:	North Hyde Gardens, Hayes (Botwell), UB3 4RF		
Ward:	Botwell	Use:	Industrial



Statement of significance/ Reasons for designation

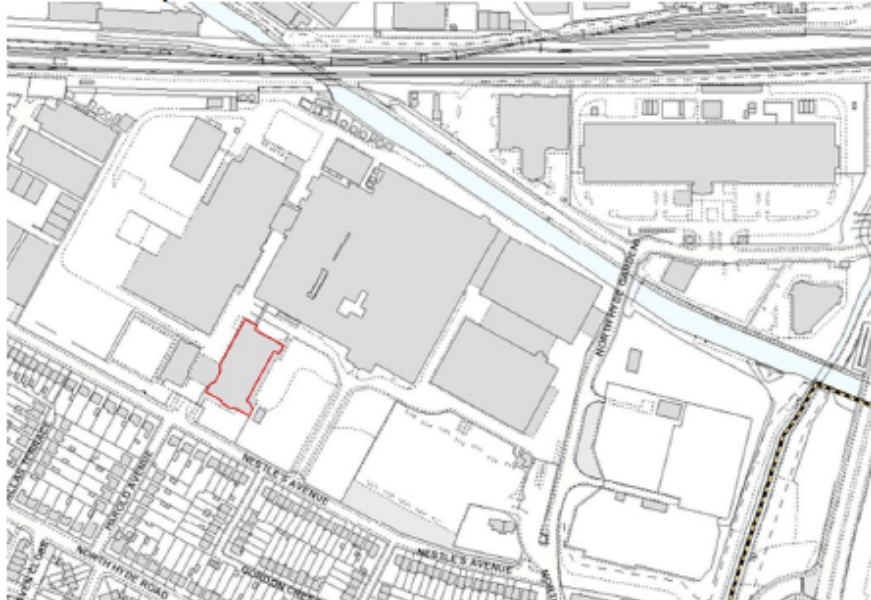
Architectural: Built in 1954 in the Moderne Style, as an office canteen. Now used as a warehouse. Painted concrete with large areas of glazing. 2 storeys multi-paned windows, with original Crittal type metal glazing.

Townscape: Group value with the Art Deco original factory building, gates, railings and lodge. Located within the Conservation Area; key landmark on Nestles Avenue.

Historic: An important element of the Borough's industrial history.

Photograph date: October 2011

Location Map



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Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2

Total = 8

Included in the Local List

Building Name/No:	Nestle Works: lodge (Nestle UK Ltd)	Serial No:	317
Address:	North Hyde Gardens, Hayes (Botwell), UB3 4RF		
Ward:	Botwell	Use:	Industrial



Statement of significance/ Reasons for designation

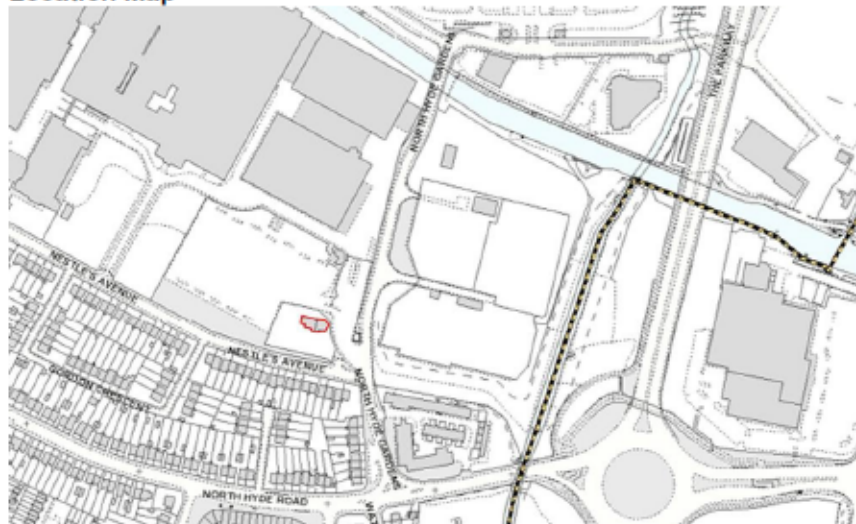
Architectural: Pair of caretakers' houses, purpose built for the factory. Arts and Crafts influenced style, two and a half storey with basement. Red brick, with steep tiled roof and dormers. Central gables to front and rear elevations. Very prominent from North Hyde Gardens.

Townscape: Group value within the factory complex and the Conservation Area; key landmark along North Hyde Gardens.

Historic: Associated with the Borough's industrial history.

Photograph date: October 2012

Location Map



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Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2

Total = 8

Included in the Local List

Building Name/No:	Nestle Works: gates/railings (Nestle UK Ltd)	Serial No:	318
Address:	North Hyde Gardens, Hayes (Botwell), UB3 4RF		
Ward:	Botwell	Use:	Industrial



Statement of significance/ Reasons for designation

Architectural: Decorative metal piers, gates and railings aligned with the entrance to main factory building. Linked to distinctive metal railings with decorative curved supports and concrete piers fronting Nestle Avenue. A further set of concrete piers and decorative iron gates is located at the original service entrance.

Townscape: Group value within the factory complex and the Conservation Area. Integral with the design of the main building.

Historic: 19th century railings relocated from the original Swiss factory. Associated with the Borough's industrial history.

Photograph date: October 2012

Location Map



© Crown copyright. London Borough of Hillingdon 100019283 2012

Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2

Total = 8

Included in the Local List

Appendix 3: Assessment of Contribution of Locally Listed Buildings in Conservation Area

Assessment of Contribution to the Special Interest of Botwell: Nestles, Hayes Conservation Area

Nestlé Works (Main Factory Building)

Criteria	Commentary
<i>Is it the work of a particular architect or designer of regional or local note?</i>	The original 1914 factory building which was consumed by later extensions was designed by a lesser known architect. The 1920s extension was designed by Truscon, in collaboration with the prominent factory architects, Wallis Gilbert & Partners whose role was limited to designing the layout and arrangement of the factory space.
<i>Does it have landmark quality?</i>	Up until the mid 20 th century the building was orientated towards the canal and railway station with limited views from the south or east. Later piecemeal additions to the factory building have greatly reduced its visual prominence from both the canal and railway, significantly reducing its landmark quality. The later 1950s/60s entrance foyer attached to the south however, is considered to be a local landmark, situated at the end of the avenue from Nestles Avenue and forms an attractive townscape feature with the canteen and remains of the 'factory garden' .
<i>Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?</i>	The conservation area is predominantly industrial and centred around the former Nestlé factory which forms a key element. The later extensions to the building however, do not reflect the simple modernist design of the 1920s factory and have reduced the open landscaping which formerly represented a 'factory in a garden'
<i>Does it relate to adjacent designated heritage assets in age, materials, or in any other historically significant way?</i>	No. The conservation area does not contain any designated heritage assets and is not positioned close to any other conservation areas.
<i>Does it contribute to the setting of adjacent designated heritage assets?</i>	No. There are no designated heritage assets in the vicinity of the conservation area.
<i>Does it contribute to the quality of recognisable spaces including exteriors or open spaces with a complex of public buildings?</i>	The former open landscape surrounding the building has largely been lost, save for the small area of woodland to the south, forming part of the foreground of the south entrance to the factory.
<i>Is it associated with a designed landscape e.g. a significant wall, terracing or a garden building?</i>	No.

<i>Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?</i>	The building shares group value with the former canteen in illustrating the development of the site as a cocoa factory from the early 20 th century. Later extensions to the east and west, however, are of poor quality and do not represent key development phases of the site.
<i>Does it have significant historic association with features such as the historic road layout, burgage plots, a town park or landscape feature?</i>	No.
<i>Does it have historic associations with local people or past events?</i>	The building has some local but interest for its association with Nestlé but this is very limited given the company has now withdrawn from the site.
<i>Does it reflect the traditional functional character or former uses in the area?</i>	The building is situated within a predominantly industrial area, centred on the canal to the north.
<i>Does its use contribute to the character or appearance of the area?</i>	The historic interest of the building derives in part by its continuous use a cocoa factory from the early 20 th century. This use has, however, now ceased and the building remains redundant which has significantly impacted on the character and appearance of the conservation area.

Assessment of Contribution to the Special Interest of Botwell: Nestles, Hayes Conservation Area

Nestlé Works (Former Canteen)

Criteria	Commentary
<i>Is it the work of a particular architect or designer of regional or local note?</i>	No.
<i>Does it have landmark quality?</i>	The south and west elevation to some extent provides an attractive focal point at the former entrance to the site to the west however, later poor quality additions have served to reduced its visual prominence and potential landmark quality.
<i>Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?</i>	The conservation area is predominantly industrial and centred around the former Nestlé factory which forms a key element. The canteen shares an architectural language with the former factory, being designed in the 'Moderne' style.
<i>Does it relate to adjacent designated heritage assets in age, materials, or in any other historically significant way?</i>	No. The conservation area does not contain any designated heritage assets and is not positioned close to any other conservation areas.
<i>Does it contribute to the setting of adjacent designated heritage assets?</i>	No. There are no designated heritage assets in the vicinity of the conservation area.
<i>Does it contribute to the quality of recognisable spaces including exteriors or open spaces with a complex of public buildings?</i>	The building forms a backdrop to the small area of woodland to the south which forms part of the foreground of the south entrance to the factory, thus retaining a sense of the 'factory in a garden' ethos.
<i>Is it associated with a designed landscape e.g. a significant wall, terracing or a garden building?</i>	No.
<i>Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?</i>	The building is of group value with the former 1920s factory in illustrating the development of the site as a cocoa factory from the early 20 th century.
<i>Does it have significant</i>	No.

historic association with features such as the historic road layout, burgage plots, a town park or landscape feature?

Does it have historic associations with local people or past events? No.

Does it reflect the traditional functional character or former uses in the area? The building is situated within a predominantly industrial area, centred on the canal to the north.

Does its use contribute to the character or appearance of the area? The building has been unused since the decommissioning of the site during 2014-15, therefore, as found today; its use fails to contribute to the character or appearance of the area.

Assessment of Contribution to the Special Interest of Botwell: Nestles, Hayes Conservation Area

Nestlé Works (Lodge)

Criteria

Commentary

Is it the work of a particular architect or designer of regional or local note?

No.

Does it have landmark quality?

The building is positioned in the south eastern corner of the conservation area. As found today, any former visual prominence has been lost through the presence of vegetation along the south boundary and introduction of tall metal railings surrounding the building.

Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?

No. The building is notably domestic in appearance, in contrast to the industrial modern appearance of the factory buildings within the centre of the area.

Does it relate to adjacent designated heritage assets in age, materials, or in any other historically significant way?

No. The conservation area does not contain any designated heritage assets and is not positioned close to any other conservation areas.

Does it contribute to the setting of adjacent designated heritage assets?

No. There are no designated heritage assets in the vicinity of the conservation area.

Does it contribute to the quality of recognisable spaces including exteriors or open spaces with a complex of public buildings?

No.

Is it associated with a designed landscape e.g. a significant wall, terracing or a garden building?

No.

Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?

To some extent it illustrates the early development of the factory site from the 1920s however it is visually divorced by the modern car park.

Does it have significant historic association with features such as the historic road layout, burgage plots, a town park or landscape feature?

No.

Does it have historic associations with local people or past events?

No.

Does it reflect the traditional functional character or former uses in the area?

No. The building is situated within a predominantly industrial area and notably domestic in character, in contrast to the factory buildings to the north-west.

Does its use contribute to the character or appearance of the area?

The building has been unused since the decommissioning of the site during 2014-15, therefore, as found today; its use fails to contribute to the character or appearance of the area.

Assessment of Contribution to the Special Interest of Botwell: Nestles, Hayes Conservation Area

Nestlé Works (Gates and Railings)

Criteria	Commentary
<i>Is it the work of a particular architect or designer of regional or local note?</i>	No.
<i>Does it have landmark quality?</i>	The railings form an attractive entrance to the south entrance of the former factory site however, in isolation; they do not have landmark quality.
<i>Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?</i>	No. The structure is notably 19 th century in design and appearance.
<i>Does it relate to adjacent designated heritage assets in age, materials, or in any other historically significant way?</i>	No. The conservation area does not contain any designated heritage assets and is not positioned close to any other conservation areas.
<i>Does it contribute to the setting of adjacent designated heritage assets?</i>	No. There are no designated heritage assets in the vicinity of the conservation area.
<i>Does it contribute to the quality of recognisable spaces including exteriors or open spaces with a complex of public buildings?</i>	Yes. The railings form an attractive entrance to the open space to the south of the conservation area which retains some semblance of the 'factory in a garden' ethos.
<i>Is it associated with a designed landscape e.g. a significant wall, terracing or a garden building?</i>	No.
<i>Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?</i>	To some extent it illustrates the later development and importance of the factory site in the mid-20 th century as the Nestlé headquarters.
<i>Does it have significant historic association with</i>	No.

features such as the historic road layout, burgage plots, a town park or landscape feature?

Does it have historic associations with local people or past events? No.

Does it reflect the traditional functional character or former uses in the area? No.

Does its use contribute to the character or appearance of the area? The railings form an entrance and boundary treatment to the site which in itself does not contribute to the industrial character of the area but adds visual interest.

Appendix 4: Heritage Legislation, Policy and Guidance Context

The application proposals should be considered in light of the statutory duty, national policy and local policy and guidance relevant to the site. The relevant policy context specifically relating to the site is summarised in this section.

The Statutory Duty

Of prime importance to consideration of proposals for redevelopment of the site is the statutory duty set out at s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which requires that:

“..special attention shall be paid to the desirability of preserving or enhancing the character of appearance of that area.”

The requirement of the duty has been the subject of much case law²⁴ and in broad summary the duty is one to which the decision maker must give considerable importance and weight. Preservation of the character or appearance of a conservation area can be achieved either by a positive contribution to preservation, or by development which leaves it unharmed. Development which does not preserve character or appearance will cause harm and this harm must be given considerable importance and weight in the subsequent consideration against wider benefits and application of national planning policy.

National Policy

With respect to national planning policy (the Framework) it is important to note that the policies relevant to designated heritage assets (such as conservation areas) at paragraphs 132 to 134 provide a sequential approach to the consideration of impact or effects. Great weight should be given to the conservation of a designated heritage asset; significance can be harmed or lost through alteration or destruction of the asset or development within its setting; and, heritage assets are irreplaceable and as such harm or loss requires clear and convincing justification (132).

National planning policy makes a distinction between proposals that cause substantial harm to significance (133) and less than substantial harm to significance (134). Noting that the bar for addressing paragraph 133 is very significantly higher than that for addressing paragraph 134. What may or may not constitute substantial and less than substantial harm has been considered in the Courts and guidance is provided in Planning Practice Guidance.

In addition, paragraph 138 of the Framework notes that; not all elements of a conservation area will necessarily contribute to its significance; and, loss of a building which makes a positive contribution should be treated as either substantial harm (133) or less than substantial harm (134), taking account of the significance of the conservation area as a whole.

The site comprises four locally listed buildings and structures. The degrees to which these buildings (and indeed any others at the site) contribute to the significance of the conservation area together with their intrinsic heritage significance are the key considerations. Proposals that

²⁴ **Meaning of the statutory duty:** South Lakeland DC v Secretary of State [1991] 2 PLR 51 [1992] 2 AC 141, 1 PLR 143 HL. **Application of the statutory duty:** Bamwell Manor Wind Energy Ltd v East Northamptonshire District Council & Ors [2014] EWCA Civ 137 [2015] 1 WLR 45 [2014] JPL 731 [2014] 1 P & CR 22. **The related sequential approach of national planning policy:** Pugh v Secretary of State for Communities and Local Government & Ors [2015] EWHC 3 (Admin); R (Hughes) v South Lakeland District Council [2014] EWHC 3979 (Admin); Mordue v Secretary of State for Communities and Local Government & Ors [2015] EWHC 539 (Admin); and, Forest of Dean District Council v Secretary of State for Communities and Local Government & Anor [2016] EWHC 421 (Admin).

will have an impact on their significance are considered in light of paragraph 135 of the Framework which requires that such effect should be taken into account in determining an application. The policy requires a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

Local Policy and Guidance

The London Plan

The London Plan was adopted by the Greater London Authority in July 2011 and sets out the Spatial Development Strategy for all Boroughs within Greater London. Strategic Policy 7.8 identifies the importance of London's heritage assets and historic environment and seeks the *“desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account”*. In terms of planning decisions, the policy states:

“Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset ...”.

London Borough of Hillingdon Unitary Development Plan (2007)

The London Borough of Hillingdon Unitary Development Plan (UDP) was originally adopted in 1996 and relevant policies were saved in 2007. The relevant policies in relation to the application site include Policy B4 which relates to conservation areas. The content of this policy is broadly similar to the statutory duty, stating that applications involving planning permission to demolish or develop within a conservation area would be permitted if the development enhances or preserves features which contribute to the areas special architectural and visual qualities, and, buildings which positively contribute to its character or appearance are retained.

London Borough of Hillingdon Strategic Policies (2012)

The Hillingdon Local Plan: Part 1 (Strategic Policies) sets out the long term vision for the Borough to be achieved by 2026. It was adopted in 2012 and Policy HE1 (Heritage) sets out the Borough's aim to improve the distinct environment and wider historic landscape. This includes designated heritage assets such as conservation areas and locally recognised historic features such as locally listed buildings. The policy also seeks to actively encourage the regeneration of heritage assets, particularly those on the Heritage at Risk register or currently vacant.

The Local Plan: Part 2 comprises the Development Management Policies and is yet to be formally adopted by the Local Authority. As such, the policies contained within, hold more limited weight. Policy DMHB 1: Heritage Assets states that development affecting 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 substantial harm or total loss of significance without providing substantial public benefit that outweighs the harm or loss;

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 proposals 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;

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 3 relates to Locally Listed Buildings and seeks the general presumption in favour of their retention. In accordance with the NPPF, this policy seeks to take into account the effect of a proposal on the locally listed building's significance and the scale of any harm or loss when considering planning applications. Proposals will be permitted where the significance, appearance and setting of a Locally Listed Building is retained.

Policy DMHB 4 relates to Conservation Areas and seeks new development, including alterations and extensions to buildings, to preserve or enhance its character or appearance, in accordance with the statutory duty. The policy resists loss of buildings, landscape or structures which make a positive contribution to the character or appearance of the conservation area. Any such loss would need to be supported with a “*robust justification*”.

Appendix 5: Historic England Pre-Application Responses



Historic England

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Mr Robin Meakins
Barton Willmore
7 Soho Square
London
W1D 3QB

Direct Dial: 020 7973 3763

Our ref: PA00425893

12 May 2016

Dear Mr Meakins

Pre-application Advice

FORMER NESTLE FACTORY, HAYES

Thank you for contacting Historic England about the proposed redevelopment of the *Botwell: Nestles, Hayes Conservation Area* in Hillingdon. Thank you also for organising the very useful site visit which we attended with the local authority on 21 April.

As you know, I have taken this case to an internal peer review to establish a formal position on the proposals. As is required under our pre-application advice service, I am writing to share our formal position with you, and I hope this will lead to a constructive discussion when we next meet this Thursday.

Significance of the Historic Environment

The development site occupies the entirety of the *Botwell: Nestles, Hayes Conservation Area* which is located close to Hayes & Harlington Train Station. There is currently no conservation area appraisal or management plan, and so we can only provide a general summary of its significance.

It is clear that the conservation area has a strong industrial character by virtue of its canal setting and its various buildings associated with the Nestle Company who occupied the site from 1916 to 2012. A number of these buildings are architecturally distinguished and provide an insight into the workings of the factory site.

From our on-site observations and the information available, we would suggest that the conservation area is characterised by:

- The aesthetic value of the modernist 'Truscon' Nestle Factory by Wallis Gilbert & Partners and the *moderne* Canteen building which share an architectural language. Also, the townscape character of the site as expressed by its high-quality boundary railings, tree-lined driveways and canalside setting.



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- The historical value of the conservation area as an example of the industrial development around the Hayes canal and train station. The remaining open spaces around the factory hint at the original 'factory garden' philosophy behind the Nestle development and this adds to its historical value.
- The communal value of the Nestle factory site (particularly the buildings visible from the public realm such as the canteen, lodge and factory) as a famous brand and local landmark to the Hayes community.

Four of the buildings within the conservation area also locally listed. These are:

- *Nestle Works: Lodge*
- *Nestle Works: Gates / Railings*
- *Nestle Works (the Wallis Gilbert factory)*
- *Nestle Works: Former Canteen*

It should also be noted that the conservation area is included on Historic England's Heritage at Risk Register and it is clear that its condition has deteriorated following Nestle's departure from the site in 2012.

