

VARIATION REPORT

HAYES & HARLINGTON PLANNING SUB-COMMITTEE
18 MARCH 1997

SUPPLEMENTARY REPORT OF THE
HEAD OF PLANNING SERVICES

PART 1 - MEMBERS AND PUBLIC (INCLUDING PRESS)

18. (A) Application No. Location

12853W/96/1667

H J HEINZ CO LTD
HAYES PARK
HAYES END ROAD
HAYES

Proposal

REFURBISHMENT OF EXISTING
ADMINISTRATION AND RESEARCH
BUILDINGS FOR OFFICE USE,
ERECTION OF A NEW OFFICE BUILDING
AND DECKED CAR PARK (INVOLVING
DEMOLITION OF FIELD HOUSE AND
GARDEN WALLS), REALIGNMENT OF
INTERNAL ROAD AND PROVISION OF
CAR PARKING AND LANDSCAPING TO
INDIVIDUAL BUILDINGS

Drawing Nos. DPA 001-002,

Location/Site Plans, DPA 104,

105, New Building; DPA 203,

Parking Structure; DPA 401-407

Administration & Research

Buildings; DPA 501, 502

Elevations/Landscaping, received

on 29.10.96, Planning Statement

dated 22.10.96, Schedule B

- Schedule of Materials received

29.10.96. DPA 101, 102, 107 New

Building; 408, 409 Admin &

Research Buildings, DPA 103, 106

New Building; DPA 201, 204

Parking Structure, received

3.3.97. DWP4/A, DWP6, DWP7,

Highway Works, received 7.3.97.

DPA-003; 202, Parking Structure

received 11.3.97.

(Date of receipt: 29.10.96)

(Last amended plans received: 11.3.97)

DPA 108 Rev.1, 109 Rev.1, 110, 111, 205, 206,
207, Planning Statement received 29.10.96,
Traffic Impact and Transport Assessment
received 21.11.96.
Letters received 22.1.97, 7.3.97,
20.2.97, 13.2.97, 23.1.97, 23.1.97.

DPA 203 Rev.2

Central Hillingdon Local Plan - Metropolitan Green Belt

(1) SUMMARY (A & B)

Planning permission is sought by H J Heinz for the refurbishment of the existing Administration & Research Buildings, recently Listed Grade II*, for office use, and for the erection of a new office building within the developed area of Hayes Park. The proposals will involve the demolition of Field House, a redundant office building and part of the market garden wall. Listed Building consent is sought in parallel for works to the two Grade II* buildings. A package of benefits including environmental/traffic calming proposals and a contribution to public transport and local training initiatives have been proposed by the applicants to be secured by way of a legal agreement. The proposals represent a substantial departure from Green Belt policies of the Development Plan and must be referred to the Secretary of State for the Environment. Green Belt objectives are not prejudiced by the proposals, while the scheme will bring about a beneficial future life occupancy for the Listed Buildings. In light of the particular circumstances of the site, a higher level of car parking provision than the Council's current standards is considered acceptable.

AGREED

(2) RECOMMENDATIONS -

1. That the application not be refused and be referred to the Secretary of State for the Environment as a substantial departure from the provisions of the Development Plan, in accordance with paragraph 3 of the Town & Country Planning (Development Plans and Consultation) Directions 1992.
2. That should the Secretary of State not 'call in' the application, the Council enter into an agreement with the applicant under Section 106 of the Town & Country Planning Act 1990 (as amended) and all appropriate legislation in order to ensure that:-
 - (i) The applicants enter into an agreement under Section 278 of the Highways Act 1980, to pay the cost of design and implementation of works to the highway, including works at the Hayes End Road/Uxbridge Road junction, Hayes End Road improvements and other works to the highway, including traffic calming measures.
 - (ii) The applicants meet the full costs in connection with the design and implementation by the Council of the widening of Hayes End Road, limited to highway land prior to occupation of new office floor space. The applicants further agree to pay all reasonable costs to obtain the land necessary to undertake the further widening of Hayes End Road and implement these works within a reasonable timescale.
 - (iii) The applicants provide a global figure to meet the full costs of providing for the design and implementation of a scheme of traffic calming to be agreed with the Council. The specification of this to include:
 - implementation of traffic calming measures in Park Lane, and Kingshill Avenue, or and Mellow Lane East; or
 - any other areas identified as suitable and/or appropriate for treatment.
 - (iv) The applicants covenant with the Council to make available for public access the land at 1124 Uxbridge Road.

Furthermore, the applicants shall:

 - provide funding for the design, construction and maintenance of any works necessary to provide public access to the land.
 - (v) The applicants covenant with the Council to provide a new public footpath along the western boundary of Hayes Park linking Mellow Lane East and Charville Lane.

