

## Report of the Head of Planning & Enforcement Services

**Address** JOEL STREET FARM JOEL STREET NORTHWOOD

**Development:** Change of use of stables to cattery (Sui Generis) involving the removal of existing roof, raising of existing walls and installation of new roof, two storey rear extension to rear of existing building to be used as Use Class D1 (Non-Residential Institutions) for use as a nursery involving demolition of existing barn and part change of use from cattery (Sui Generis), single storey side extension to existing building involving part demolition of cattle yard and covered area, alterations to parking, and installation of vehicular crossover to front

**LBH Ref Nos:** 8856/APP/2012/767

**Drawing Nos:** JSF/003/1 rev 1  
JSF/003/4 rev 1  
JSF/003/8 rev 1  
Design and Access Statement Revision 1  
Location Plan  
JSF/003/2 rev 1  
JSF/003/3 rev 1  
JSF/003/5  
JSF/003/6 rev 1  
JSF/003/7 rev 1  
JSF/003/9 rev 1  
JSF/003/10 rev 1  
JSF/003/06 rev 1  
Transport Statement

**Date Plans Received:** 30/03/2012      **Date(s) of Amendment(s):** 03/07/2012

**Date Application Valid:** 26/04/2012

### 1. SUMMARY

Planning permission is sought for a number of alterations and changes of use of this locally listed building within Green Belt land.

The proposed alterations are considered to be detrimental to the character of the building and the surrounding Green Belt. The proposed extensions and alterations required to enable the uses would be detrimental to the openness of the Green Belt and as such are considered to be inappropriate development contrary to policy OL1 of the UDP and to the National Planning Policy Framework.

Furthermore, the proposed replacement barn building would not, by virtue of its excessive height and bulk, appear subservient to the main building and would be over dominant detracting from the openness of the Green belt.

The proposal also fails to provide an adequate transport assessment of the proposed development to demonstrate that it would not be detrimental to highway and pedestrian safety and the free flow of traffic, and that it would have acceptable parking provision contrary to the Council's Policies AM7, AM9 and AM14 of the Hillingdon Unitary Development Plan (Saved Policies) September 2007.

The proposed car parking layout opposite the stables building would have a substandard turning area (less than the minimum requirement of 6m) resulting in an unacceptable parking arrangement contrary to policies AM7 and AM14.

## **2. RECOMMENDATION**

### **REFUSAL for the following reasons:**

#### **1 NON2 Non Standard reason for refusal**

The application fails to provide an accurate assessment of transportation and parking impacts associated with the proposed development including travel modes and associated trip generation or car and cycle parking demand. As such the scheme fails to demonstrate that it would not be detrimental to highway and pedestrian safety and free flow of traffic, and that it would have acceptable parking provision contrary to policies AM7, AM9 and AM14 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

#### **2 NON2 Non Standard reason for refusal**

The proposal fails to incorporate an appropriate parking facility particularly adjacent to the proposed cattery building to enable safe and efficient public access to this site. As such, the scheme has the potential to prejudice the free flow of traffic on the surrounding highway network to the detriment of highway and pedestrian safety. The development is therefore considered contrary to Policy AM7 of the Hillingdon Unitary Development Plan Saved Policies September 2007.

#### **3 NON2 Non Standard reason for refusal**

The proposed development, particularly the replacement barn by way of its excessive height and bulk together, which would not be subservient to the main building together with the excessive hardstanding would result in an over development of the site, which would be detrimental to the character and visual amenities of the area as well the character and appearance of the Locally Listed Building. As such it is considered contrary to Policy BE13 of the Borough's adopted Unitary Development Plan.

#### **4 NON2 Non Standard reason for refusal**

The proposal, by virtue of the excessive height and bulk of the proposed replacement barn and the excessive site coverage of hard surfaces (including a prominent waste storage area), would result in inappropriate development detrimental to the openness of the Green Belt. Furthermore, very special circumstances have not been demonstrate to justify the harm on the Green Belt. The proposal is therefore considered to be contrary to Policy OL1 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the National Planning Policy Framework.

#### **5 NON2 Non Standard reason for refusal**

The applicant has failed to adequately demonstrate that the landscape mitigation measures for the replacement of existing paddocks with hardstanding is deliverable and sustainable. The proposal therefore would have a detrimental impact on the amenity, character and openness of the Green Belt contrary to policies OL1 and BE38 of the Hillingdon Unitary Development Plan Saved Policies september 2007 and the National Planning Policy Framework.

## **INFORMATIVES**

#### **1 I52 Compulsory Informative (1)**

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies,

including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

## **2 I53 Compulsory Informative (2)**

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

OL1	Green Belt - acceptable open land uses and restrictions on new development
OL4	Green Belt - replacement or extension of buildings
BE8	Planning applications for alteration or extension of listed buildings
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
OE1	Protection of the character and amenities of surrounding properties and the local area
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
AM4	Safeguarded road proposals - schemes shown on Proposals Map
R12	Use of premises to provide child care facilities
R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities

## **3. CONSIDERATIONS**

### **3.1 Site and Locality**

The application site comprises several old farm buildings which have been converted into a veterinary clinic with ancillary offices, outbuildings, yard and car parking area (planning permission ref. no. 8856/S/98/0746). The site is bounded to the north and east by open green belt fields, to the south by the original farmhouse and residential properties and to the west by Joel Street, the opposite side of which comprises residential properties. The building is locally listed and falls within the Green Belt as designated in the adopted Hillingdon Unitary Development Plan (Saved Policies September 2007).

