

Report of the Head of Planning, Sport and Green Spaces

Address OPPOSITE RECREATION GROUND MOORHALL ROAD HAREFIELD

Development: Replacement of existing 11.8m high telecommunications monopole with a 15m high telecommunications monopole

LBH Ref Nos: 60622/APP/2015/1092

Drawing Nos: 200 Issue A Existing Site Plan
500 Issue A Antenna Schedule
ICNIRP Declaration
100 Issue A Site Location Maps
400 Issue A Antenna & Equipment Layout
201 Issue A Proposed Site Plan
300 Issue A Existing Site Elevator
301 Issue A Proposed Site Elevator
Supplementary Information

Date Plans Received: 25/03/2015 **Date(s) of Amendment(s):** 25/03/2015
Date Application Valid: 25/03/2015 31/03/2015

1. SUMMARY

The applicant seeks prior approval for an upgrade to an existing telecommunication site under Schedule 2, Part 16 of the Town and Country Planning (General Permitted Development) Order 2015. The proposed upgrade is required to improve Vodafone and O2's network capacity to the surrounding area.

The proposed scheme involves the removal of an existing 11.8m high telecommunications monopole and the installation of a replacement 15m high telecommunications monopole. The proposed equipment cabinet benefits from Permitted Development Rights.

The proposed scheme would result in a detrimental impact on the character, appearance and visual amenity of the street scene, the nearby Widewater Lock Conservation Area and the adjoining Green Belt. The proposed development does not comply with Policies BE13, BE37 and OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Chapter 5 of the National Planning Policy Framework (March 2012).

It is therefore recommended that prior approval be required in this instance and that permission is refused.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The increased visual impact of the proposed scheme would result in a detrimental impact on the character, appearance and visual amenity of the street scene, the nearby Widewater Lock Conservation Area and the adjoining Green Belt. The proposal is therefore contrary to Policies BE13, BE37 and OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Chapter 5 of the National Planning Policy

Framework (March 2012).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to REFUSE details of siting and design 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 details of siting and design has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE37	Telecommunications developments - siting and design
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OL5	Development proposals adjacent to the Green Belt
NPPF5	NPPF - Supporting high quality communication infrastructure
NPPF9	NPPF - Protecting Green Belt land

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on a grass verge adjacent to the public footway on Moorhall Road and comprises an existing 11.8m high telecommunications mast and equipment cabinet. A car park, screened from the road by mature trees (between approximately 10m to 15m high), serves the neighbouring Nature Conservation Area (Denham Quarry) to the south of the site. There is a recreation ground and children's playground on the opposite side of Moorhall Road and the garden of the nearest residential property is just under 30m away to the north east. The site lies immediately adjacent to Green Belt land and a Nature Conservation Site of Metropolitan or Borough Grade I Importance, as designated in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). Another telecommunications site is located 16m to the south west of the application site. The application site is located approximately 38m east of the Widewater Lock Conservation Area .

3.2 Proposed Scheme

The applicant seeks prior approval for an upgrade to an existing telecommunication site under Schedule 2, Part 16 of the Town and Country Planning (General Permitted Development) Order 2015. The proposed upgrade is required to improve Vodafone and O2's network capacity to the surrounding area.

The proposed scheme involves the removal of an existing 11.8m high telecommunications monopole and the installation of a replacement 15m high telecommunications monopole. The proposed equipment cabinet would be provided under Permitted Development Rights as they would have a volume of less than 2.5 cubic metres. It should be noted that the equipment cabinets, whilst being Permitted Development, would not be required without the proposed mast.

3.3 Relevant Planning History

60622/APP/2005/1267 Opposite Recreation Ground Moorhall Road Harefield
INSTALLATION OF AN 11.7 METRE HIGH MONOPOLE MOBILE PHONE MAST AND
EQUIPMENT CABINETS (CONSULTATION UNDER SCHEDULE 2, PART 24 OF THE TOWN
AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) ORDER 1995)(AS
AMENDED)

Decision: 21-06-2005 Refused **Appeal:** 18-11-2005 Dismissed

60622/APP/2006/1453 Highways Land Opposite Recreation Ground Moorhall Road Harefield
INSTALLATION OF AN 11.7 METRE HIGH MONOPOLE PHONE MAST AND ANCILLARY
EQUIPMENT CABINETS (CONSULTATION UNDER SCHEDULE 2, PART 24 OF THE TOWN
AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) ORDER 1995)(AS
AMENDED).

Decision: 27-06-2006 Approved

67032/APP/2010/1845 Grass Verge Opposite Recreation Ground Moorhall Road Harefield
Installation of a 12.5m high mobile telecommunications pole and ancillary equipment cabinet
(Consultation under Schedule 2, Part 24 of The Town and Country Planning (General Permitted
Development) Order 1995) (as amended.)