Impact of the Proposed Development

These proposals seek to demolish most of the buildings on site with parts of the boundary railings and front facade of the factory building retained. Some landscape features such as the main tree-lined driveway and adjacent green spaces would also be retained. It is then proposed to develop two separate schemes. The north-east end of the conservation area would remain in commercial use and would include a large business unit, service warehouse and yard, and a car park. A large-scale residential-led scheme by Barratt London is proposed for the remainder of the site. The residential buildings would range from 3-12 storeys in height, and the associated landscaping would include the extension of the Hayes Towpath along the canal. Due to site restrictions, it is understood that the towpath is unlikely to be extended into the adjacent commercial site.

Relevant Policies

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the obligation on local planning authorities to pay special regard to preserving or enhancing the character or appearance of conservation areas.

The National Planning Policy Framework (NPPF) sets out the Government's policies for decision making on development proposals. At the heart of the framework is a presumption in favour of 'sustainable development', a key component of which includes protecting and enhancing the historic environment. In general terms, the document places great weight on: the desirability of sustaining and enhancing the



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significance of heritage assets and putting them to viable uses consistent with their conservation; their potential to contribute to sustainable communities; and the desirability of new development making a positive contribution to the historic environment's distinctiveness.

Specific policies relevant to the current application include:

- Paragraph 131 which states that local authorities should take account of the desirability of new development making a positive contribution to local character and distinctiveness
- Paragraphs 133 and 134, which provide advice on development proposals that result in harm to designated heritage assets.
- Paragraph 135 which states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining applications. In weighing applications that affect non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset
- Paragraph 137, which states that local authorities should look for new development within conservation areas and within the setting of heritage assets to enhance or better reveal their significance; and paragraphs 133 and 134, which provide advice on development proposals that result in harm to designated heritage assets.

We would also urge you to consider the London Borough of Hillingdon's emerging local plan policies and site allocations. Specifically, draft policy SA5 which refers specifically to the Nestle site and includes commitments to retain and re-use locally listed buildings and sustain and enhance the significance of heritage assets (p34).

Historic England's Position

A detailed conservation area appraisal would be of benefit at this early stage so the impact of these proposals on the significance of the *Botwell: Nestles, Hayes Conservation Area* can be fully assessed. We would therefore advise at this early stage, that you engage in discussions with the London Borough of Hillingdon's Conservation Team to establish a sound evidence base to underpin the sustainable development of this area.

In the absence of an area appraisal, as set out in this letter, we feel that the conservation area possesses a strong industrial character with clear aesthetic, historical and communal value. We therefore disagree with the conclusion presented by CGMS in their Heritage Statement (April 2016) that the conservation area fails to meet the criteria for designation.



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With this in mind, and on the basis of the information available, the demolition of most of the structures on site and the erection of the large-scale development as currently presented would appear to neither preserve or enhance the character or appearance of the conservation area, and would cause a significant level of harm in our view. Furthermore, because of the disjointed nature of the masterplan (as a result of the two separate developments) we feel that opportunities are not being taken for the development to make a positive contribution to local character and distinctiveness.

The impact on locally-listed building is more clear-cut in terms of planning policy. The proposed demolition of two locally listed building and the substantial demolition of a third does represents a scale of harm which does not appear to be balanced in our view. The loss of these undesignated heritage assets also conflicts with the emerging planning policies contained within the London Borough of Hillingdon's emerging Local Plan.

We therefore consider that the application as currently proposed fails to meet the underlying heritage-related policies and legislation identified above. We do, however, support the redevelopment in principle, in the interest of securing a sustainable use for this 'at risk' site. Moreover, there is clearly much scope for enhancement by redeveloping poor quality parts of the conservation area and removing undesirable accretions from significant buildings.

There would also be much heritage-related public benefit in providing public access through the conservation area, and we would therefore urge further exploration into extending the canal towpath through the site between Hayes & Harlington Station and the bridge at North Hyde Gardens.

Regarding the masterplanning and design, we consider that the mix of uses as currently proposed can be accommodated from a heritage viewpoint; however, it is important that there is coherence in design and masterplanning terms between the commercial and residential sites. We would also suggest that successful redevelopment schemes in areas of a similar architectural and industrial character could help inform and influence the design approach, and we would be happy to provide you with examples as these proposals move forward.

Next Steps

We would urge you to address the above advice and would be happy to advise further on these proposals following Thursday's meeting and once a position has been agreed with the local authority.



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Yours sincerely

Alasdair Young

Inspector of Historic Buildings and Areas

E-mail: alasdair.young@HistoricEngland.org.uk

cc:

FORMER NESTLE FACTORY, HAYES
Pre-application Advice

Information Provided
Freetext



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NW6 1AA

Direct Dial: 020 7973 3763

Our ref: PA00425893

8 September 2016

Dear Mr de Metz

Pre-application Advice

FORMER NESTLE FACTORY, HAYES

Thank you again for presenting updated proposals for the former Nestle factory site in Hayes to me at our meeting on 11 August, and for issuing me with subsequent revisions which were recently presented to the GLA and the London Borough of Hillingdon.

Summary

Historic England welcomes the many positive revisions to the scheme that have been secured throughout this pre-application process, and the opportunities that are now being offered to enhance the character of the *Botwell: Nestles, Hayes* Conservation Area.

We do have some outstanding concerns regarding the scale of some of the interventions, and the need for further structural information in support of the proposed retention of the Truscon Building facades. We also remain somewhat disappointed about the proposed site allocations which we consider constrain the design and architectural integrity of the residential scheme for the Truscon Building. These issues should be addressed and fully justified in the event of an application being submitted for the scheme as currently proposed.

Historic England's Advice

I enclose, with this letter, our original advice issued to Barton Willmore issued on 12 May, in which we concluded that the scheme as initially proposed would fail to preserve or enhance the character of the conservation area, and would cause a significant amount of harm. We also disagreed with the findings of the Heritage Statement which concluded that the Nestle site did not merit conservation area designation.



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Since then a number of significant changes have been made to the scheme in order to address these concerns, and a new heritage statement is being developed by Turley on the premise that the site is a legitimate designated heritage asset. A summary of our position on these changes is set out below:

Main Factory Building

The Main Factory Building lies at the heart of the conservation area and comprises of the inter-war Truscon Building which incorporates parts of the earlier Sandow Building of 1919. There are a number of later additions to the factory which we consider mainly detract from the architectural integrity of the Truscon Building, and these are identified in the Presentation Document you have shared. The one exception is the c1960 entrance tower at its south corner which forms a focus for the building as enhanced by the associated geometric landscaping.

The proposed revisions demonstrate that the undesirable accretions would be removed and the integrity of the Truscon Building facades restored on three sides, with the north elevation adopting the 'original factory character'. The clearing away of the later accretions and formation of public realm at the northern end would reinstate a sense of the canal-side setting of the Factory. The 1960s tower and associated landscaping would be retained and restored, and would once again provide the main entrance to the building. The accretions around the Sandow Building would be removed and the west-facing façade restored with missing elements reinstated. This demonstrates a greatly improved understanding of the conservation area's significance which has clearly influenced the design approach and presented opportunities to enhance its character.

Whilst these changes are strongly welcomed, it is crucial that the Factory Building as perceived externally retains a sense of authenticity (notwithstanding the internal changes) for these elements of the scheme to be presented as convincing heritage benefits. We would therefore strongly advise that further structural information is provided to demonstrate that the Truscon and Sandow façades can be retained (rather than rebuilt), and that no substantial alterations to the elevation of the Segro site is required to accommodate vehicular access. It would be helpful if demolition plans could then be provided on the basis of the findings.

It was mentioned at our meeting that the majority of the Truscon and Sandow Building windows are not original and wholesale replacement is proposed with glazing patterns to reflect the originals. This could present another opportunity to enhance significance if this can be justified in the heritage statement. It was also mentioned that external insulation to the Factory Building is being considered. We would discourage external



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insulation if it would have a significant impact on the appearance of the external elevations. We would be happy for trials to be undertaken in a discrete part of the building to identify the extent of build up required.

Regarding the proposed interventions to the Factory Building, we continue to note the challenges that the proposed warehouse presents in developing a fully integrated and architecturally resolved scheme. In our opinion, the area east of the Truscon part of the Main Factory building to be of relatively low significance and in our opinion would provide a more flexible industrial space for the Segro site. A more integrated and architecturally resolved residential scheme could then be explored for the Truscon Building which would potentially be of enormous benefit to the character of the conservation area. In the event of an application being submitted in line with the current proposals, the site allocations will require clear and convincing justification.

Regarding the residential elements, we are very pleased to see that the sawtooth roof and forecourt areas to the Factory Building have been removed from the scheme. This will help to retain the Modernist simplicity of the Truscon Building. However, the submitted documentation suggests that the new flat roof extension may impact on the prominence of the stair tower in views from the main driveway. As we have previously expressed, this element should remain a prominent feature of the conservation area, and therefore a reduction in height of the extension around the tower is encouraged.

Finally, it would be helpful to understand how the residential units would appear externally. Our strong preference is to see the industrial character of the building retained with no new floor plates interrupting the window pattern. As discussed at our meeting, it would be very helpful if a visual assessment is undertaken to demonstrate the impact of the various interventions on the Main Factory Building, particularly the approach from the main driveway, and any internal changes that could be visible from the public realm should be taken into consideration when making this assessment.

Canteen

The Canteen is an attractive Art Deco building with strong historical and communal associations with the Nestle factory. We therefore continue to welcome its proposed retention as a result of our pre-application discussions. This will include the repair and reuse of its separate entrance gates, and the retention of its lofty internal hall space and external colonnade.

We also consider the reduction in height of the proposed residential building at its north end to be a positive step. However we remain of view that its scale should not compete with the prevailing building heights in this part of the conservation area, and that taller buildings on site should be contained within the proposed residential cluster



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at the north-west corner. We would therefore welcome a further reduction in height of this building so it relates with the height of the residential development in the Main Factory.

Landscaping, Public Realm, and Townscape

We are also encouraged by the emerging landscaping proposals, which seek to reinstate a sense of the 'factory Garden' character of the Conservation Area. In particular, we welcome the reinforcing of the main access from Nestle Avenue and retention of its soft landscaping.

The creation of active frontages along the main pedestrian routes should help to animate the Conservation Area and raise its profile. We particularly welcome the proposed activity to the rear of the Main Factory Building, in the interest of revealing and enhancing the canal-side setting of the Conservation Area. However, we note that canal-side public realm would be limited due to the proposed boundary for the neighbouring industrial site.