### **3.2 Proposed Scheme**

Change of use of stables to cattery (Sui Generis) involving the removal of existing roof, raising of existing walls and installation of new roof; two storey extension to the rear of the existing building to be used as Use Class D1 (Non-Residential Institutions) nursery involving demolition of existing barn and part change of use from cattery (Sui Generis), single storey side extension to existing building involving part demolition of cattle yard and

covered area, alterations to parking, and installation of vehicular crossover to front.

### 3.3 Relevant Planning History

8856/APP/2004/2583 The Old Farmhouse 151 Joel Street Northwood

ERECTION OF SINGLE-STOREY REAR EXTENSION AND CONVERSION OF PART OF ROOFSPACE FOR BATHROOM AND INSTALLATION OF REAR DORMER WINDOW

**Decision:** 12-11-2004 Refused

8856/APP/2005/2266 Land Forming Part Of Joel Street Farm Joel Street Northwood Hills P

USE OF LAND AS A CEMETERY INCLUDING FORMATION OF A NEW ACCESS TO JOEL STREET, CAR PARKING AND ERECTION OF A PLACE OF WORSHIP WITH ANCILLARY FACILITIES INCLUDING A GROUNDSMAN'S FLAT

**Decision:** 16-11-2005 Refused

8856/APP/2005/30 The Old Farmhouse 151 Joel Street Northwood

ERECTION OF A SINGLE STOREY REAR EXTENSION

**Decision:** 03-05-2005 Approved

8856/APP/2005/3009 Joel Street Veterinary Clinic Joel Street Northwood

INFILLING OF LEAN -TO BARN TO FORM ADDITIONAL OFFICE SPACE AND CONSTRUCTION OF REAR STORAGE UNIT

**Decision:** 25-05-2006 Withdrawn

8856/APP/2006/3097 Joel Street Farm Joel Street Northwood

ERECTION OF PART-SINGLE PART TWO-STOREY EXTENSION TO EXISTING OFFICE SPACE BY INFILLING EXISTING BARN STRUCTURE AND INSERTING THREE ROOFLIGHTS ON THE NORTH ELEVATION

**Decision:** 08-02-2007 Approved

8856/APP/2008/2721 Joel Street Farm Joel Street Northwood

Erection of a single storey rear extension with 2 rooflights.

**Decision:** 07-04-2009 Refused **Appeal:** 23-02-2010 Allowed

8856/APP/2009/2349 Joel Street Farm Joel Street Northwood

Infill extension to create additional Class B1 office space with mezzanine level and 3 rooflights (renewal of Planning permission ref: 8856/APP/2006/3097).

**Decision:** 09-02-2010 Approved

### Comment on Relevant Planning History

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

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

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

Part 1 Policies:

Part 2 Policies:

OL1	Green Belt - acceptable open land uses and restrictions on new development
OL4	Green Belt - replacement or extension of buildings
BE8	Planning applications for alteration or extension of listed buildings
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
OE1	Protection of the character and amenities of surrounding properties and the local area
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
AM4	Safeguarded road proposals - schemes shown on Proposals Map
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R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable

## **6. Consultations**

### **External Consultees**

7 adjoining properties have been notified of the application by means of a letter dated 27th April 2012. A site notice was also displayed on 4th May 2012.

The Northwood Hills Residents Association have been consulted on the application and object as follows:

"The site and buildings are well known to the officers of the Council from recent inspections. This is a Locally listed development and plans to demolish parts of it are totally unacceptable as are extensions to the existing buildings.

The proposal to raise the roof height is certainly not acceptable and if allowed I suspect that it would only be a matter of time before a further proposal was submitted to convert the property into residential apartments. We also object to the proposal to add a pitch roof to the stable block which will be seen from the road and see no reason why it would be necessary to for the cattle yard to be rebuilt. In short this application should be refused.

The application is also requesting change of use. We have strong concerns about this particularly the change of use to a Day Nursery. No information has been given as to the number of children, their age range or the amount of space to be provided for each child. No information has been given about the number of full and or part time staff or the times of operation of the nursery. There is no provision for disabled access to the upper floor which I believe in itself makes the application invalid as it is discriminatory.

There is no information as to where equipment and children's prams etc will be kept stored when the nursery is open. It is unclear how many car parking spaces will be allocated for the nursery. There is no details about how many additional journeys the nursery will cause to and from the site each day and at what times.

We are assuming that the plan is to re-locate the existing cattery. We were advised by the previous owner of the site before the sale that all the existing businesses on the site had a protected lease of tenure in the parts of the building they currently use.

No details have been given about the number of expected visitors to the centre. Again there is no reference to the number of staff, provision of parking for staff. Again there appears to be no disabled access to the first floor.