Furthermore, the applicants shall:

 - provide funding for legal costs and works necessary to provide public access;
 - a commuted sum for the maintenance of the footpath.

- (vi) The applicants enter into a covenant with the Council to ensure that all land currently used for non-intensive agricultural purposes in Hayes Park and Home Farm is to be used for no other purpose, following occupation of the refurbished buildings.
 - (vii) The applicants secure the future use of Green Belt land beyond the development envelope within the S.106 Agreement through covenants on the land.
 - (viii) The applicants, and any successors in title, covenant to use all reasonable endeavours to ensure that lorries (HGVs) use Hayes End Road access/egress only.
 - (ix) The applicants provide and carry out a woodland management plan for Hayes Shrub to the satisfaction of the Council.
 - (x) The applicants make a financial contribution in order to achieve the diversion of existing bus services or provide new bus services to serve the site, or to secure public transport enhancement in the Hayes area.
 - (xi) The applicants provide a financial contribution of £30,000 to fund the Hayes Opportunities Centre or the Foyer Scheme or other initiatives to improve job opportunities for local people.
 - (xii) The applicants agree to make tenants aware of the Hillingdon Compact.
 - (xiii) The applicants provide a financial contribution of £20,000 to an environmental improvement and protection fund.
 - (xiv) The applicants meet all the Council's reasonable costs in preparing the S.106 and 278 documentation.
3. That officers be authorised to negotiate and agree the detailed terms of the proposed agreements.
 4. That officers submit a further progress report to a future meeting of this Sub-Committee when the Secretary of State for the Environment has decided whether or not to intervene in the decision of the planning application.
 5. That subject to the above, the application be deferred for determination by the Head of Planning Services under delegated powers subject to the completion of Agreement(s) under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.
 6. That if the application is approved, the following conditions be attached.

1. (B1) Time Limit 2. (B16) Details/Samples to be submitted 3. Sample details of the brickwork, stonework and other details approved pursuant to this permission shall be erected on site for the approval of the Local Planning Authority before commencement of works. 4. Details of the following shall be submitted to, and approved by, the Local Planning Authority prior to their construction:	1. (B1) Standard 2. (B16) Standard 3. To ensure that the development presents a satisfactory appearance. 4. To ensure that the development presents a satisfactory appearance.
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- i) openings, roof top plant, slab levels of the new building;
 - ii) all external lighting including the mast lighting on the car park upper deck;
 - iii) columns and glazing to the main entrance of the new building;
 - iv) all external plant;
 - v) alterations to the curtain wall, canopies, materials (flat roof balcony and retaining walls) of the Administration & Research Buildings.
5. The development shall be constructed in all respects according to the plans approved pursuant to this permission and no departure from or additions to these plans shall be made without prior written consent of the Local Planning Authority.
 6. (B2) Trees, hedges and shrubs shown to be retained on Drawing Nos. DPA:002, 003, 203, 204, 408, 409 and 502 shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority.
 7. (B3) Fencing to protect root areas
 8. Before any part of the approved development is occupied, further details of landscaping relating to the development envelope, based on the submitted plans and including a full landscape survey, analysis and design shall be submitted to and approved by the Local Planning Authority.
 9. (B6) New planting
 10. A landscape and nature conservation management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas and features within the site, shall be submitted to and approved in writing by the Local Planning Authority before any part of the approved development is commenced. The landscape and nature conservation plan shall be carried out as approved.
 11. (B10) Parking/Turning/Loading Arrangements, etc.
Prior to the occupation of each building the relevant roads/turning/loading facilities/sight lines and parking areas (including the marking out of parking spaces) shall be constructed and hereafter permanently retained and used for no other purpose.
 12. (B31) People with disabilities
 13. No solid matter shall be deposited so that it passes or is likely to pass into any watercourse.
 14. Surface water run off from the site should be strictly controlled.
5. To ensure that the development presents a satisfactory appearance in relation to the sensitive landscape setting it occupies.
 6. (B2) Standard
 7. (B3) Standard
 8. To ensure that the proposed development makes a satisfactory contribution to preservation and enhancement of the visual amenity at Hayes Park.
 9. (B6) Standard
 10. To ensure that the landscape and nature conservation interest is properly maintained and that the Local Planning Authority are aware of and satisfied with the extent of land to be included in the management plan.
 11. (B10) Standard
 12. (B31) Standard
 13. To prevent pollution of the water environment.
 14. To reduce the risk of flooding to the upper reaches of the Crane catchment.