Conclusion and Next Steps

In our view, the development as currently proposed represents a substantial improvement on the scheme as initially presented. Various steps are being taken to enhance the character of the *Botwell: Nestles, Hayes* Conservation Area, as informed by a greater level of analysis, and this is strongly welcomed. The proposals therefore respond to a number of key historic environment policies, which will help support the application.

The substantial changes to the Truscon Building and the accommodating of the proposed warehouse within it, will undoubtedly cause some harm, and this will require clear and convincing justification and the delivery of public benefits in accordance with national planning policy.

I hope this advice is helpful, and we would look forward to providing further advice either at pre-application or application stage.

Yours sincerely

Alasdair Young
Inspector of Historic Buildings and Areas
E-mail: alasdair.young@HistoricEngland.org.uk



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cc Daniel Osborne, Barton Willmore
Jonny Wong, DMFK



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Mr Robin Meakins
Barton Willmore
7 Soho Square
London
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Direct Dial: 020 7973 3763

Our ref: PA00425893

17 October 2016

Dear Mr Meakins

Pre-application Advice

FORMER NESTLE FACTORY, HAYES

Thank you for providing me with updated plans for the Nestle site in Hayes following our meeting on 21 September. I enclose a copy of our previous pre-application advice for ease of reference.

Historic England's Advice

As previously set out, we welcome the many positive revisions that have been secured throughout our pre-application discussions and recognise that significant efforts are being made to 'reveal and enhance' the significance of the *Botwell: Nestles, Hayes* Conservation Area. However, we maintained a number of concerns at our last consultation, and you have sought to resolve these in the updated plans you have shared. I will address these issues in turn, taking into account the current revisions.

Residential Tower Between the Canteen and Main Factory

We raised concern about the scale of the residential tower which we felt harmed the visual relationship between the Canteen and Main Factory (the two key components of the Conservation Area). We recommended that all taller elements should be contained within the proposed residential cluster at the north-west corner of the site. Consequently, the tower has been further reduced to six stories with the top storey set in to reduce the visual impact. From the drawings provided, the scale of the tower now sits comfortably with that of the Main Factory building in our opinion. Moreover its design evokes the Modernist and industrial character of the site, and we recognise the role that the block plays in defining the street junction between Wallis Gardens and Sandow Square. We note that the tower remains several stories taller than the Canteen; however, on balance we no longer have significant concerns with this element of the proposals.

Main Factory Southern and East Elevations, and 1960s Stair Tower

We raised concern about the proposed roof extension to the Main Factory where it



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appears behind the 1960s Tower in important views. Consequently the new southern wing adjacent to the Tower has been significantly reduced in height and set back from the building line. This allows the Tower to remain a focal point in these important views. This is strongly welcomed.

The setting back of the wing also allows the retention of the connection between the south and east elevations in views from the public realm. This also is strongly welcomed; however it would be helpful to fully understand the means of security and separation between the residential and industrial parts of the building now that facades are fully connected.

In response to our concerns about the utilitarian approach to the fenestration of the east elevation (which we felt reduced the architectural integrity of the building) it is now proposed to introduce metal framed glazing to resemble the glazing pattern elsewhere. Ceramic panels will be required however in order to meet the commercial requirements. We welcome the efforts made by Segro to satisfy these concerns. However, we maintain that these commercial requirements prevent a fully integrated design from being achieved, which respects the Modernist character and uniformity of the Truscon building.

It is encouraging that Barratt London and Segro are engaged in discussions with structural engineers in order to demonstrate that the facades of the Truscon building can be retained throughout the construction work. We are also very pleased to learn that the Truscon building will now be internally insulated, rather than externally.

The Proposed Land Uses for the Site

You have helpfully provided additional justification for the proposed land uses and the required industrial floor space for the Nestle Site. This includes reference to the London Borough of Hillingdon's emerging Local Plan which allows for a mix of uses on the site. We support the principle of a mix of uses in the interest of creating a diverse and sustainable environment for this historically important part of the Borough. However, it is unfortunate that development parameters for the site, as informed by a sound heritage assessment, were not established at the beginning of your pre-application discussions with Hillingdon Council.

Conclusion and Next Steps

Historic England welcomes the various revisions to the scheme and the collaborative approach that has been taken with us throughout the pre-application process. We recognise that various efforts are being made to 'preserve and enhance' the character of the Conservation Area, which we consider respond positively to Paragraph 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).



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We do, however, maintain that some harm to the Conservation Area will inevitably be caused to the overall integrity of the site and particularly the Truscon building in the proposed land uses. It is for the Local Planning Authority to be convinced that this harm is justified, and outweighed by public benefits in accordance with Paragraphs 132 and 134 of the National Planning Policy Framework respectively.

We are now happy to await consultation at application stage. However I would be interested to hear of any updates following your meeting with the Council next week.

Yours sincerely

Alasdair Young

Inspector of Historic Buildings and Areas

E-mail: alasdair.young@HistoricEngland.org.uk



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Appendix 6: Greater London Authority Pre-Application report dated 24 October 2016

former Nestle Factory, Hayes

in the London Borough of Hillingdon

The proposal

Part demolition of existing buildings and redevelopment (up to 12-storeys) to provide up to 1,400 new homes; 21,367 sq.m. of commercial space (B1c, B2, B8 uses and sui generis); 560 sq.m. of community uses; and 5 hectares of publicly accessible open space.

The applicant

The applicant is **Barratt London** and **SEGRO**, and the architects are **Makower Architects**, **de Metz Forbes Knight**, **Hawkins Brown** and **MSA**.

Context

1 On 27 July 2016 a request was received by the Greater London Authority (GLA) for a pre-planning application meeting to discuss a proposal to develop the above site for the above uses. On 25 August 2016 a pre-planning application meeting was held at City Hall with the following attendees:

GLA group

- Graham Clements – Senior Strategic Planner, GLA (case officer)
- Colin Wilson – Senior Manager – Planning Decisions, GLA
- Maja Jorgensen – Housing Zone Area Manager, GLA
- Edmund Bird – Senior Designer Historic Building and Conservation, GLA
- Philip Exton – Energy Consultant, GLA
- Fred Raphael – Principal Planner, TfL

Applicant team

- Claire O'Rourke and Martin Scholar – Barratt London
- Neil Impiazzi – SEGRO
- Robin Meakins – Barton Willmore
- Tim Makower – Makower Architects
- Julian de Metz – dMFK
- Lee Page – MSA
- Jenny Baker – Odyssey Markides
- Kate Hodson – Hodkinson
- Mike Cousins – WPP

Local Planning Authority

- Matt Kolaszewski – Principal Planning Officer, Hillingdon Council
- James Rodger – Head of Planning and Enforcement, Hillingdon Council

2 The advice given by GLA officers does not constitute a formal response or decision by the Mayor with regard to future planning applications. Any views or opinions expressed are without prejudice to the Mayor’s formal consideration of an application. Please note that the advice you receive is dependent upon the quality of the information and documentation that you provide.

Site description

3 The former Nestle factory site is located in Hayes, within the Heathrow Opportunity Area and Hayes town centre Housing Zone. The site comprises 12.5 hectares of land bound by Nestles Avenue and interwar suburban housing to the south; North Hyde Gardens and an electricity substation to the east; the Grand Union Canal and Great West Railway line to the north; and, a series of light industrial buildings to the west.

4 First established in 1911, the Hayes Nestle factory employed up to 2,000 people at its peak during the 1950s. More recently, following the steady contraction of its operations at the site, Nestle announced in 2012 that it was to close the factory. The site was finally vacated in 2015, and remains unoccupied to date.

5 The site is designated as the Botwell Nestle Conservation Area, and is occupied by a number of Locally Listed Buildings, comprising: the main factory building (Truscon building and Sandow building); a canteen building for staff amenity; a lodge; and, gates an railings along Nestles Avenue (refer to figure 1 below). There are also a number of mature Conservation Area trees at the site, mainly distributed along the southern frontage.



Fig. 3.1.7: Phasing plan of site development 1914 to present

Figure 1: Nestle factory buildings 1914 to present.

6 The site is generally well served by public transport, and is approximately 600 metres from Hayes and Harlington rail station (which will benefit from Crossrail services from May 2018). Overall the site registers a public transport accessibility level (PTAL) of one(b) to four, on a scale of zero to six(b), where six(b) denotes the most accessible locations in the capital.

Details of the proposal

7 Part demolition of existing buildings and redevelopment (including restoration and conversion of some historic buildings/facades) to provide up to 1,400 new homes; 21,367 sq.m. of commercial space (B1c, B2, B8 uses and sui generis); and, 560 sq.m. of community uses, in buildings of up to 12-stories with 5 hectares of publicly accessible open space.

8 With respect to the Locally Listed Buildings at the site, the following is proposed:

Main factory building (Truscon building and Sandow building)

- Retention and refurbishment of high quality east, south and western facades (including surviving elements of the 1914 Sandow building). Roof extension and new-build elements north of the Sandow building, and a Truscon facsimile northern facade. The former industrial buildings would be converted to residential accommodation and wrapped around a new-build commercial warehouse.

Canteen building

- Restoration and refurbishment of the canteen and colonnade, with a new-build element to the north. The former staff amenity buildings would be converted for nursery use and flexible small to medium sized enterprise (SME) space.

Lodge

- Proposed demolition in order to facilitate delivery of the large-footprint commercial space.