It is stated that 20 car parking spaces will be made available. As stated above there is no detail about how the spaces are to be allocated or the expected number of additional journeys to and from the site. For example parents dropping off/collectiong children from the proposed nursery. Accessibility for deliveries does not appear to have been considered.

There is no detail as to the number of refuse collections that will be required to remove, food waste, spiked nappies etc from the site. We are assuming that these would be daily for health and safety reasons.

In our opinion this application is not acceptable, lacks in detail and if allowed would mean major changes to a Locally Listed Building which should not be allowed unless it was simply to restore to its original condition. It also discriminates against the disabled."

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The Eastcote Village Conservation Area Panel OBJECT as follows:  
Joel Street Farm is a Locally Listed complex, adjoining Joel Street Farm House, also Locally Listed. The site and surrounding area carries Green Belt status.

The proposal is to dramatically enlarge the buildings incorporating changes of use.

There are three areas to consider

1. Part demolition and extensions to the existing buildings
2. Change of use.
3. Lack of information within the application.

Demolition and Changes to Locally Listed building.

The proposal to demolish and completely rebuild the Barn, demolition and raising the height of roof is not acceptable for this Locally Listed complex.

The stable block, it is proposed to add a pitched and hipped roof, which will be visible from the highway. The Cattle Yard will be rebuilt.

These proposals will dramatically change the visual aspect of this Locally Listed site and should be resisted. Whilst restoration of the buildings to their original size and form is acceptable, demolition and increase in roof height is not. This application should be refused.

Change of Use and lack of information.

Both the Application Form and the Design and Access Statement make unsubstantiated statements. These matters need further investigation before a determination is made.

Change of use to Day Nursery.

- Information of the age range of children is not given.
- Number of children to be enrolled is not given
- When the number and age of children using this facility is ascertained, a careful check must be made to ensure that there is sufficient amenity space allowed.
- Number of staff for the nursery is not given
- Indication of nappy changing and milk preparation areas are not given
- A sleeping area is not shown

Ground floor plan show a kitchenette and toilets for the nursery in the same room, this cannot be classed as an acceptable hygienic arrangement. Times of use are not given [one generic set of times is given for the whole complex this needs clarification]. A buggy store is not provided. It is stated that a local school will run the Nursery, this needs to be more specific as to which school is involved. A travel plan, and number of parking spaces allocated to the nursery is not given. Disabled access is not shown for the 1st floor

Training Centre.

- The number of expected users of this training centre is not provided
- The number of staff for the centre is not given
- An internal layout to show disability access is not provided
- A travel Plan, and number of parking spaces is not provided
- Times of use are not given.

Cattery.

- Times of operation and opening to clients is not given
- Parking for clients is not shown.

Allocation of Parking and Travel Plan.

- It is stated that 20 extra parking spaces will be provided, to serve the extra services to be provided. There is no allocation of these spaces to each user of the complex. Nor to the visitors these operations may produce.
- The parents/carers bringing and collecting children to the Day Nursery where do they park their cars? Joel Street is classed as a Local Distributor Road, and stopping on Joel Street to deliver /collect children is neither safe nor desirable.
- Only 4 cycle places are provided. This is not adequate for the amount of people who are likely to use this complex.
- Accessibility for delivery vehicles is not shown. Nor is there any indication of how many deliveries/collections can be expected during a week.

Refuse disposal.

- A refuse area is shown to the front of the complex. The actual size of the bins is not shown.
- There does not appear to be any off street parking for refuse collection vehicles.
- Can it be presumed that this area will be used by all users of the complex?
- If so, what arrangements are being made to remove daily the waste from the Day Nursery, the Cattery and the Veterinary Clinic?

#### Biodiversity and landscaping.

The application form states that there are no Protected or Priority species either on the site or land adjacent to the site. A report has not been produced to support this statement. Full details of a landscape design have not been submitted.

#### Conclusions.

This application is poorly thought out and presented. Many areas need further clarification and reports. The one generic times of operation is not satisfactory with so many diverse businesses using the complex. It must also be noted that permission has recently been granted for a Day Nursery at 150, Joel Street, just a few yards away. The proposed demolition and changes to the Locally Listed buildings is not acceptable. We request that this application be refused.

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A petition in SUPPORT Of the development has been received, signed by 20 signatures. The covering letter comments that Joel Street Farm is a local landmark of significant importance to all local residents and it is important for all residents to preserve the open spaces and greenery of our borough for future generations. However, Joel Street Farm urgently needs capital investment to stop it from decadence and general dilapidation and we firmly believe that the proposed improvement to redevelop part of the site to a nursery will insure the preservation of this local landmark for the next decades to come. As we understand, the improvement plans for Joel Street Farm primarily stems from the dilapidation of the barn located at the rear of the site, the extensive use of corrugated asbestos sheets in leaking roof structures of the stables and a general state of disrepair due to lack of investment in past two decades.

A petition in OBJECTION of the application has also been submitted, signed with 24 signatures. The reason for objection is stated as being that the installation of additional road entrances to Joel Street, which would put increased pressure at peak times on an already busy road and the part demolition of a Locally Listed Building.