Informatives:

1. (1) Reserved Matters
2. (3) Property Rights/Rights of Light
3. (10) Disabled Persons
4. (11) Notification to Building Contractors
5. (14) Compliance with legislation administered by Public Protection Services
6. (25) Legislation administered by Building Control
7. The landscape survey analysis design and management plan shall cover the whole of Hayes Park to include proposals for the retention of existing trees and hedgerows and their reinforcement together with the restoration of relic features and creation of new landscape features (e.g. copses).
8. Your attention is drawn to the need to comply with the requirements contained in the letter from the Environment Agency regarding land drainage and environmental quality previously sent to you.
9. Access for the Fire Brigade is to be in accordance with approved document BS of the Building Regulations and Fire Brigade Fire Safety Guidance Note No. 29.
10. Under the terms of the Water Resources Act 1991, the prior written consent of the Environment Agency is required for any discharge of sewage or trade effluent into controlled waters (e.g. water courses and underground waters), and may be required for any discharge of surface water to such controlled waters or for any discharge of sewage or trade effluent from buildings of fixed plant into or onto ground or into waters which are not controlled waters. Such consent may be withheld. Contact Stephen Summerfield, tel. no. 01992 - 645479 for details.
11. Under the terms of the Water Resources Act 1991, the prior agreement of the Environment Agency is required for dewatering from any excavation or development to a surface watercourse. Contact Stephen Summerfield, Tel. No. 01992 - 645479 for details.
12. The car park may be required to hold a Petroleum Licence. Please contact S Applegarth of LFDA, Tel. No. 0171 - 587 2958 for further details.
13. Mogglen Drainage Partnership acting as Management Contractor to Thames Water Utilities Ltd is empowered under Section 106(4) of the Water Industries Act 1991 to refuse connection to a sewer if it is found to be prejudicial to the public system. It is therefore recommended that the applicant liaise with the Partnership at an early stage to resolve all drainage related matters where connection to the public system is proposed.
Please contact: Richard Phipps, Engineering Consultancy, London Borough of Hillingdon, 128 Harlington Road, Uxbridge, Middlesex UB8 3EY.
Tel. No. 01895 - 250283, Fax: 01895 - 250676.

(3) INFORMATION

SITE AREA:	66.8 Hectares	165 Acres
CAR PARKING:	Lost: 0	Provided: 738 Required: 560
TOTAL FLOOR AREA OF DEVELOPMENT:		
	Existing to be demolished: 2320m ²	24,980 ft ²
	Existing to be retained: 11992m ²	129,092 ft ²
	Proposed: 7606m ²	81,879 ft ²
	Total: 19,594m ²	210,909 ft ²

TREES: TPO - Yes

To Be Lost/Retained - Proposal affects mostly inappropriate coniferous trees. Comprehensive planting to be carried out. All TPO'd trees retained.

CONSULTATIONS:

NEIGHBOURS: No. consulted: 323

No. of replies: 23

THE PROPOSAL HAS ALSO BEEN ADVERTISED AS:

- (a) being a substantial departure from the Development Plan
- (b) being a listed building or affecting its setting

Comments:

1. Concern over amount of traffic generated and effect on surrounding roads/local environment (19 respondents).
2. Concern that proposal is likely to lead to further development on the wider site (Green Belt) (20).
3. New building should be no taller than existing (1).
4. Previous highway improvements promised not yet implemented (6).
5. Adverse effect on property prices in the area (1).
6. Speed of existing Heinz employees as vehicles excessive (4).
7. Traffic calming measures required (3).
8. Access to the site is dangerous (1).
9. Enough office premises in locality already (1).
10. Proposal does not accord with provisions of Development Plan (2).
11. Concern that Field House may be of historical interest (1).

OTHER CONSULTATIONS:

COMMENTS:

Hillingdon Federation of Residents and Tenants Associations

Proposals contrary to policies contained in the UDP, which is now at an advanced stage of adoption. Proposals would result in a significant change in the bulk and character of the original buildings. Increase built up appearance of the site and surrounding Green Belt.

Mellow Lane School

Expressed concern over potential increase in volume of traffic, particularly Hewens Road. Complementary measures should be introduced to restrict traffic to Hewens Road in the interests of pedestrian safety.

North Hayes Residents Association

Proposals do not accord with provisions of the Development Plan. Concerns that proposals would lead to further development on Green Belt land.

Home Farm Residents Association

Concern over encroachment onto Green Belt land and increase in traffic movements. Promised junction improvements have not materialised.

Environment Agency

No objection in principle. List of conditions regarding pollution and flooding. List of informatives provided to attach to any planning permission.

MAFF

No comment

British Gas

Alterations to gas supply should be directed to Kenetica Ltd, the nominated shipper for this site.

London Fire & Civil Defence Authority

Access for Fire Brigade to be in accordance with Building Regulations. Car park may be required to hold Petroleum Licence.