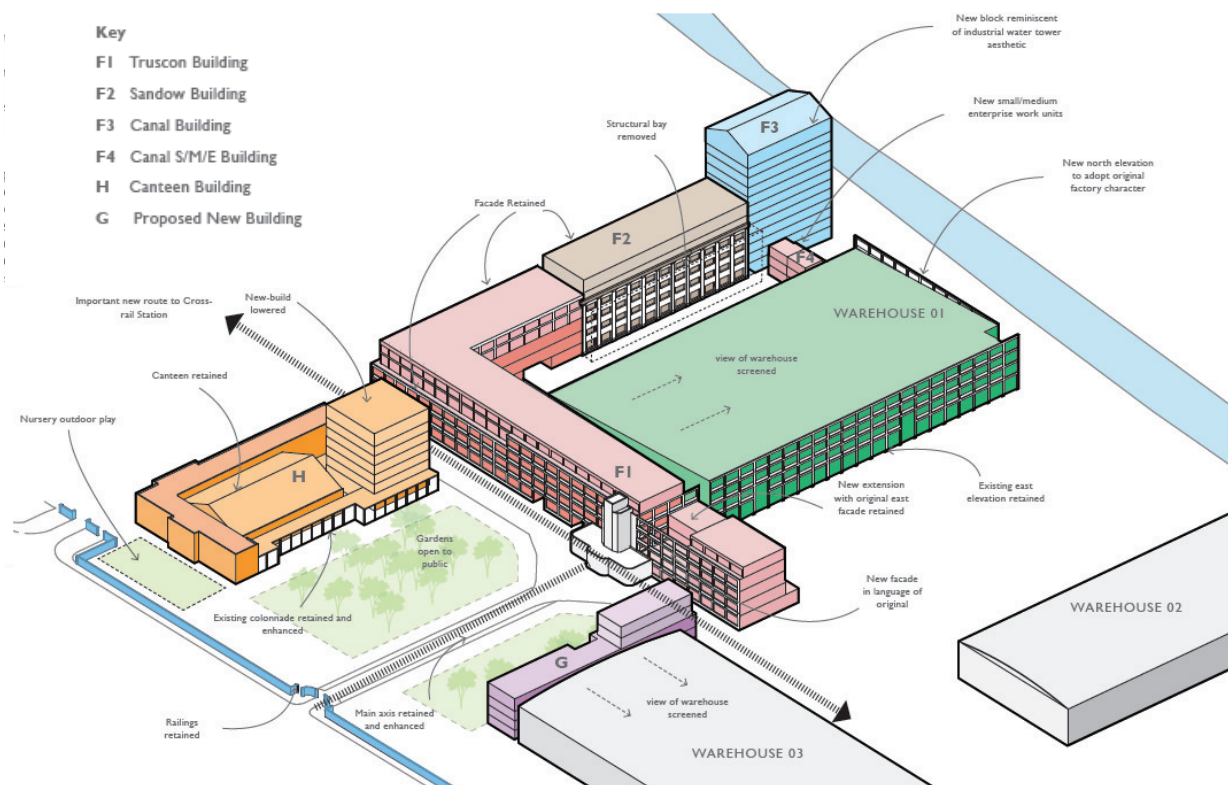


Figure 2: Proposed approach for the historic core

Strategic planning issues and relevant policies and guidance

9 The relevant strategic issues and corresponding policies are as follows:

- Opportunity Area *London Plan;*
- Strategic Industrial Location *London Plan;*
- Employment *London Plan;*
- Housing *London Plan; Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG;*
- Affordable housing *London Plan; Housing SPG; draft Interim Housing SPG; Housing Strategy;*
- Density *London Plan; Housing SPG;*
- Social infrastructure *London Plan;*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Historic environment *London Plan;*
- Inclusive access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy; Mayor's Ambient Noise Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy;*
- Crossrail *London Plan; and Mayoral Community Infrastructure Levy.*

10 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 2012 Hillingdon Local Plan part 1; 2007 Hillingdon Saved UDP Policies; and, London Plan 2016 (Consolidated with Alterations since 2011).

11 The following are also relevant material considerations: National Planning Policy Framework, Technical Guide to the National Planning Policy Framework and National Planning Practice Guidance; and, draft Hillingdon Local Plan part 2 (revised proposed submission version).

12 Furthermore, pursuant to the City in the West plan and the designation of Hayes town centre as a Housing Zone in March 2016, the GLA is working jointly with Hillingdon Council and other local stakeholders to draft a Hayes Opportunity Area Planning Framework.

Summary of meeting discussion

13 Following a presentation of the proposed scheme from the applicant team, meeting discussions covered strategic issues with respect to: principle of development (Opportunity Area and Strategic Industrial Location); employment; housing; social infrastructure; urban design; historic environment; sustainable development; and transport. Further to discussion at the meeting, advice in respect of these issues is set out within the sections that follow.

Principle of development

14 Noting the emerging approach within the Hillingdon Local Plan part 2 with respect to employment land management (refer below), and having regard to the wider Heathrow Opportunity Area context, the proposed mixed use redevelopment of this site to provide both employment and residential uses is strongly supported in strategic planning terms.

Opportunity Area

15 London Plan Policy 2.13 identifies the Heathrow Opportunity Area as having capacity to accommodate a minimum of 9,000 new homes and 12,000 additional jobs. The London Plan also specifically recognises the Hayes-West Drayton corridor as offering a range of redevelopment opportunities - including small business parks, logistics and mixed uses. Having regard to this policy context, the proposal to deliver 21,367 sq.m. of high quality employment floorspace and up to 1,400 new homes, is strongly supported.

16 More generally, following the designation of Hayes town centre as a Housing Zone in March 2016, and in conjunction with Hillingdon Council's emerging Local Plan proposals for employment land management (discussed below), the GLA is working with the Council to develop a strategic planning framework to help manage the anticipated growth in this part of the Heathrow Opportunity Area, in the catchment of Crossrail 1.

Strategic Industrial Location

17 The site is located within the wider Nestles Avenue industrial cluster – designated within the Hillingdon Saved UDP Policies as a Strategic Industrial Location (SIL). The Nestles Avenue industrial cluster comprises approximately 34 hectares of land south of the railway, and extends eastwards from Station Road, across North Hyde Gardens, and encompasses the electricity substation and land beneath the Hayes Bypass. Having undertaken a review of employment land in the borough, Hillingdon Council proposes to release 16 hectares of SIL land within the Nestles Avenue industrial cluster (including the former Nestle factory site) as part of its emerging Local Plan part 2.

18 Following consideration of this draft plan, a statement (reference D&P/LDF14/LDD18/CG) issued on 7 December 2015 by the GLA Assistant Director – Planning (acting under delegated authority) confirms that this approach is in general conformity with the London Plan.

19 Accordingly, whereas London Plan Policy 2.17 resists development on SIL land for non-industrial type uses, noting the emerging mixed use land allocation for this site within the (proposed submission) Local Plan part 2, GLA officers support the proposed mixed use redevelopment of this site in strategic planning terms.

Employment

20 The applicant is devoting approximately five hectares of land at the east of the site to employment uses. Across the masterplan as a whole, the scheme would provide up to 21,367 sq.m. of employment uses, which is estimated to support approximately 400 operational jobs at the site. This is strongly supported in line with London Plan Policy 2.7.

21 Two main types of employment space were presented at the meeting: high specification large footprint commercial buildings; and, the possibility of smaller scale SME creative workspace units within the refurbished canteen building. The former, to be managed by SEGRO, responds well to the strategic characteristics of this location in terms of logistics and related

demand associated with Heathrow Airport, and the latter presents a valuable opportunity to provide affordable workspace for local 'start up' companies.

22 As discussed at the meeting, the provision of affordable workspace is a key priority within the Mayor's manifesto. Noting also the emphasis that London Plan policies 2.7 and 2.17 place on sustaining SMEs, and, in order to support the outer London economy, the applicant is strongly encouraged to incorporate an affordable SME workspace offer as part of the proposed development. This should be worked up in partnership with an established workspace provider in order to offer a flexible and accessible package of workspace terms designed to incubate and support new businesses.

Housing

23 This site forms part of the wider Hayes Town Centre Housing Zone, which has been prioritised for accelerated housing delivery with GLA funding support. Whilst the proposed residential schedule is still to be finalised, the scheme is currently understood to include up to 1,400 residential units. The proposed quantum of housing would considerably exceed the target minimum output for this site within Hillingdon Council's emerging site allocation (SA5), and would represent 25% of the Council's borough-wide housing target up to 2025. The proposed provision of these units is therefore strongly supported in accordance with London Plan Policy 3.3.

Affordable housing

24 Whilst the detail of the affordable housing offer is still to be established, it is understood that the applicant has engaged in initial discussions with a Registered Provider, and is seeking to optimise the level and tenure of affordable housing in response to policy requirements, scheme viability and the characteristics of the local context. Whilst London Plan Policy 3.11 sets a strategic tenure split target of 60/40 (affordable rent and intermediate affordable), in the context of the site by site approach advocated by Local Plan Policy H2, GLA officers are open to discussion on optimising the tenure split in order to maximise the number of affordable housing units delivered on site. This is in line with London Plan Policy 3.12, which seeks the maximum reasonable amount of affordable housing.

25 To inform negotiations in this regard, the Local Plan establishes a Borough-wide strategic affordable housing target of 35%. The same target has been adopted for the Hayes Housing Zone.

26 As discussed at the meeting, Mayor intends to publish a consultation draft Affordable Housing SPG in November 2016. This is expected to establish a benchmark level of 35% affordable housing (with a policy compliant tenure split) as a cut off for the requirement for a scheme viability review process. I.e. where a scheme proposes 35% affordable housing, a viability report need not be prepared and submitted.

27 Nevertheless, if an offer of less than 35% is made, the applicant will be required to submit a viability appraisal in support of the proposed scheme. This should be rigorously tested by the Council and its independent consultants, with all key appraisal inputs scrutinised, including: benchmark land value; developer profit margin (relative to scheme risk); build costs (including any exceptional costs associated with historic restoration etc.); and, sales values. Both the submitted appraisal, and the findings of the independent review, would need to be shared with the GLA. The applicant is strongly encouraged to meet the 35% benchmark in order to simplify the planning process, and help deliver the Mayor's manifesto commitments.

Mix of units

28 Based on discussions at the meeting it is understood that the proposed housing schedule is still being developed. Noting the prevailing context of interwar suburban family housing in this case, and the linkages to Hayes and Harlington Station and the town centre, a weighting towards smaller units within the private market housing provision of this scheme would be acceptable in strategic planning terms. However, in accordance with London Plan Policy 3.11, the applicant will be expected to prioritise the provision of family sized affordable housing units as far as possible.

Residential standards, density and children's play space

29 With respect to residential standards, the applicant confirmed that the scheme is being designed to meet and exceed London Plan minimum space standards (Policy 3.5). This is supported, and in line with London Plan Policy 3.8 the applicant will need to provide 10% of units as wheelchair accessible/easily adaptable (Building Regulation requirement M4 (3)) and the remaining 90% as accessible and adaptable (Building Regulation requirement M4 (2)).

30 Having regard to Table 3.2 in support of London Plan Policy 3.4, the suburban nature of the surrounding context (and the varying PTAL) would generally suggest a residential density of 150 to 350 habitable rooms per hectare / 35 to 90 units per hectare. However, in line with guidance within the Housing SPG, the characteristics of this particular Opportunity Area site (including its size and existing large-scale buildings) offer the potential to introduce a transition from the suburban setting to a neighbourhood of a more urban character. Such an approach would support sustainable intensification of a suburban brownfield site, and capitalise on the benefits of Crossrail. Accordingly, the applicant is proposing a residential density of 200 units per hectare. Whilst this would exceed the general range identified by the London Plan, noting the particular characteristics of this site the proposed density is supported in strategic planning terms as an exemplar of suburban town centre intensification.