Individual letters of objection comment as follows:

1.

Firstly we have not been informed about any of this until a week ago, an A4 sheet of paper was attached to the field fence. I thought with any proposed plans, a form of letter should legally have been put through our doors informing us of the plans. As is normal for even a small extension let alone a major building proposal. I am totally angry at the way this has been dealt with.

I think this is a totally stupid idea. First of all how can the council allow planning permission for a nursery when plans for stables for the fields were rejected. And also 2 minutes down the road is another proposed nursery. The stables would be more environmentally friendly and more pleasing to the eye than a nursery block. I feel the farm buildings that have been there for so long should be kept as farm buildings.

The traffic situation along Joel Street is bad enough at certain times of the day without parents dropping or picking up kids.

As i live next door to the proposed plans I cannot even park across my drive because of the bus stop which will not be moved, so any visitors have to park slightly down the road. If the nursery was



to go ahead apart from visitors having to park miles away it will take forever trying to get in and out of my drive way. The amount of traffic would be unsafe not only for pedestrians but also for the school children waiting for the bus.

2.

As near neighbours we received no written notification regarding this proposed change to Joel Street Farm. We have had no chance to consider the implications of this change. We saw one small notice on the railings today the 19th May which was the first we knew of it. Our close neighbours are also uninformed of this proposed change. Until we have had a chance to consider this change we are unable to say for.

3.

My comments refer to the traffic implications for the proposal for a nursery on this site. As a long-term resident of Joel Street - since January 1969 - and, until recently Secretary of the Joel Street Allotments site, I know how busy the road is, especially at peak times, with the presence of two large secondary schools nearby. There is no indication as to the numbers or ages of children, but I assume parents will be dropping and collecting at or before the start and finish of the school day, when the road is at its busiest. The proposal to add another road entry within metres of the two existing ones will only make the site busier and potentially more hazardous. I know from personal experience the difficulties and dangers of entering or leaving a drive in Joel Street in the rush hour. The site would also generate deliveries of food and other supplies, plus waste collection, in addition to the staff working at the nursery; all this in addition to a very busy veterinary practice, a cattery and several other smaller offices and businesses.

The current users of the premises have kept development of the site low-key and in sympathy with a Listed Building in a semi-rural setting; this proposal appears to be on a larger, more intrusive scale and would be out of keeping with the immediate surroundings. This whole stretch of Joel Street, through the pastureland and the allotment site to the north, is the last green remnant of the areas rural past and any development deserves to be sympathetic.

4.

How will the redevelopment of the old barn affect the existing listed boundary wall. It should remain fully intact.

Cllr Andrew Retter has also referred the application to the Planning Committee for consideration.

### **Internal Consultees**

#### **DESIGN AND CONSERVATION:**

**PROPOSALS:** Change of use of stables to cattery (Sui Generis) involving the removal of existing roof, raising of existing walls and installation of new roof, two storey rear extension to rear of existing building to be used as Use Class D1 (Non-Residential Institutions) for use as a nursery involving demolition of existing barn and part change of use from cattery (Sui Generis), single storey side extension to existing building involving part demolition of cattle yard and covered area, alterations to parking, and installation of vehicular crossover to front

**BACKGROUND:** The site includes a range of good quality Victorian Locally Listed farm buildings, with an L shaped footprint. They are positioned adjacent to the original farm house and include an enclosed cattle yard and a number of early boundary walls. Together these form a very attractive group. The buildings are clearly visible in views from the surrounding open Green Belt area and from Joel Street.

**COMMENTS:** The submitted drawings are generally of a poor design quality, particularly in terms of illustrating important architectural details of the existing farm buildings, such as fenestration and brickwork features, and show little quality in terms of the architecture of the proposed structures.

The rear wall of the original range is largely complete and at the far end includes an open fronted section, with a roof supported on a post and curving brackets. This is an important feature, which the Council has striven to retain in previous proposals. As currently proposed, the additions would result in the loss of part of the roof of the barn, and the total loss of its original form and appearance in this area. The scheme would also continue the existing unsatisfactory more modern warehouse like addition across this end of the building, to the detriment of its appearance.

Whilst the demolition of the smaller modern barn is not considered an issue, the replacement structure is considerably taller. It also links with the existing barn and seeks to replicate something of its architecture and appearance. It is, however, over large in comparison with the original structures, shows none of their traditional detailing and would blur the distinction between old and new. Any new building at this location would need to be subservient in scale to the original buildings and be designed to read as obviously modern and different.

The existing stables are generally of a poor quality in terms of design and materials. The proposals show this building extended and with a new shallow roof. The latter would not reflect the characteristic roof form of the existing original structures and the rather barrack block like fenestration would also detract from its appearance. The overall design of this building is considered very poor given its sensitive location and improvements should be sought.

The loss of the existing informal grassed area to parking, which would in reality probably require a grasscrete surface, could potentially make the site look rather hard and urban, in contrast with its Green Belt setting and the sites current agricultural character. The prominent positioning of a waste storage on the Joel Street frontage would also be detrimental to the setting of the wider townscape of the area.