Mogden Drainage Partnership

Informative regarding sewage and drainage matters.

Environmental Services

Condition requiring details of external plant. Informative requiring compliance with legislation administered by Public Protection Services.

Recreation Unit

No response

English Heritage

No objection

Southern Electric

No response

London Wildlife Trust

Landscape and ecology package should as far as possible meet their long term aims for open character to be protected and amenity potential realised.

Area Engineers

Traffic calming and various highway improvements at Hayes End Road/Park Road/Kingshill Avenue and junction of Uxbridge Road/Hayes End Road to be provided via a legal agreement.

10. (B)	Application No.	Location	Proposal
	12853X/96/1670	H J HEINZ CO LTD HAYES PARK HAYES END ROAD HAYES	EXTERNAL AND INTERNAL ALTERATIONS TO ADMINISTRATION AND RESEARCH BUILDINGS AND DEMOLITION OF A FORMER MARKET GARDEN WALL (APPLICATION FOR LISTED BUILDING CONSENT) Drawing Nos. LBA-001, 002, 101, 102, 103, 104, 105, 106, 107, 110, 111, 201, 202, 203, 204, 205, 206, 207 and 208 and Planning Statement received on 29.10.96. LBA-003, 108, 109 received on 20.2.97.

(Date of receipt: 29.10.96)
(Last amended plans received: 20.2.97)

Central Hillingdon Local Plan - Green Belt

~~(3) INFORMATION~~

SITE AREA: 66.8 Hectares 164.9 Acres:
CONSULTATIONS:
NEIGHBOURS: No. consulted: Site Notices No. of replies: 0

THE PROPOSAL HAS ALSO BEEN ADVERTISED AS:

- (a) being a substantial Departure from the Development Plan
- (b) being a listed building or affecting its setting

OTHER CONSULTATIONS:

English Heritage

COMMENTS:

No objection subject to conditions governing services, materials, concrete cleaning, finishes, etc.

(4) REPORT (A & B)

The Site

The application relates to all of H J Heinz Co Ltd landholdings at Hayes Park. The office complex and surface car parking area is centrally located in a 14 acre site. There is a main access off Park Lane and a secondary access off Hayes End Road. The office complex is surrounded in the main by farmland and a 25 acre strip of woodland which together total 165 acres, all within the Green Belt. The Administration and Research Building were separately listed Grade II in November 1995.

The Proposal

Full planning permission and Listed Building consent are sought for the refurbishment and expansion of the existing Listed Buildings for office use, the erection of a new office building and the erection of a single deck car park involving the demolition of a redundant office building (Field House) and part of the former market garden wall.

The general approach of the scheme involves the containment of the proposed development within the original development area, the proposed new building being of similar height and mass to the existing buildings at 3 storeys and is sited a similar distance apart as the two listed buildings, enabling the buildings to read as a group set within a traditional landscaped park. The proposed new building would have a contemporary expression, complementing the existing Listed Buildings but retaining a distinct identity and appearance.

The central plant area is retained while the upper level of the single deck car park is roughly level with the adjacent ground level.

The applicants have provided the following breakdown of figures to illustrate the changes in existing floorspace allocation.

Existing floorspace to be demolished	2,320m ²
Existing floorspace to be retained	11,992m ²
Proposed additional floorspace	7,606m ²
(including additional 306m ² in Research Building)	
Total office floor area	19,274m ²
Net increase in floorspace over existing	4,947m ²

The applicants estimate that staffing levels at the proposed development would be in the order of 825 people. At its peak the number of staff employed in the existing development reached 756 in 1980. Current staffing levels however have fallen to 350 as Heinz operations have been relocated to other sites.

The scheme provides a total of 738 parking spaces serving all 3 buildings. A low rise decked parking structure has been designed so that much of the lower deck is below existing ground level and can accommodate 611 cars. The remainder of the parking is provided in discrete pockets around the buildings and is intended for visitors and disabled people.

It is proposed to continue to use the existing access points from Park Lane and Hayes End Road. The junction with Hayes End Road and Uxbridge Road would have to be improved by the construction of a traffic light controlled junction. Heinz have also agreed to implement the widening of the southern end of Hayes End Road, in two stages.

As part of the application, Heinz have proposed a package of benefits to secure the whole of Hayes Park and Home Farm for non-intensive agricultural use together with environmental/traffic calming proposals for the Hayes Park area. These measures include a landscape and maintenance agreement for the parkland and Hayes Shrub, public access to 0.74 ha (1.8 acres) of land at 1124 Uxbridge Road, a public footpath linking Mellow Lane East and Charville Lane. Heinz have also offered to make a financial contribution towards public transport initiatives in the area and to contribute to training initiatives and to an environmental improvement and protection fund. The applicants have offered to enter into a legal agreement with the Council under Section 106 of the Act and other appropriate powers to ensure compliance.