31 The applicant also confirmed at the meeting that it was developing a children's play strategy, and identified various suitable locations for play on site. These proposals include doorstep play space within semi-private communal courtyard spaces, but also include play opportunities within the proposed public realm. As the detail of the proposed residential mix emerges, the applicant is encouraged to continue to progress the development of the on-site play strategy in response to estimated child yield, in accordance with London Plan Policy 3.6 and the Play and Informal Recreation SPG.

Social infrastructure

32 London Plan Policy 3.7 states that large residential developments should, where necessary, coordinate the provision of social, environmental and other infrastructure. Given the quantum of residential development proposed in this case, it will be important that the scheme appropriately contributes towards the infrastructure necessary to support sustainable communities.

33 In terms of social infrastructure, it is noted that the applicant is providing space for a potential nursery as part of a community centre within the scheme. This is strongly supported, and could provide enhanced facilities (as part of a relocation strategy) for the existing Children's Centre at the western end of Nestles Avenue.

34 More generally, the GLA is working with Hillingdon Council to commission a development infrastructure funding study (DIFS) to identify the full range of infrastructure necessary to support anticipated growth within the Hayes Housing Zone. It is understood from

discussions at the meeting that the Council foresees a requirement for a new primary school within the Housing Zone. This potential requirement is being examined further as part of a local educational needs study, and the findings of this will inform the Hayes Housing Zone DIFS. Hillingdon Council and the GLA will keep the applicant team informed of developments in this regard accordingly.

Urban design

35 As discussed in paragraph 12, the GLA is working jointly with Hillingdon Council and other local stakeholders (including the applicant) to prepare a Hayes Opportunity Area Planning Framework (OAPF). The emerging draft OAPF sets out strategic design principles for this site in the form of a wider masterplan for the emerging Hillingdon site allocation SA5.

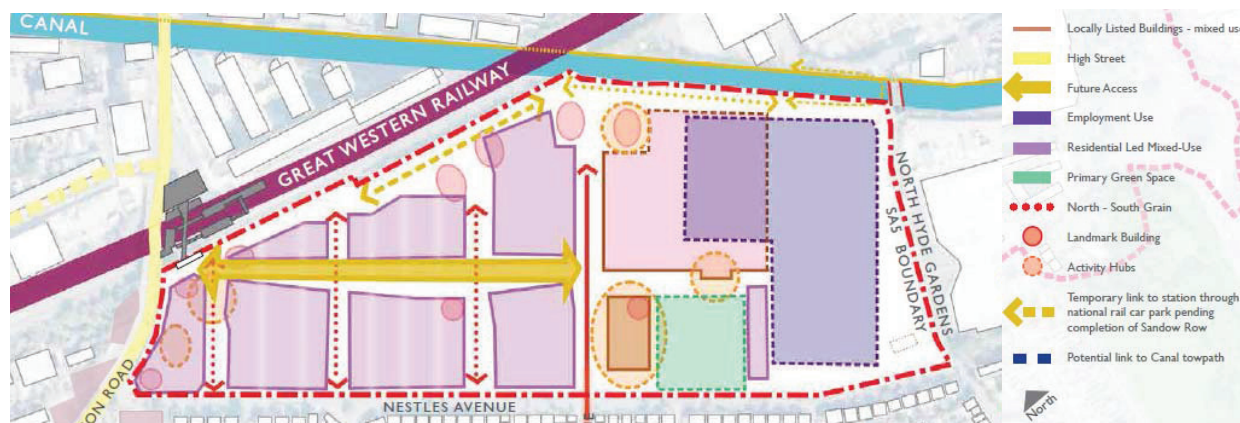


Figure 3: Draft Hayes OAPF masterplan principles for site SA5.

37 The draft OAPF masterplan essentially seeks to establish a new east-west route into the heart of the site, connecting the historic Nestle factory core with the station and high street. The canal edge at the north of the site would also be opened up, supporting improved connections with the wider Blue Ribbon Network and Green Chain corridors associated with the Crane Valley to the east. The masterplan seeks to retain the high quality Truscon and Sandow factory building facades, as well as the canteen building and adjacent green space. In terms of scale, the OAPF envisages 12-storeys along the railway, transitioning to 2 to 3-storeys along Nestles Avenue, but with an opportunity for a local landmark building (12-storeys) at the Station Road junction.

Masterplan layout

38 As demonstrated by figure 4, the proposed scheme in this case responds very well to the draft OAPF design principles, and would successfully manage the critical interface between residential; mixed use historic core; and, commercial employment uses. This would be achieved through the adoption of a legible residential street pattern - supported by the careful retention and conversion of the historic factory buildings (as described in paragraph 8); and, the use of these historic buildings (and various new-build elements) to wrap/buffer the large-scale commercial uses. This arrangement also ensures that the commercial uses would benefit from direct access to North Hyde Gardens, and the strategic road network beyond.

39 The arrangement of the proposed masterplan would also deliver considerable improvements to the southern edge of the Grand Union Canal (which is currently inaccessible in this location). These improvements include the provision of a high quality landscaped towpath, fronted by a mix of residential and commercial uses. In conjunction with activation from residential blocks and a potential canoe club, the proposed location of the commercial office units at this edge would work

very well in terms of providing passive overlooking and amenity space to support the aims of London Plan policies 7.3 and 7.27.



Figure 4: Proposed masterplan for former Nestle factory site.

Height, scale and massing

40 The scale of the proposal ranges from two-storeys (along Nestles Avenue at the interface with suburban hinterland) to 12 to 15-storeys (at the railway edge). The approach to scale generally accords with that within the draft OAPF masterplan, and would be successful in terms of optimising the development potential of the site, and providing an appropriate response to the varying site edge conditions. Notwithstanding this, as part of meeting discussions it was acknowledged that the Council’s conservation officer had expressed concerns with respect to the scale of a 7-storey new-build block north of the retained canteen building. In urban design terms GLA officers are of the view that this block is of an appropriate scale, and helps to support a positive sense of enclosure for the proposed public space at Wallis Gardens. However, further visualisations would be beneficial as set out in paragraph 46 below.

Residential design quality

41 With respect to the proposed residential building typologies, the applicant proposes a mix of houses with back gardens, and apartment blocks with balconies/internalised private amenity space and communal garden areas. These typologies have been carefully arranged to respond to the various sensitivities of their context, and to create clearly defined and well-activated streets. Moreover, the prevailing north-south alignment of apartment blocks allows dwellings to benefit from favourable sun-lighting conditions. With respect to the element of residential conversion at the Truscon building, it is noted that the arrangement has been particularly well-considered to provide a favourable aspect and outlook for dwellings (as well as deck access for south-facing units in the main factory building).

42 More generally the plans and layouts presented demonstrate that the scheme would respond well to the residential design principles within the Housing SPG (in terms of maximising dual aspect units; providing ground floor residential entrances; and optimising unit to core ratios). Furthermore, subject verification that potential issues of noise and vibration (from the railway

and/or commercial uses) would be suitably mitigated (refer to the sustainable development section below), GLA officers are of the view that the scheme would exhibit a very high standard of residential design.

Historic environment

43 As discussed at the meeting, and having had regard to the proposed public benefits of this scheme, GLA officers are of the view that a favourable balance has been struck between the loss and retention of Locally Listed Buildings within the Botwell Nestle Conservation Area. More generally, officers are of the view that the proposed scheme (including a new residential neighbourhood; mixed use core; and new employment quarter) would significantly enhance the character of the Botwell Nestle Conservation Area. More detailed heritage consideration with respect to specific areas of the scheme are set out below.

Truscon building

44 The proposal to fully restore the 'art deco' tower and its interiors (including the staircase and ground floor room) is strongly supported. Furthermore, in response to previous informal discussions, the revised roof extension design (substituting a saw-tooth profile for a simpler approach) is welcomed. The proposed extension on the main factory building is acceptable on the basis that it would be sufficiently set back so as not to compromise the integrity of the retained and restored 1930s facade, or the silhouette and presence of the 'art deco' tower. The decision to retain the eastern Truscon building elevation (as a front door to a new-build commercial unit behind) is particularly welcomed, as is the facsimile elevational response to the canal edge.

Sandow building (and adjoining new-build blocks)

45 The reconstruction of this largely hidden/lost historic element is strongly supported. Officers are satisfied that the scale, height, siting and massing of the proposed new-build blocks adjacent would not harm the integrity, setting, character and appearance of the retained elevations.

Canteen block

46 The proposed restoration of this block (including the former dining hall and its colonnade and the attached two-storey L-block) is strongly supported. No objection is raised to the demolition of the single-storey lavatory block to the rear, however, as discussed at the meeting, additional detail and visualisations are sought with respect to the proposed medium-rise block that would replace this. Essentially, it should be demonstrated that the proposed new block would sit comfortably in its context, and be sympathetic to adjacent heritage assets.

New-build block G (fronting eastern edge of Wallis Gardens)

47 It is noted that the positioning of this block would result in a slight loss of symmetry for the formal garden layout - in terms of the dimension of green space either side of the central avenue. Nevertheless, this block would provide a positive sense of enclosure and active residential frontage to the garden, and would not harm the character of the Conservation Area or setting of Locally Listed Buildings.

Lodge

48 The proposed loss of this interwar villa is regrettable. However, it is noted that this Locally Listed Building is of a very different architectural style to the art deco/modern movement 1930s factory and staff amenity buildings which define the primary character of the Conservation Area. Having regard to this; the proposed retention and refurbishment strategy for the remainder of the Locally Listed Buildings; and, the high quality of the new build elements and their positive contribution to the character of the Conservation Area generally – this proposed loss is outweighed.

Inclusive access

49 London Plan Policy 7.2 seeks to ensure that future development meets the highest standards of accessibility and inclusion, and requires that design and access statements explain how the principles of inclusive design, including the specific needs of disabled people, have been addressed.

50 In the interests of supporting housing choice for disabled people, GLA officers expect the 10% provision of wheelchair accessible/adaptable homes to be provided as both house and flat typologies within the scheme. Blue Badge parking should also be provided on a 1:1 basis for wheelchair accessible dwellings, and conveniently located close to entrances/cores.