**RECOMMENDATION:** Objection, detrimental to the fabric and appearance of the Locally Listed range of buildings and their wider Green Belt setting.

**OFFICER COMMENT:** The proposals have been amended however they do not address all of the concerns raised.

#### **TREES AND LANDSCAPE:**

The site is occupied by a complex of barns, stables and related farm buildings within a setting of hard courtyards and small grass paddocks, all within designated Green Belt land to the east of Joel Street. There are no trees or other landscape features of merit on the site and there are no TPOs on, or close to, the site which might constrain development.

#### **PROPOSAL:**

The proposal is to change the use of stables to a cattery and to change the use of an existing building for use as a children's nursery. Part of an existing barn and cattle yard will be demolished and extensive parking along the north and north east boundary is to be provided.

#### **LANDSCAPE CONSIDERATIONS:**

Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

- No trees or other landscape features of merit will be affected by the development. However, grass paddocks which currently form a sympathetic boundary with the open fields beyond are to be developed for car parking a use which is less appropriate. There are a number of issues regarding the site layout and details which render the proposal unacceptable:
- The plans and Design & Access Statement refer to the planting of local trees and evergreen shrubs along the boundaries. While the planting and establishment of native trees and hedges along the boundaries is welcome, the strips of land around the boundaries are too narrow to

support this proposal.

- The provision of car parking dominates the boundaries (north in particular) and breaks in the line of parked cars should be introduced.
- The use of cellular re-inforced grass has been specified for the parking bays. If the parking is intensively used the grass will not establish or be maintained. These systems are only suitable for occasional / overflow parking. Cellular systems filled with free-draining gravel would be more suitable.
- The manoeuvring space for the staff car park is insufficient. A road width of 6 metres is required to access the bays. (Refer to highway engineer for details).
- Is it necessary to provide two walkways given that space for planting and manoeuvring is already tight?
- The waste storage and collection point is in a prominent position, close to the highway and public view. Careful siting and detailing of screening will be necessary.

#### RECOMMENDATIONS:

No objection in principle. However, the scheme as shown is unacceptable because the developer has failed to demonstrate that the landscape mitigation is deliverable and sustainable. Without this detail the proposal will have a detrimental impact on the amenity and character of the Green Belt.

#### HIGHWAYS

The Highway's officer raised concerns regarding the transport statement, which fails to provide an accurate assessment of transportation and parking impacts associated with the scheme. Furthermore concern is raised at the inappropriate car parking facilities adjacent to the proposed cattery building (existing stables building). A minimum 6m deep turning area is not provided between the parking spaces and the building, which would be prejudicial to the free flow of traffic and detrimental to highway safety.

#### ENVIRONMENTAL PROTECTION UNIT

Should planning permission be recommended for approval, the following conditions should be considered.

##### Hours of use

The proposed hours of use set out in box 20 of the application form should be applied where applicable, for example to the cattery and nursery uses and where possible, to limit intensification of use of the staff/Visitors car park in the Courtyard (Southwestern Corner). Other than the Southwestern corner there is generally a lack of immediate residential neighbours in this green belt locality. As such EPU does not have concerns over noise impacts from the nursery playground or cattery in this instance, other than limiting the hours during which vehicular movements can be made to and from site.

##### Waste collections

##### Condition 2

H2 Deliveries and collections, including waste collections, shall be restricted to the following hours; 0700 hrs to 1900 hrs Monday to Friday, and between the hours of 0800 hrs and 1300 hrs on Saturdays and at no time on Sundays and Bank/Public Holidays.

Reason: To safeguard the amenity of surrounding areas.

Please add the construction informative, I15.

##### ACCESS OFFICER

The access officer raised no in principle objection to the scheme. Disabled parking provision, level access could be addressed by conditions.

#### HEALTH AND SAFETY TEAM (Cattery Use)

1. The new cattery will need to comply with the model licence conditions (see document attached) or else a licence cannot be granted for it to operate.

2. There does not appear to be a kitchen on the plans (for the storage/preparation of food, storage/washing of food bowls and utensils etc). See model licence conditions.

3. Clarification is required with regards to means of fire protection to be provided - the cattery is not manned 24 hrs a day 7 days a week (the current cattery block has a fire alarm system). See model licence conditions

4. There does not appear to be anywhere for the storage/cleaning/re-filling of cat litter and litter trays.

5. Clarification is required with regards to the provision of isolation facilities (see model licence conditions).

OFFICER COMMENT: These matters could be addressed by condition.

#### HEALTH AND SAFETY TEAM (Nursery Use)

I have concerns in connection with the nursery and the facilities for producing food for the children.

A kitchen is marked on the plans but this is close to the area that would be used for the toilets.

The area is very small and I would have concerns over what hygiene facilities are being provided both for providing food and for changing young children, and the adequate separation of these processes.

OFFICER COMMENT: These matters could be addressed by condition.

### **7. MAIN PLANNING ISSUES**

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

Please see section 7.05 - Impact on Green Belt.

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

This is not applicable to this application.