Decision: 28-09-2010 PRQ

67032/APP/2010/2380 Grass Verge Opposite Recreation Ground Moorhall Road Harefield
Installation of a 11.8m high mobile telecommunications pole and ancillary equipment cabinet
(Consultation under Schedule 2, Part 24 of The Town and Country Planning (General Permitted
Development) Order 1995) (as amended.)

Decision: 25-11-2010 PRQ **Appeal:** 20-07-2011 Allowed

67032/APP/2013/1294 Grass Verge Opposite Recreation Ground Moorhall Road Harefield
Installation of replacement 11.8m telecommunications mast, together with two new
telecommunications cabinets.

Decision: 09-07-2013 Approved

Comment on Relevant Planning History

* An application for prior approval (ref: 60622/APP/2005/1267) was refused in June 2005 for the installation of a 11.7m high monopole mobile phone mast and equipment cabinets located 16 metres to the south west of the application site. This proposal was subsequently dismissed at appeal (ref: APP/R5510/A/05/1186777) in November 2005, due

to the impact of the proposed three equipment cabinets.

* An application for prior approval (ref: 60622/APP/2006/1453) was approved in July 2006 for an 11.7 metre high monopole mobile phone mast and ancillary equipment cabinets located 16 metres to the south west of the application site.

* An application for prior approval (ref: 67032/APP/2010/1845) of a 12.5m high slim line street works monopole mobile phone mast, incorporating six antennas and one ancillary equipment cabinet, was refused in September 2010, due to concerns over its visual impact.

* An application for prior approval (ref: 67032/APP/2010/2380) was refused in November 2010, for an 11.8m high mobile telecommunications pole and ancillary equipment cabinet, due to concerns over its visual impact. This proposal was subsequently allowed at appeal (ref: APP/R5510/A/11/2150945) in July 2011. The Appeal Inspector concluded that the proposal would have an acceptable visual impact on the surrounding area.

* An application for prior approval (ref: 67032/APP/2013/1294) was approved in July 2013 for an 11.8m telecommunications mast, together with two new telecommunications cabinets.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

BE13 New development must harmonise with the existing street scene.

BE37 Telecommunications developments - siting and design

BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

OL5 Development proposals adjacent to the Green Belt

NPPF5 NPPF - Supporting high quality communication infrastructure

NPPF9 NPPF - Protecting Green Belt land

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 2 local owner/occupiers and a site notice was posted. No responses have been received at the time of this report.

Internal Consultees

Conservation Officer:

This site is opposite an open green section of land adjacent the Widewater Lock Conservation Area - a heritage asset. It can be characterised as an open, green, rural setting with a backdrop of mature trees. This is an attractive environment and a very visual focal point within the street scene.

This application involves the installation of a 15m high telecommunications pole (to replace an existing 11.8m pole) and the addition of a new cabinet. It is unfortunate that the area has been allowed to be littered with unsightly cabinets, poles and street furniture.

Whilst I doubt whether the additional height of the pole would have an adverse affect on the visual amenity, appearance of the rural setting or the conservation area, the additional cabinet is harmful. Indeed, taken together, this proposal is harmful to visual amenity (extra height and additional cabinet). The additional height should not be allowed if this means yet another hideous cabinet adding to the proliferation of visual clutter.

The NPPF (at 64) is quite clear: 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area.' With this in mind, nowhere does it state in the additional information submitted with the application that the applicant has considered rationalising or removing any of the existing cabinets 'to improve the character and quality of the area'. I therefore find this current application unacceptable.

CONCLUSION: Unacceptable.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that telecommunications developments will be acceptable in principle provided that any apparatus is sited and designed so as to minimise its effect on the appearance of the surrounding areas.

Although there is another telecommunications site located 16m to the south west of the application site, the principle of the use of this site for telecommunications was established in 2011, when an 11.8m high mobile telecommunications pole and equipment cabinet was allowed at appeal (ref: APP/R5510/A/11/2150945). It was concluded that the proposed 11.8m high telecommunications pole and ancillary equipment cabinet would have an acceptable visual impact on the surrounding area.

This proposal seeks to replace the existing 11.8m high telecommunications monopole with a 15m high telecommunications monopole. The equipment cabinet would be provided under Permitted Development Rights as it would have a volume of less than 2.5 cubic metres. It should be noted that the equipment cabinet, whilst being Permitted Development, would only be required if the proposed mast is granted permission.