51 The proposed landscaping strategy (including the integrated play facilities, trim trail and new section of canal towpath) is strongly supported. In working up the detail of this the applicant is advised to pay close attention to the treatment of gradients, as well as any public realm steps or shared spaces – to ensure that these would not present unintended barriers to inclusive access.

Sustainable development

Energy strategy

52 In accordance with London Plan Policy 5.2 the applicant should provide an energy assessment which complies with the principles of the London Plan energy hierarchy. Recently updated guidance on the format for the energy assessment is available on the GLA website here: www.london.gov.uk/what-we-do/planning/planning-applications-and-decisions/pre-planning-application-meeting-service-0.

53 The Mayor currently applies a target reduction of 35% against Part L of Building Regulations 2013 for the purposes of assessing carbon dioxide savings against London Plan Policy 5.2. However, as explained within the abovementioned energy assessment guidance, the carbon reduction target for new development changed on 1 October 2016 to 'zero carbon' (as defined in section 5.2 of the Housing SPG for residential development) for referred applications received by the Mayor on or after this date.

54 The carbon dioxide emission figures should be reported against a Part L 2013 baseline. For the refurbished elements of the development the applicant should follow the methodology outlined in the GLA energy assessment guidance document. The carbon dioxide savings for the new and refurbished elements should be presented separately within the energy strategy, making clear how the new build element is performing against current standards.

55 Further detailed comments on the draft energy strategy presented to GLA officers is set out below:

- The applicant should commit to meeting Part L 2013 by efficiency measures alone. Sample SAP full calculation worksheets (both DER and TER sheets) and BRUKL sheets including efficiency measures alone should be provided to support the savings claimed.
- The applicant has undertaken preliminary modelling to assess the overheating risk and will undertake a full assessment using the CIBSE TM52 methodology with current and future weather scenarios, this is welcomed. The applicant should particularly consider how best to mitigate any restrictions posed by, for example, local air quality or noise issues, ground floor apartments and single aspect units. It is understood that corridors are proposed to be heated, this was identified as a potential overheating concern at the meeting. The applicant should demonstrate that the heated corridors would not overheat i.e. outline the control strategy given that corridors are generally confined find spaces that receive heat gains from dwellings and pipework.
- A domestic overheating checklist is included in the GLA's energy guidance which should be completed and used to identify potential overheating risk and passive responses early in the design process. The completed checklist should be included as an appendix of the energy statement.
- The applicant has investigated opportunities for connection to nearby district heating networks. The applicant has acknowledged that the Southall Gasworks site is within the vicinity, however it is understood that delivery of the network is likely to come after the delivery of this scheme. Evidence of correspondence with Ealing Council and the developer of the network should be provided in the energy statement, this should include anticipated timescales. The applicant has committed to providing a site-wide heating network, suitable for connection to wider district networks now or in the future.
- In line with GLA guidance for large-scale developments (1,000 or more dwellings) the applicant should investigate the feasibility of including additional space within the energy centre and capacity within the site heat network to supply heat to nearby developments and, where applicable, existing buildings. The applicant should contact the local borough energy officer to determine whether the development site could form part of an energy masterplan within the area. Evidence of correspondence should be provided.
- The site has confirmed that the site will be served by a single energy centre with all building uses on the site should be connected to the site wide heat network. A plan of the proposed distribution network should be provided, which should also include information on how the network will be built out in relation to the phasing of the development.
- A plan showing the size and proposed location of the energy centre should be provided. As outlined above extra capacity should be investigated for potential future expansion.
- The applicant is proposing CHP as the lead heat source of the development. Information on the CHP should be provided including the size of the engine proposed (kWe/kWth); proportion of heat met by the CHP; the number of operating hours; and whether there will be provision of a thermal store. The applicant should also provide the analysis used to determine the size of the CHP including, suitable monthly demand profiles for heating, cooling and electrical loads. The plant efficiencies used when modelling carbon savings should be based on the gross fuel input for gas rather than the net values often provided by manufacturers.
- The applicant should provide information on the management arrangements proposed for the system, including anticipated costs.
- In line with Policy 5.7 the applicant has investigated the inclusion of on-site renewable energy generation and solar PV is proposed, a plan showing the proposed location of the installation should be provided.

Climate change adaptation

56 London Plan policies 5.10 and 5.11 seek the incorporation of new green infrastructure as part of development proposals, and Policy 5.13 requires the use of sustainable urban drainage systems to reduce surface water runoff. The applicant confirmed that it was exploring options for rainwater attenuation and potential green/brown roofs. This is supported, and the future submission should include firm proposals for these measures where feasible and viable. GLA officers also welcome the proposed development of landscaping proposals for the canal towpath, which, along with amenity space should include opportunities for the planting of native species to support local biodiversity and access to nature in accordance with London Plan Policy 7.19.

57 Whilst the applicant seeks to retain existing high quality mature trees wherever possible, it is understood that a number of trees may need to be removed in order to facilitate the redevelopment. Such proposals will need to be supported by an arboricultural report, and a replacement planting strategy in line with London Plan Policy 7.21.

Noise and vibration

58 The proximity of the railway to the north of the site is expected to present potential issues for residential quality associated with noise and vibration. Uses within the proposed large scale commercial units may also generate similar issues. In order to support a high quality residential environment, and protect the flexibility of the proposed new employment space, it is understood that a number of dwellings on sensitive facades will require noise attenuation measures. GLA officers are of the view that these issues should be capable of acceptable mitigation through standard design and construction measures. Nevertheless, in support of the future application and in line with London Plan Policy 7.15, the applicant will need to submit a noise assessment which considers the acoustic environment at the site, and identifies any necessary mitigation measures required.

Transport

59 A detailed transport assessment (TA), prepared in accordance with TfL's Best Practice Guidance www.tfl.gov.uk/info-for/urban-planning-and-construction will need to be submitted in support of the future planning application.

Car parking

60 Whilst TfL would support a parking ratio of 0.4 spaces to units at this site, a level of 0.5 (as currently proposed) is acceptable in strategic planning terms. This would respond to the arrival of Crossrail; promote the use of more sustainable modes of transport; and be beneficial in terms of mitigating the traffic impacts of the development (particularly on the Bulls Bridge Roundabout). The applicant will also need to set out justification for the proposed level of car parking provided for other land uses, particularly the large scale commercial units.

61 It is advised that parking controls are introduced for adjoining streets in order to address the risk of potential overspill parking that might otherwise arise as a result of the development. In this regard it is understood that Hillingdon Council is commissioning a review of on-street parking in the area - with a view to including the adjoining roads within a Controlled Parking Zone (CPZ). This is supported.

Modelling requirements

62 The scope of transport modelling for this scheme has been subject to various joint discussions with TfL and Hillingdon Council. It should be noted that, subject to the outcome of the modelling and analysis, TfL may seek appropriate contributions towards improving the Bulls Bridge Roundabout and others part of the Transport for London Road Network impacted on by the development.

Walking and cycling

63 TfL has advised in its own dedicated pre-application letter that the applicant is required to undertake a review of the pedestrian and cycle environment in the vicinity of the site, and to address any deficiencies identified through the Section 106 and/or Section 278 process.

Bus service improvements

64 As part of the meeting, potential changes to the bus services in the vicinity of the site were discussed. In this regard TfL and Hillingdon Council are jointly exploring the feasibility of serving Nestles Avenue with a bus service. The requirement for this would be new bus stops; a bus stand; and somewhere for buses to turn. The junction of Nestles Avenue and Station Road would need to be changed to allow buses to turn right, out of Nestles Avenue. It is also likely that some parking along Nestles Avenue would need to be withdrawn. Further information on this work can be provided in due course, and some feasibility work may need to be undertaken as part of the application.

Conclusion

65 Having regard to the emerging land allocations within the Hillingdon Local Plan, the proposed mixed use redevelopment of this vacant industrial site to provide both new employment space and new homes, as part of a heritage-led masterplan, is strongly supported in strategic planning terms.

66 More generally, the approach taken on this site represents an exemplar for other major growth corridors in London (such as Crossrail 2) - through the successful consolidation of employment land, and sustainable integration of large scale commercial elements with high density housing in a highly accessible location.

67 The applicant should, nevertheless, ensure that the issues discussed in this report with respect to employment; housing; social infrastructure; urban design; historic environment; inclusive access; sustainable development; and transport are fully addressed by the future planning application.

for further information contact GLA Planning Unit, Development & Projects Team:

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**Appendix 7: London Borough of Hillingdon
original conservation area
designation papers**

RESOLVED - That the Capital Expenditure Sub Committee be advised that this committee may in the future require about ten acres of land for re-siting of existing non conforming users in the Green Belt.

12. ENVIRONMENTAL POLICIES - DEPARTMENTAL ACTION - PL9(1)

The Director of Law and Administration submitted a report detailing action that the Council was or could be taking to effect suggestions by Councillors Carey and Walker at the Council meeting held on 21 April 1988 to improve the environment in the borough. In as far as these suggestions affected the Planning Committee, it was noted that the first meeting of the Hillingdon Nature Conservation and Ecology Forum would take place on Wednesday 13 July 1988. With regard to attaching conditions for planning permission relating to the ecological improvements, it was felt that this may not be easy in every case and to make this a blanket policy was unlikely to be lawful. Despite fears as to the integrity of the Green Belt, it seemed that recent DOE guidance notes had re-affirmed the Green Belt principle, especially in West London. Also the Acting Director of Law and Administration and the Director of Finance were looking into whether a trust fund could be established to direct funds from planning gain to Green Belt sites in need of improvements. Finally with regard to Hayes Town it was noted that several schemes could effect environmental improvement here, such as the opening of the Hayes By Pass, the improvements to the Hayes Town Centre estate and the proposals set out in the Draft Minet Planning Brief considered earlier on the agenda.

A member moved that the Council not purchase, specify or use tropical hardwoods where possible on account of the effect of the felling of such trees on the global environment. However it was noted that the Leisure Committee at its meeting on 16 June 1988 had recommended such course of action to the Policy & Resources Committee and therefore it was proposed and seconded that advice be given to would be developers when seeking planning permission that they do not use tropical hardwoods in their construction subject to legal opinion on the matter.

RESOLVED - (1) That the report be noted; and
(2) That would be developers be advised by the Council not to use tropical hardwoods in their construction, subject to legal determination and reference to Policy and Resources Committee.

13. HEATHROW AIRPORT SURFACE ACCESS - PL10(1)

Members received a report on three studies on proposals that may facilitate surface access to Heathrow Airport.