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

No issues relating to archaeology, conservation area or statutory listed buildings are raised by this application. The building is locally listed and the acceptability of the proposed changes are considered in more detail within the body of the report.

#### **7.04 Airport safeguarding**

There are no safeguarding issues arising from this development.

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

UDP policy OL1 defines the types of development considered acceptable within the Green Belt. These are predominantly open land uses including agriculture, horticulture, forestry, nature conservation, open air recreational activities and cemeteries. It states that planning permission will not be granted for new buildings or changes of use of existing land or buildings which do not fall within these uses.

Policy OL2 states that, where development proposals are acceptable within the Green Belt, in accordance with Policy OL1, the Local Planning Authority will seek comprehensive landscaping improvements to enhance the visual amenity of the Green Belt.

London Plan policy 7.16 reaffirms that the "strongest protection" should be given to London's Green Belt, in accordance with national guidance, and emphasises that inappropriate development should be refused, except in very special circumstances.

The NPPF reiterates that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. It states that:

'When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

A local Authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:

- i) buildings for agriculture and forestry.
- ii) provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries.
- iii) the extension or alteration of a building provided that it does not result in disproportionate additions and above the size of the original dwelling.
- iv) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces.'

The scheme proposes a children's nursery and a day training centre together with the relocation of the existing cattery from the barn to the current stables building. Whilst the proposed nursery/day training centre use falls outside of the uses stipulated in policy OL1, it should be noted that the National Planning Policy Framework only restricts uses of new buildings in the Green Belt. It does not however limit the use of existing or replacement buildings. It states that the replacement of a building can be acceptable, provided that the 'new building is in the same use and not materially larger than the one it replaces'. However, it goes on to say that 'other forms of development are also not inappropriate development in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt,' which include 'the re-use of buildings provided that the buildings are of permanent and substantial construction.'

It therefore follows that the thrust of Green Belt policy in NPPF is to protect the openness of the Green Belt and not to restrict uses within it in principle. Provided that they preserve the openness of Green Belt, any use can be acceptable. To this end, it is considered that the proposed nursery use, in its own right, would not harm the openness of the Green Belt. However, the proposed physical elements of the proposal, to facilitate the proposed uses are considered detrimental to the openness of the Green Belt. The replacement barn is significantly taller and bulkier than the existing and it is proposed to hard surface the existing grassed paddocks to provide vehicular access and car parking. It is considered that as a result of these physical works the proposed development would be of significant detriment to the openness of the Green Belt.

Given that the proposal does not accord with green belt policy, very special circumstances need to be demonstrated in order to justify the change of use of the land for use as a car park, to the extent that the harm to the openness of the Green Belt has been outweighed. The only justification provided by the applicant for the proposed development is that the buildings are in a dilapidated state of the site stemming from underinvestment in the site over the last two decades. This is not considered to be a case of very special circumstances as to justify an exception to Green Belt policy. Although employment

benefits would stem from the scheme, these are limited and are not considered to outweigh harm to the Green Belt.

As no special circumstances have been demonstrated in this case the proposals are considered contrary to OL1, OL2 and OL5 of the UDP and the National Planning Policy Framework.

#### **7.06 Environmental Impact**

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

The site includes a range of good quality Victorian Locally Listed farm buildings, with an L shaped footprint. They are positioned adjacent to the original farm house and include an enclosed cattle yard and a number of early boundary walls. Together these form a very attractive group. The buildings are clearly visible in views from the surrounding open Green Belt area and from Joel Street.

The rear wall of the original range is largely complete and at the far end includes an open fronted section, with a roof supported on a post and curving brackets. This is an important feature, which the Council has striven to retain in previous proposals. As currently proposed, the additions would result in the loss of part of the roof of the barn, and the total loss of its original form and appearance in this area. The scheme would also continue the existing unsatisfactory more modern warehouse like addition across this end of the building, to the detriment of its appearance.

Whilst the demolition of the smaller modern barn is not considered an issue, the replacement structure is considerably taller. It also links with the existing barn and seeks to replicate something of its architecture and appearance. It is, however, overly large in comparison with the original structures, shows none of their traditional detailing and would blur the distinction between old and new. Any new building at this location would need to be subservient in scale to the original buildings and be designed to read as obviously modern and different.

The existing stables are generally of a poor quality in terms of design and materials. The proposals show this building extended over the adjoining walled cattle yard and with a new mono pitched roof. This element of the proposal makes use of an existing building and an already walled area of land whilst maintaining the overall appearance and character of the existing structure.

The loss of the existing informal grassed area to parking, would make the site look rather hard and urban, in contrast with its semi rural Green Belt setting and the sites current agricultural character.

The proposal is not therefore considered to harmonise with the character and appearance of the existing locally listed building, contrary with policies BE8, BE10, BE13 and BE15 of the adopted Hillingdon Unitary Development Plan (Saved Policies September 2007).

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

The barn is located adjacent to a residential property directly to the south of the site, The proposed replacement barn would be in the same location as the existing. The proposed barn, would however be considerably taller and bulkier. The existing barn is a lightweight corrugated iron structure with a barrel vaulted roof that just breaks the eaves of the main farm building. The proposed structure would be two storey in height with a large pitched roof and a ridge line approximately 1m higher than the highest part of the existing structure, and only 0.5m below the ridge of the main building.