Relevant Planning History

Heinz were originally granted outline planning permission for office and research buildings by the then Ministry of Housing and Local Government after calling in the application in 1960. The Minister at that time considered there were special circumstances which overrode Green Belt policies. In reaching this decision he imposed conditions which amongst other things related to the use, layout, siting, design, access and external appearance of the buildings, landscaping and the provision of car parking, all of which had to be agreed to the satisfaction of the Local Planning Authority. Two further conditions related to the maintenance of the open parkland setting and the confinement of development to the 10 acre central portion of the site. This was followed by:

- 1963 Detailed planning application approved for an office building and a research building with a total floorspace of 130,000 sq ft.
- 1971 Single storey office building measuring 20,000 sq ft (Field House) approved.
- 1971-1988 Other minor development proposals approved.
- 1985 Outline application for erection of 80,000 sq ft of offices in low rise development. Appeal against non-determination withdrawn on 22 January 1986 - no further action.
- 1988 Application for change of use of food research building to any use within Class B1 of the Use Classes Order without compliance with Condition No. 2 of the appeal decision ref. 1187/40621/81 refused.

- 1990 Outline application to refurbish, modernise and extend existing headquarters building, construct new vehicular access and junction, erect new replacement school, provide area over which public will have recreational access - withdrawn.
- 1991 Full application for the refurbishment and expansion of existing offices and erection of a single deck car park was referred to Secretary of State following Committee's decision to endorse the proposal in principle, subject to a legal agreement.
- 1992 Heinz re-submitted the scheme to include all their landholdings to indicate their commitment to the Green Belt; agricultural land and woodland. The Secretary of State resolved to consider the 1992 application instead of the 1991 application at the Public Inquiry following his call in of the application. The 1991 application was subsequently withdrawn.
- 1993 In March 1993 following the Public Inquiry, the Secretary of State approved the proposals to refurbish and expand the existing buildings to provide 29,264m² (314,800 sq ft) of offices and decked car parking for 1200 cars.
- 1995 On 24 November 1995 the Administration and Research Buildings were separately listed Grade II*. Although the 1993 permission remains available for implementation until 1998 the subsequent listing of the Administration and Research buildings would necessitate the securing of Listed Building consent prior to works of alteration affecting those buildings being undertaken.

Planning Policies and Standards

The following are relevant to the application.

1. Green Belt Policies PPG2 'Green Belts'

Policies GB1, GB2 and GB3 of the Central Hillingdon Local Plan (CHLP) and Policies OL1, OL2, OL3 and OL4 of the Proposed Modifications Version of the Unitary Development Plan (UDP). Policies GB2 and OL1 identify acceptable Green Belt uses. Policies GB3 and OL2 seek to ensure that future development changes secure appropriate environmental benefits, are in accordance with appropriate Green Belt uses and will provide a satisfactory standard of landscaping improvements to achieve enhanced visual amenity and open land objectives. Policy OL4 states that the replacement or extension of buildings within the Green Belt may be permissible provided the development would not result in a significant increase in the built up appearance of the site or result in any disproportionate change in the bulk and character of original buildings on the site.

2. Ecology and Nature Conservation

Policies NC1, EC02, EC03 and EC04 of the CHLP and Policies EC2, EC4, EC5 and EC7 of the UDP are considered relevant. Policy NC1 and EC4 refers to the protection and enhancement of sites of nature conservation value particularly as a source of recreational, educational and social enjoyment to the community. The promotion of nature conservation as a part-time land use

through the enhancement and creation of new habitats embraced within an appropriate management plan is covered by Policies EC02, 3 and 4 of the CHLP and EC2, 5 and 7.

3. Agricultural Land

The majority of the Hayes Park site is agricultural land. Policy GB7 (CHLP) and OL6 (UDP) states that planning permission will not be granted for the loss of this land to non-agricultural uses.

4. Recreation

Strategic guidance in relation to open space provision is provided by the Greater London Development Plan (GLDP). Parts of the residential areas to the east, west and south of Hayes Park are more than ¼ mile from public open space, or separated by a barrier to pedestrian movement. Policy RL8 of the CHLP proposes public open space on 1.8 acres of land at 1124 Uxbridge Road, Uxbridge.