A firm of consultants had been appointed to undertake the study of traffic operations on the M25 which was seen as complimentary to that undertaken for other consultants in relation to widening the M25 between the M4 and the M40. The officers were seeking involvement in the M25's study. Details were also reported of the two rail options to Heathrow Airport i.e. R5 (using the Staines branch line and accessing Heathrow from the west and R6 (using the Paddington main line and routing it to the east of the Yiewsley By Pass). It was reported that the latter route was deemed the better one by the London Planning Advisory Committee although some members of the Planning Committee were concerned at the effect of this one on the borough. If the latter one is backed by the Department of Transport then the officers would seek members views on the most constructive way of promoting a fixed track link as well as safeguarding the borough concerns. Finally it was noted that the officers would be able to play a role in the 360o surface study and full M25 traffic study via the HASQUAD Liaison Panel.

RESOLVED - (1) That the action being taken by the officers be endorsed.

14. HAYES TOWN DESIGNATION OF CONSERVATION AREAS - PL11(1)

The Director of Planning submitted a report proposing the designation of three conservation areas in Hayes Town ie. around East Walk/West Walk and around the Thorn/EMI and Nestle factories. The report pointed out the background to the design of the factory buildings and the fact that current demolition works being undertaken without consent made conservation here all the more necessary. The residential area East Walk/West Walk which comprised workers cottages using garden city layout with narrow cul-de-sacs and well maintained gardens could also be at risk from changes in appearance made by owner/occupiers and therefore similar conservation was required with the possibility of an Article 4 Direction in the future.

It was noted that members of the Hillingdon Conservation Council had visited the area and that the Historic Buildings and Monuments Commission supported the proposals.

RESOLVED - That the areas shown on maps CA16, CA17 and CA18 and including the properties listed in the schedule, displayed at the meeting be designated as conservation areas.

Object

To consider the designation of areas around East Walk/West Walk and around the Thorn/EMI and Nestle factories as Conservation Areas.

Recommendation

That the areas shown on Maps CA16, CA17 and CA18 and including the properties listed in the schedule (to be circulated at the meeting) be designated as Conservation Areas.

Information

11.1 The area at Botwell to the East and West of Hayes and Harlington Station was developed in the early part of this century for industrial purposes. The two main factories are the interwar Nestle works and the Thorn/EMI complex in Blyth Road. The former was designed by Wallis Gilbert and Partners (designers of the Hoover and Firestone Works) while the latter is by Sir E Owen Williams, one of this country's foremost Engineers from this period. Edgar Jones in his book "Industrial Architecture in Britain 1730-1939" comments as follows on The Dawn of the Modern Movement.

"EXPRESSIONISM

11.2 It was really not until the late 1920's that expressionism was accepted in Britain and started to influence the design of new factories and warehouses. Among its leading exponents was Sir E Owen Williams (1890-1969), the civil engineer and architect, responsible for the Empire Swimming Pool, Wembley (1934); Daily Express buildings (1932-9); and the Pioneer Health Centre, Peckham (1934). Trained as an engineer and employed from 1912 by the Trussed Concrete Steel Co, his first independent job was a gramophone factory at Hayes"

"In 1919 Williams set up his own practice and in that year was commissioned by T Wall and Sons to execute a meat factory in Friary Road, Acton, which was subsequently converted for the production of ice cream. Various other industrial projects followed (in 1920 for a tannery at Runcorn and an ice-making plant in Hull during the following year) his reputation being established as the principal engineer to the British Empire Exhibition, Wembley, 1922-4, for which he received a knighthood."

"His best work which set him apart from his contemporaries followed in the 1930's when he started work on a major undertaking, to create a new plant for Boots, the pharmaceutical manufacturers at Beeston, Nottingham."

"ART DECO

While not exhibiting the expressionist features of Williams' factory for Boots at, Beeston, a number of Art Deco industrial buildings were erected along the main arterial roads leaving London where they could serve the extra purpose of advertisements for their companies. With their sleek lines, smart gardens, and imaginative entrances (not so dissimilar to those facing contemporary cinemas), they formed a procession of light-industrial showpieces. Among the finest were the Firestone Factory (1928) and the Hoover factory (1931-5) both by Wallis, Gilbert and Partners."

11.3 Turning from the industrial to the residential, the area around East Walk/West Walk has been proposed for designation. The area is one of "Workers Cottages" with a layout using Garden City ideas. Indeed the cottages were built by the Great Western railway for their workers and the estate was administered by the Great Western (London) Garden Village Society Limited. The houses were built just before 1930.

11.4 They are of rendered concrete block with hipped tiled roofs in an orange pantile, the roof being carried down as a lean-to at either side. The houses are arranged in semi-detached pairs or terraces of four and the building line is staggered to give extra interest and create a sense of enclosure. The houses along Crossway are of a similar but simpler pattern and were built a year or two earlier using the "Easiform" concrete method of construction.

11.5 The roads are narrow cul-de-sacs giving the area a quiet, self-contained community atmosphere. Many of the front gardens are beautifully cared for and ringed by tall hedges adding to the Garden Suburb character. The triangular spaces to the rear of the houses and at the corners are given over to allotment gardens again carefully tended.

11.6 The only potential problems are that there is a danger of development pressures on the allotment areas leading to the demolition of individual cottages for access. There is also a danger that, with the sale of the cottages to owner/occupier, DIY type alterations will despoil the character of the area and that front gardens will disappear to create more and more off-street parking. It is for these reasons that designation is needed now and that the possibility of an Article 4 Direction needs to be examined.

11.7 It was originally intended to consult owner/occupiers before designating but the informal feedback so far received indicates support for the idea of a Conservation Area and it may therefore be more relevant to proceed with the designation and then consult local residents as to the acceptability of Article 4 Direction. Such a Direction would bring under control various small alterations such as changes to windows and roofs, the insertion of dormers and removal of front garden hedges - all features that contribute to the special character of this secluded housing area.

11.8 With regard to the industrial area, the designations are currently necessary because of demolition works now being undertaken without consent. The factories are structures of Architectural and Historic importance. It has been said these white buildings effortlessly dominating their surroundings, set in verdant green park-land or standing against a blue sky are monuments of their time.

11.9 The Conservation Area designations would be accompanied by a consultation exercise on the proposal to create a wider Area of Special Character within which the Council would take an active role in promoting business/employment uses while seeking environmental improvements to the canal-side. Such a policy would be a recognition of the importance of the Conservation Area here proposed and of the significance of the canal as a major amenity and leisure resource in relation to Hayes Town.

11.10 The proposed Conservation Areas (industrial and residential) have been discussed by the Hillingdon Conservation Council and were the subject of a walkabout last month. As a result, Members expressed their support for the proposals. The Historic Buildings and Monuments Commission (English

Heritage) have said that they would support the Council's designation of the East Walk/West Walk area and would definitely be in favour of the designation of the Industrial Areas. They feel that the two main factories could possibly merit Statutory Listing when the Borough is resurveyed by the DoE and that the immediate protection given by designation would be welcomed.

Background Documents:

These are referred to in the text of the report.

PL.12(I) TOWN & COUNTRY PLANNING ACTS 1971 - 1974 (AS AMENDED) SECTIONS 60-61 - VARIOUS TREE PRESERVATION ORDERS

Object

To consider confirming Tree Conservation Orders Nos. 412, 415, 424, 426, 429.

Recommendation

That the following Tree Preservation Orders be confirmed without modification.

415 - ST HELENS SCHOOL EASTBURY ROAD NORTHWOOD
424 - 48 DUCKS HILL ROAD AND PART OF DENVILLE HALL NORTHWOOD
426 - SHIRLSTAR HOUSE ST JOHNS ROAD UXBRIDGE
429 - 50 DENE ROAD NORTHWOOD

Information

12.1 The Director of Planning has authorised the making of these TPOS. As no objections to them have been received, they can therefore be confirmed without modification.

Background Document:

TPO Working Files

PL.13(I) TOWN AND COUNTRY PLANNING ACTS 1971 - 1974 (AS AMENDED)
SECTIONS 60 AND 61 TREE PRESERVATION ORDER NUMBER 420 - 'ODDICOMBE,
TROUT ROAD, WEST DRAYTON - DLA

Object

To consider confirming Tree Preservation Order Number 420.

Recommendation

That Tree Preservation Order Number 420 be confirmed without modification.

Information

13.1 Acting in accordance with delegated powers the Director of Planning authorised the making of a Tree Preservation Order on a group of 7 trees on Land at rear of Oddicombe, Trout Road, West Drayton, Middlesex.

"The practice had been founded by Thomas Wallis (1872 - 1953), who in 1914 was approached by Kahncrete, the American engineering company that specialised in reinforced-concrete structures for industry and had developed its interests in the UK through a subsidiary, the Trussed Concrete Steel Co."

"Adopting a monumental style, leavened by neo-classical detailing, the firm proceeded to undertake a series of industrial and commercial commissions which included that for the bus and lorry manufacturers Tilling-Stevens, at Maidenhead (1917); the Caribonum Co's offices (1918); Napier and Sons motorworks, Acton (1920) and the Albion carworks, Glasgow (1927); together with HG Saunders' tube-factory, Southall; the Commer Cars' new motorworks at Luton; and a cocoa factory for Nestlé's at Hayes."

"Having thus established his architectural credentials, in 1926 Wallis designed, in just four days, the Wrigley factory, Wembley, his first commission for an American company. It was one of the buildings in Britain to rely on a structure of reinforced concrete mushroom columns (pre-dating Williams' Beeston plant) to support the curtain walling. Adjacent to the LMS main line, it was observed daily by thousands of commuters and travellers destined for Euston."

"It was, however, in the Art Deco style that Wallis' best-known commissions were executed. The Brentford factory for the Firestone Tyre Rubber Co established a formula that he was to exploit successfully elsewhere on the Great West Road and for Hoover on Western Avenue."

"SUMMARY

The thirties, though not witnessing the wholesale import of expressionistic principles into British industrial architecture, did exhibit the widespread adoption of reinforced-concrete and steel construction methods. These, in turn, affected the outward form of many factories and warehouses. Greater thought was given to the arrangement of plant, both to facilitate manufacturing processes and to meet the social, educational and health needs of the workforce."

"Economic growth in the period - concentrated in motor vehicles, chemicals and electricity - also made for change by providing factory, commissions, often in areas such as the Midlands and South-east where the traditional industries had no established hold. Estates of light, modern factories (showpieces in themselves) were erected in the suburbs of London and in such towns as Coventry, Leicester and Birmingham creating opportunities for firms such as Wallis, Gilbert and Partners to erect exciting and innovative designs."