The nearest residential property adjoins the application site to the south. The new barn will house a children's nursery for between 40-50 children. The Council's Environmental Protection Unit Officer has not objected to the proposals subject to a condition restricting the hours of use and the times of vehicular movements to and from the site.

On balance, given the location of the proposed barn in relation to the main dwelling house and its habitable room windows and the nature of the proposed uses it is considered that the proposal would not harm the residential amenities of nearby residential property through over dominance, visual intrusion, overshadowing, overlooking and noise and disturbance. The proposal is therefore considered to comply with policies OE1, BE20, BE21 and BE24 of the adopted Hillingdon Unitary Development Plan (Saved Policies September 2007) in this regard.

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

This is not applicable to this type of application.

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

Policies AM7, AM9 and AM14 are concerned with traffic generation, cycle parking and car parking provision.

The application fails to provide an adequate transport assessment of the proposed development including travels modes and associated trip generation as well as car and cycle parking demand and as such the scheme fails to demonstrate that it would not be detrimental to highway and pedestrian safety and the free flow of traffic. The application also fails to demonstrate acceptable parking provision, refuse and loading & unloading arrangements. The development is therefore contrary to the Council's Policies AM7, AM9 and AM14 of the Hillingdon Unitary Development Plan (Saved Policies) September 2007.

Furthermore the proposed car parking layout opposite the proposed cattery (currently the stables building) would have a substandard turning area (less than the minimum requirement of 6m) resulting in an unacceptable parking arrangement contrary to policies AM7 and AM14.

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

Please see section 7.07 for design related issues.

In terms of security issues, should planning permission be forthcoming a secure by design condition should be added.

#### **7.12 Disabled access**

The proposal makes provision for 2 disabled parking spaces. It is also considered that level access could be achieved to the proposed nursery. This could be secured by way of an appropriately worded condition could planning permission be forthcoming.

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

This is not applicable to this type of application.

#### **7.14 Trees, Landscaping and Ecology**

Policy BE38 of the Unitary Development Plan Saved Policies states, amongst other things that development proposals will be expected to retain and utilise topographical and landscape features of merit.

The Council's Trees and Landscape Officer has raised a number of concerns regarding the landscape layout within the development site.

No trees or other landscape features of merit will be affected by the development.

However, grass paddocks which currently form a sympathetic boundary with the open fields beyond are to be developed for car parking a use which is less appropriate. There are a number of issues regarding the site layout and details which render the proposal unacceptable:

i) The plans and Design & Access Statement refer to the planting of local trees and evergreen shrubs along the boundaries. While the planting and establishment of native trees and hedges along the boundaries is welcome, the strips of land around the boundaries are too narrow to support this proposal.

ii) The provision of car parking dominates the boundaries (north in particular) and is considered excessive without an acceptable landscape mitigation scheme.

The scheme is unacceptable as the applicant has failed to demonstrate that the landscape mitigation is deliverable and sustainable. Without this detail the proposal will have a detrimental impact on the amenity, character and openness of the Green Belt contrary to policies OL1 and BE38.

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

The scheme proposed an adequate refuse storage area. It is considered that this would be sufficient to serve the proposed development.

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

This is not applicable to this application.

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

The site is not located in a flood risk zone.

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

There are no air quality issues arising from the proposed development.

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

These have been addressed within the body of the report.

#### **7.20 Planning Obligations**

No issues relating to planning obligations have arisen as a result of the proposals.

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

This is not applicable to this application.

#### **7.22 Other Issues**

In terms of the uses on the site, policy R12 (Child care facilities) states that the Local Planning Authority will permit proposals for the use of premises to provide wither full or sessional day car for pre-school children, or childminding services, provided that the proposal does not result in the loss of any units of residential accommodation; the proposal does not lead to conditions prejudicial to highway safety and the Free flow of traffic; parking provision is in accordance with the Council's adopted standards and that the proposal, by reason of noise and general activity does not adversely affect the amenities of nearby residential properties.

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

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

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware



of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

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

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

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

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

This is not applicable to this application.

## **10. CONCLUSION**

Planning permission is sought for a number of alterations and changes of use of this locally listed building within Green Belt land.

The proposed alterations are considered to be detrimental to the character of the building and the surrounding Green Belt. The proposed extensions and alterations required to enable the uses would be detrimental to the openness of the Green Belt and as such are considered to be inappropriate development contrary to policy OL1 and the National Planning Policy Framework.

Furthermore, the proposed replacement barn building would not, by virtue of its excessive height and bulk, appear subservient to the main building and would be overdominant detracting from the openness of the Green belt.

The proposal also fails to provide a transport assessment of the proposed development to demonstrate that it would not be detrimental to highway and pedestrian safety and free flow of traffic, and that it would have acceptable parking provision contrary to the Council's Policies AM7, AM9 and AM14 of the Hillingdon Unitary Development Plan (Saved Policies) September 2007.