5. Employment and Transport

PPG13 'Transportation' and RPG3 'Regional Planning Guidance'

Policy E5 of the CHLP states that offices and business use attracting large numbers of people should normally be located in town centres. Part VI states that a consideration when assessing development proposals is whether they offer planning advantages such as provision of public, social and community facilities or restoration of derelict land, which are commensurate with the extent of the development. This is reiterated in Policy TC8 of the CHLP. Part III of both Policy E5 and LE1 of the UDP seeks consideration of public transport availability, while part IV of these policies requires the surrounding roads to accommodate additional traffic generated. Policies T12 of the CHLP and AM13A of the UDP require new development to provide parking and other highway facilities in accordance with standards adopted by the Local Planning Authority (LPA). Policy T12 of the CHLP and Policy AM10 seek to secure improvements in public transport services in conjunction with development proposals.

6. Listed Buildings

PPG15 'Planning & the Historic Environment'

Policies UL11, UL12 and UL13 of the CHLP and Policies BE6, BE6A, BE7 and BE8 of the UDP are considered relevant and seek to ensure that any works to the listed structure and harmonise with their surroundings.

7. Planning Benefits

Policy E5 of the CHLP and policy LE10 of the UDP states that where appropriate the LPA will seek to ensure that development proposals for business uses provide planning benefits related to the scale and type of the development.

Main Planning Issues

The main planning issues are considered to be

1. whether Green Belt objectives are prejudiced by the proposals;
2. the effect of the proposals on the Grade II* Listed Buildings and their setting;

3. transport effects and car parking provision;
4. landscaping enhancement and visual impact;
5. employment;
6. ecology and nature conservation;
7. planning obligations.

Green Belt

The proposed office development constitutes inappropriate development within the Green Belt and is clearly in conflict with the provisions of the CHLP and Proposed Modifications Version of the UDP. However, the proposal does not lead to unrestricted sprawl or cause coalescence of adjoining built up areas. Nor does it lead to additional areas of open land being encroached upon. The new building and decked car park are to be located within the existing development area of the site, currently accommodating Field House (to be demolished) and the car parking area.

In evaluating the current proposal, consideration of the original appeal decision must be taken into account. In approving the development of the site in the 1960s, the then Minister for Housing and Local Government considered the proposal in the context of undertakings by a well known firm, to preserve and maintain the parkland as an amenity feature and to adapt the development to its surroundings. The IPA would expect any future management plan to continue the commitment to the continuity and maintenance of the woodland and agricultural land that surrounds the site.

Clearly a commercially viable development within the 'development area' has been recognised since the original appeal as a key to the future of Hayes Park and the attainment of objectives of the Development Plan applicable at the time. The listing of the Administration and Research Buildings Grade II* underline the importance of this being achieved.

The scheme approved by the Secretary of State in 1993 for an additional 9,990m² of office floorspace is now unlikely to be achievable due to the subsequent listing Grade II* of the two principal buildings. The applicants state that the current proposal for an additional 4,961m² is required to recoup the cost of modernisation and refurbishment of the Listed Buildings and have submitted viability studies to justify their claim. The applicants further state that the additional floorspace sought is intended to provide new accommodation to enable H J Heinz Co Ltd to remain on the site while refurbishment works are undertaken.

There is no guarantee that the significant package of benefits now on the table would be available from a new owner or that the woodland and farmland areas of Hayes Park would be maintained in an appropriate manner, particularly if the site remained vacant for some time. Perhaps the worst case scenario would be for the site to be sold on as it is and left by a new owner to deteriorate in order that eventually the Council might be forced to consider a more intensive development than currently proposed in order to restore the parkland setting.

Listed Buildings

The Administration and Research Buildings built between 1962-1965, comprise precast reinforced concrete frames with external columns made with sparkling granite aggregate. Both buildings are rectangular in plan three storeys high with flat roofs. The buildings are set in spectacular landscaping, the primary view of the buildings being from the main entrance (Park Road) of the site.

It is the basic intent to restore the Listed Buildings and make them work as office buildings to modern standards, providing more natural light at garden level and enhancing the entrance identity of the buildings.

It is proposed to restore all existing precast cladding elements to their original colour, while the specification and performance of the exterior curtain walls will be upgraded. New entrance canopies will be installed at the entrances of each building, incorporating clear glass within a painted steel framework.

On the Administration Building, the central five bays of the east elevation will be opened up to form the new entrance, allowing more natural light to the ground floor offices. Similarly on the Research Building, the central bays of the east and west elevations will be opened up for the same purpose. The three bays on the north elevation will be opened up to form the new entrance while existing service ramps will be removed.

Internally the Research Building will be re-planned by rationalising core elements in the central area. A new floor would be constructed within the double height laboratory space and an identifiable entry/reception area would be created at ground floor level. Two new lifts will be provided for the Administration Building but the overall concept of the internal layout will remain the same.

It is considered that the proposed refurbishment of the two existing buildings respect their character and quality as Listed Buildings Grade II* and will bring about a beneficial future life occupancy for these buildings. The proposed new building will complement the Listed Buildings while the removal of Field House and car port building will enhance the setting of the Listed Buildings.