The existing telecommunications installation has three equipment cabinets with three more cabinets located at the other telecommunications site located 16m to the south west. It is considered that the increase in height of the monopole, combined with the Permitted

Development cabinet would add to the visual impact of the installation and harm the overall appearance of the surrounding area.

It is therefore considered that the proposed scheme does not comply with Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.02 Density of the proposed development

Not applicable to this application.

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

Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to protect Conservation Areas from inappropriate development. Although the application site is not located within a Conservation Area, it is located approximately 38m east of Widewater Lock Conservation Area.

It is considered that the additional height of the proposed monopole and extra Permitted Development cabinet would increase the visual impact of the telecommunications installation which would be detrimental to the character of the nearby Widewater Lock Conservation Area, contrary to Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

The application site is located on the grass verge to the south of Moorhall Road. To the south of this is a backcloth of woodland, which is a Site of Importance for Nature Conservation (SINC), situated within an area of designated Green Belt. Pleasant views of the wooded area south of Moorhall Road are relatively uninterrupted.

Existing trees and vegetation provides some screening of the existing telecommunications monopole and equipment cabinets. The replacement monopole would be taller than the existing monopole, and along with the additional Permitted Development cabinet would increase the visual impact of the telecommunications installation. As such, there would be an increased impact on the visual amenities of the adjoining Green Belt, and does not comply with Policy OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.06 Environmental Impact

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires developments to harmonise with the existing street scene and other features of the area that are considered desirable to retain or enhance.

The site is located on a 1.7m wide grass verge adjacent to the public footway on Moorhall Road and already comprises an 11.8m high telecommunications mast with three shrouded antennae and equipment cabinets. The replacement monopole would be taller than the existing monopole whilst the shroud (containing the three replacement antennae) would be slightly wider at the top than the existing. The Permitted Development cabinet would be located west of the replacement monopole.

Although the current monopole height and amount of equipment cabinets are acceptable, it is considered that the increase in height of the replacement monopole and the additional cabinet would add to the visual impact of the installation and harm the overall appearance

of the surrounding area.

The proposal is therefore considered contrary to Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

The nearest residential property to the application site is just over 30m away and the installation would not be directly overlooked. It is not considered that the proposed replacement monopole and the proposed equipment cabinet (which would benefit from Permitted Development Rights) would not have a detrimental impact on residential amenity.

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) will not grant permission to developments that prejudice highway and pedestrian safety. The application site is located at the back of a grass verge adjacent to the public footway on Moorhall Road. The existing telecommunications monopole would be removed and replaced with a new telecommunications monopole in the same location. The replacement monopole and the proposed equipment cabinet (which would benefit from Permitted Development Rights) would not encroach onto the public footway and would not affect pedestrians or impact on highway safety. The proposal therefore complies with Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.11 Urban design, access and security

The replacement telecommunications monopole would be 15m high and would hold three antennae at the top within a 0.5m diameter shroud. The monopole would be constructed from steel and coloured green to match the existing mast (which is to be removed). The proposed replacement monopole is considered to be acceptable in design terms.

7.12 Disabled access

Not applicable to this application.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

There are several trees and a thick screen of vegetation located along the rear of the grass verge which provides some screening of the existing telecommunications equipment. It is considered that the proposed replacement monopole and the additional cabinet (benefiting from Permitted Development Rights) would not have a detrimental impact on the existing trees and vegetation along the grass verge. The proposal therefore complies with Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

No responses were received during the public consultation at the time of this report.

7.20 Planning Obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

Health:

In terms of potential health concerns, the applicant has confirmed that the proposed installation complies with the ICNIRP (International Commissions for Non Ionising Radiation Protection) guidelines. Accordingly, in terms of Government policy advice, there is not considered to be any direct health impact. Therefore, further detailed technical information about the proposed installation is not considered relevant to the Council's determination of this application.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment,

pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The applicant seeks prior approval for an upgrade to an existing telecommunication site under Schedule 2, Part 16 of the Town and Country Planning (General Permitted Development) Order 2015. The proposed upgrade is required to improve Vodafone and O2's network capacity to the surrounding area.

The proposed scheme involves the removal of an existing 11.8m high telecommunications monopole and the installation of a replacement 15m high telecommunications monopole. The proposed equipment cabinet benefits from Permitted Development Rights.

The proposed scheme would result in a detrimental impact on the character, appearance and visual amenity of the street scene, the nearby Widewater Lock Conservation Area and the adjoining Green Belt. The proposed development does not comply with Policies BE13, BE37 and OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Chapter 5 of the National Planning Policy Framework (March 2012).