The proposed car parking layout opposite the stables building would have a substandard turning area (less than the minimum requirement of 6m) resulting in an acceptable parking arrangement contrary to policies AM7 and AM14.

## **11. Reference Documents**

London Plan 2011.

Hillingdon Unitary Development Plan (Saved Policies September 2007).

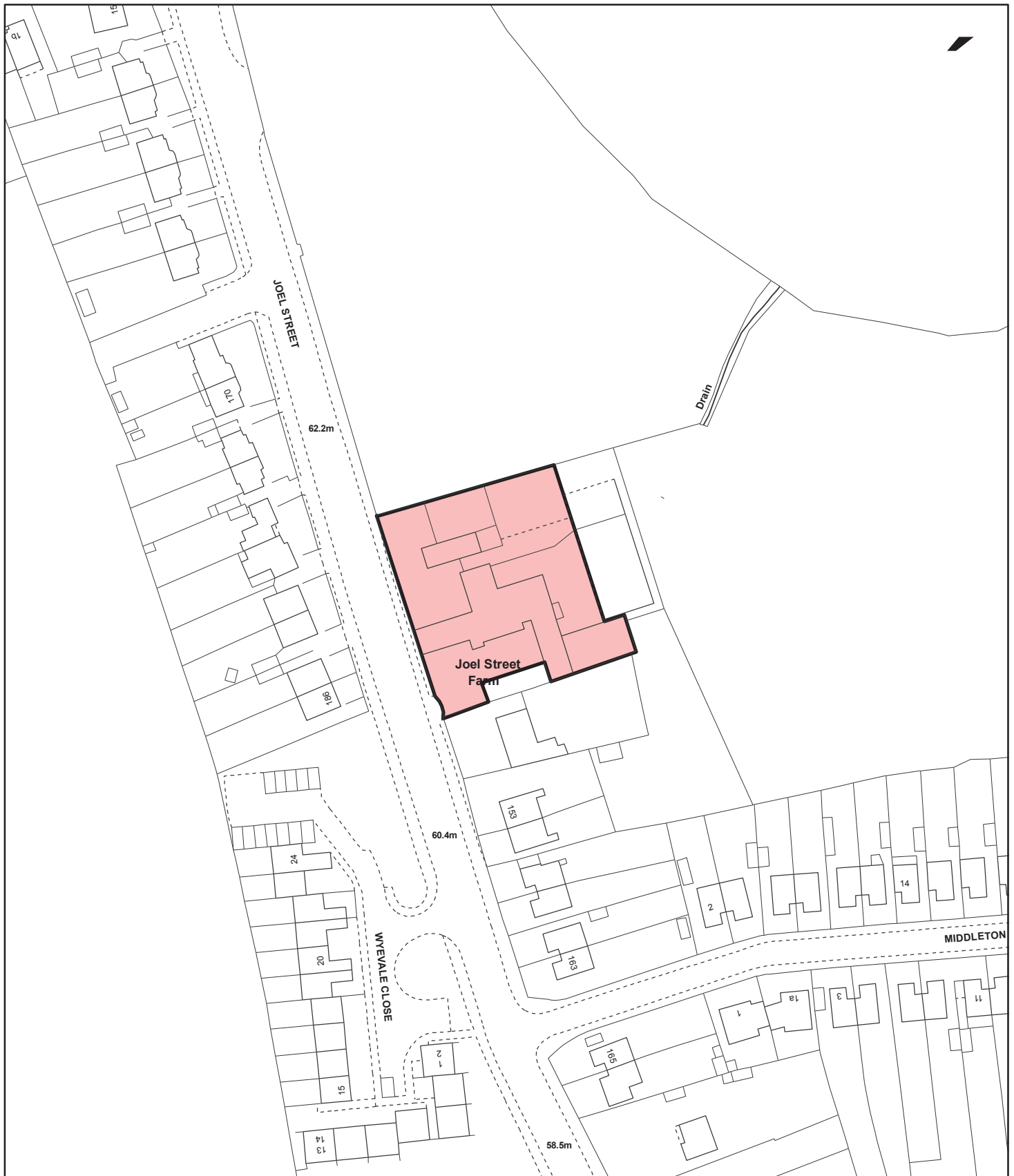
Hillingdon Design and Accessibility Statement: Residential Layouts.

Hillingdon Design and Accessibility Statement: Accessible Hillingdon.

Hillingdon Planning Obligations Supplementary Planning Document July( 2008) and updated chapter 4 Education (August 2010).  
Council's Adopted Car Parking Standards (Annex 1, Hillingdon Unitary Development Plan, Saved Policies, September 2007).  
National Planning Policy Framework

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**Notes**

 Site boundary

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Site Address

**Joel Street Farm,  
 Joel Street,  
 Northwood**

**LONDON BOROUGH  
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 Planning,  
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 & Community Services

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 Telephone No.: Uxbridge 250111

Planning Application Ref:  
**8856/APP/2012/767**

Scale  
**1:1,250**

Planning Committee  
**North**

Date  
**July  
 2012**



**HILLINGDON**  
 LONDON