There are no objections in principle to the above proposals and English Heritage have raised no objections subject to conditions to safeguard the special architectural and historical interest of the buildings. Conditions governing the concrete cleaning method, details of canopies, materials and an architect's specification of internal works would therefore be imposed.

Traffic and Parking

A traffic and transport impact assessment report was prepared as part of the application which considered the likely traffic and highway implications of the development proposals, including an assessment of the likely trip generation, distribution and assignment of development-related traffic and implications of development traffic on the local highway network. The report concludes that additional traffic generated by the proposals can be adequately catered for on the existing road network and that no highway works are required to accommodate the development proposals.

The Area Engineers, however, do not agree with the traffic consultants conclusions and consider that some traffic calming and highway improvements are required to accommodate the additional traffic movements. As a result, Heinz has agreed to pay a global figure for signalisation and improvements to Hayes End Road/Uxbridge Road junction and for the widening of Hayes End Road, limited to Council owned land before occupation of the development. The applicants have also agreed to indemnify the Council against the full cost of any Compulsory Purchase Order for the acquisition of 3rd party land should this become necessary. Heinz have further agreed to make all reasonable endeavours to ensure that lorries (HGVs) use the Hayes End Road access/egress only. Traffic calming measures in the form of pedestrian refuges are proposed along Park Lane and Kingshill Avenue, while the entrance/exit at Hayes End Road is to be realigned in order to discourage traffic using Mellow Lane East. These measures will be controlled by means of a legal agreement.

The scheme provides a total of 738 spaces at a ratio of 1 space/27m² of office floor space. This is an over provision, the current parking standards requiring a maximum of 560 spaces @ 1 space/35m². Central Government advice (PPG13; RGG3) seeks to ensure that local authorities carry out their land use and transport programmes in ways which help to reduce growth in the length and number of motorised journeys, encourage alternative means of travel and reduce reliance on the private motor car. The Council's existing car parking standards which became Council policy on 21 August 1996 are clearly more restrictive than before and reflect contemporary Strategic Planning Guidance.

Heinz argue that this level of parking is necessary in order to secure funding for the scheme and attract suitable end users to occupy the development, given the isolated location of the site. The site is not well served or easily accessible to public transport, even from within the Borough. The applicants have offered to make a financial contribution of £150,000 to public transport initiatives and are currently discussing with London Transport the possibility of a bus route entering the site which would involve improvements within the site.

In light of the extant planning permission for an additional 9,990m² of office space which provides 1,200 car parking spaces, the contribution to public transport initiatives, the provision of employment opportunities and given that the refurbishment of the Listed Buildings is dependent upon the scheme going ahead, it is considered on balance that parking should be allowed at this level as a rare exception.

It is also recognised that there will be a transition period in achieving Government advice in PPG13, whereby public transport would be improved, thus making it practical to reduce parking standards for more remote or less well served sites.

Landscaping Enhancement and Visual Impact

One of the major features of Hayes Park is the quality of its landscape setting. The architect of the scheme has attempted to produce a development which is sympathetic to the original landscape strategy, producing a minimum impact on the surrounding parkland and respecting the architectural integrity of the existing development.

The existing office complex sits on a simple grass mound within an informal wooded parkland. The proposed office building, located to the north of the existing buildings has a clear geometric plan with a rectangular landscaped courtyard, maintaining the overall concept while creating a fully independent building with its own arrival point.

The main parking deck makes the best use of the site levels to minimise the visual impact from outside the site, permitting much of the lower deck to be below the existing ground level. The lower parking level provides sufficient open area for soft landscaping and free planting. Landscape strips are also incorporated between the rows of parking bays on the upper deck to increase screening, while the parapet walls around the new parking structure will re-use existing bricks from the demolished section of the former market garden wall. As part of a wider landscape strategy, the whole of Hayes Park will be subject to a detailed landscape proposals and management plan.

Employment

The proposal will allow H J Heinz to remain on the site in the new building and would provide for the refurbishment of the existing building thereby providing employment opportunities for local people. The applicants have also agreed to

contribute towards initiatives to improve job opportunities for local people and to adhere to the Hillingdon Compact, which seeks to maximise local recruitment. This will have the benefit of achieving a pool of skilled local labour, able to take advantage of job opportunities which may arise as a result of the development. The recruitment of local employees would in turn reduce the amount/length of car journeys as local residents would be more likely to use public transport or make shorter journeys to work.

This is considered to be a material consideration which also contributes to justifying a relaxation in maximum car parking standards.