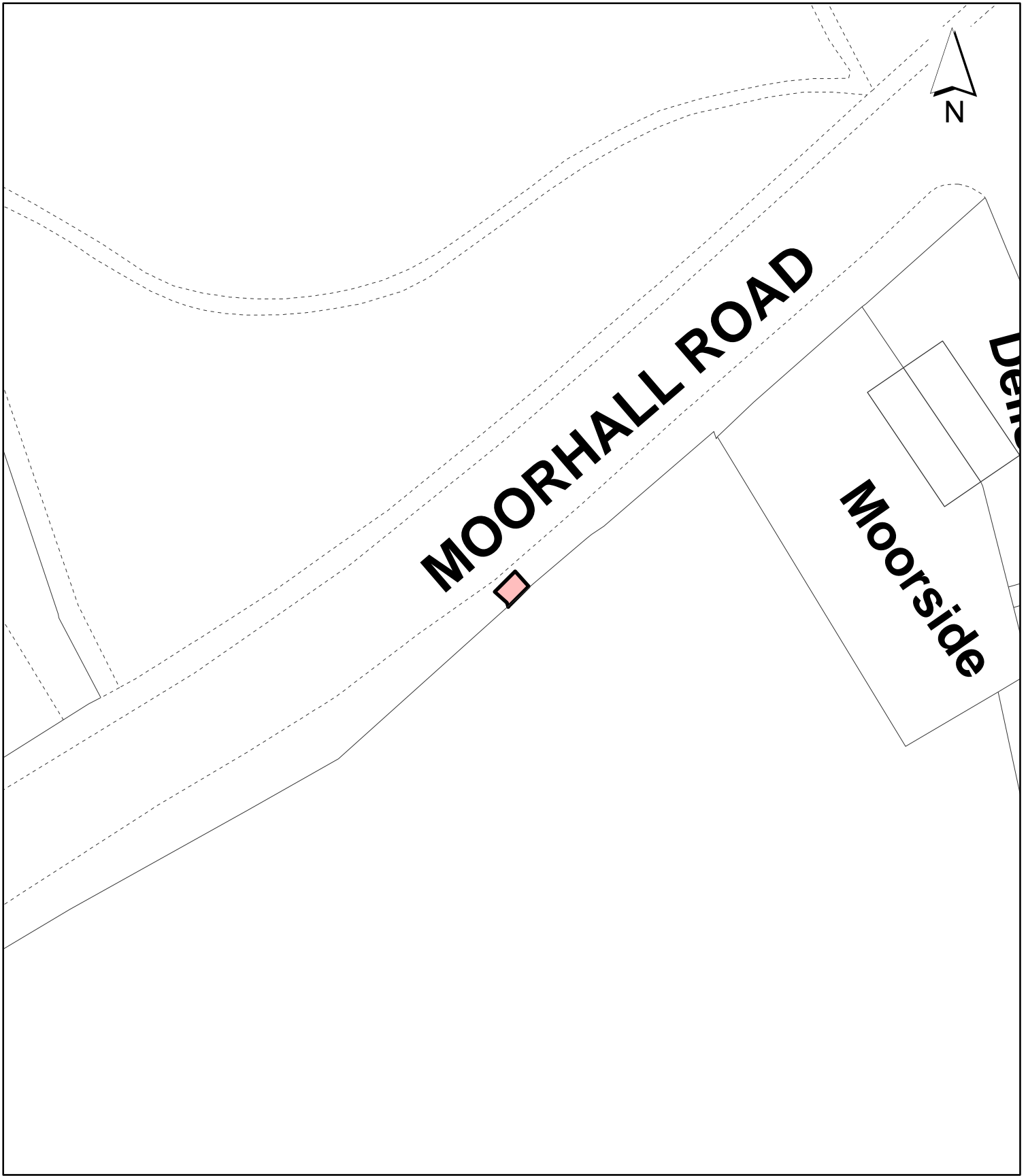
It is therefore recommended that prior approval be required in this instance and that permission is refused.



11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
National Planning Policy Framework (March 2012) Chapter 5

Contact Officer: Katherine Mills

Telephone No: 01895 250230



<p>Notes:</p> <p> Site boundary</p> <p>For identification purposes only. This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright. © Crown copyright and database rights 2015 Ordnance Survey 100019283</p>	<p>Site Address:</p> <p>Opposite Recreation Ground Moorhall Road Harefield</p>		<p>LONDON BOROUGH OF HILLINGDON Residents Services Planning Section Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>  <p>HILLINGDON LONDON</p>
	<p>Planning Application Ref:</p> <p>60622/APP/2015/1092</p>	<p>Scale:</p> <p>1:500</p>	
	<p>Planning Committee:</p> <p>North</p>	<p>Date:</p> <p>May 2015</p>	