Ecology and Nature Conservation and Agricultural Land

A long term forestry maintenance plan is proposed for the 25 acre woodland area to the north-east of Hayes Park, to indicate the annual, 5 year and 10 yearly programme of maintenance. Under the previous package of benefits negotiated for the 1993 scheme, management of Hayes Park was to be by a trust body comprising the Council, London Wildlife Trust, local groups and representatives from Heinz, with public access to the wood. An education resource centre was also to be provided. However because of the reduced scale of the current scheme it is not considered reasonable to insist on the funding for the management and operation of a trust and educational resource centre by Heinz. Nevertheless the maintenance of this site of local importance for nature conservation is considered to be a benefit to the area.

Heinz have offered to provide public access to their land at 1124 Uxbridge Road, which is in the Green Belt and has been subject to repeated pressure for development. The intention is to hand over the land to the Council either by way of a long lease or to sell outright for a nominal sum. The aim is to combine this land with a strip of adjacent land to the west which is already owned by the Council. This would make it possible to achieve site specific proposal 6 of the CHLP which in accordance with Policy RL8 proposes to designate this 1.8 acre site as public open space.

The applicants are also prepared to make available a public footpath along the western boundary of the site. Public access to the Green Belt will therefore be achieved in 2 ways.

Heinz propose to covenant with the Council that all the land currently used for non-intensive agricultural purposes at Hayes Park is used for no other purpose in perpetuity.

Financial Considerations

The applicants have stated that the modernisation and refurbishment of the two Grade II* Listed Buildings incur a cost which has to be recouped and that the additional net office floorspace : 4,947m² is needed to achieve this.

Furthermore, the applicants have agreed to provide a guaranteed minimum sum of money for public transport initiatives, traffic calming measures, the signalisation of Hayes End Road/Uxbridge Road junction and the widening of Hayes End Road, with a further commitment to meet the Council's costs involved in processing associated documentation for the Compulsory Purchase Order should this become necessary. Heinz have also agreed to provide commuted sums for the future maintenance of 1124 Uxbridge Road and the public footpath linking Willow Lane East and Charville Lane, a contribution towards an environmental improvement and protection fund and £30,000 towards local training initiatives.

The cost of providing 1124 Uxbridge Road and works required to provide public access, the value of agricultural land made available for the public footpath, the opportunity cost of giving up development or use value of Hayes Park and Home Farm, other than for non-agricultural use and the achievement of long term forestry management for Hayes Shrub have also been cited by the applicants as some of the planning advantages and public benefits offered as part of the scheme. Your officers have been satisfied that the benefits and sums proposed are reasonable given Heinz's other costs and the capital value of the completed developments.

Public Consultation

Twenty-three letters of objection were received from individual residents, plus four letters from various Residents Associations and one from Mellow Lane School, raising objections to the proposals. The most frequently expressed concerns relate to traffic issues, particularly the potential increase in the volume of traffic generated by extra people working at Hayes Park. Anticipated future and past peak employment figures suggest that the potential number of staff working in the new development would only be slightly higher than when Heinz occupied the site at full capacity. Traffic calming measures have been included in the Highway improvements proposed as part of the development.

The Area Engineer is satisfied that the total number of likely traffic movements can, in principle, be accommodated on the local highway network without affecting vehicular flows or traffic/pedestrian safety. This relies however on the detailed design and implementation of the proposed junction improvements and traffic calming measures. Other valid concerns summarised in the information section have been dealt with above.

Conclusion

Since the granting of the larger 1993 permission there have been material changes in circumstances, namely the listing of the Research & Administration Buildings and the adoption of more stringent car parking standards in line with Central Government advice. In assessing this application it has been necessary to evaluate the extent to which environmental implications of the development are considered acceptable, the refurbishment of the two Grade II* Listed Buildings, as well as the applicant's case to allow relaxation of Green Belt policy and the acceptability of the package of Green Belt, transportation and highway benefits. Having regard to these factors, officers are satisfied with the scheme proposed. The proposals will secure refurbishment of buildings no longer suited to modern needs, which together with the proposed new building will be likely to attract new firms to the Borough, providing employment opportunities for local people. The new building will also enable H J Heinz Co Ltd to remain on the site. If Members are mindful not to refuse the application, officers will continue to negotiate with the applicants the details of the legal agreements, while the proposal will be referred to the Secretary of State for the Environment to consider the development plan implications. Officers will submit a further progress report to a future meeting of this Sub-Committee when the results of the Decision of the Secretary of State for the Environment are known.

The background documents used in the preparation of this report are those numbered below from the comprehensive list included at the end of the agenda:-

1, 2, 5, 21, 22, 23, 45, 72

In addition the following documents were also used:-

- (a) 27 letters making representations (the contents of which are summarised in the report).
- (b) 6 statutory consultations (the contents of which are summarised in the report).

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