

Report of the Head of Planning, Sport and Green Spaces

Address LAND AT JUNCTION OF WARREN ROAD SWAKELEYS DRIVE ICKENHAM

Development: Installation of a 12.5m monopole supporting 6 shrouded antennas (Application under Part 16 of schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 for determination as to whether prior approval is required for siting and appearance)

LBH Ref Nos: 65862/APP/2016/261

Drawing Nos: Photomontage southeast from Swakeleys Drive
Photomontage southwest from Thornhill Road
Photomontage northwest from Swakeleys Drive
100 Rev C
200 Rev G
300 Rev G
Supplementary Information
CTIL ICNIRP compliance
General background information for telecommunications development
Health and Mobile phone base stations
Radio Planning and propagation
CTIL consultation plan
Covering letter

Date Plans Received: 22/01/2016

Date(s) of Amendment(s):

Date Application Valid: 22/01/2016

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 3G and 4G services, coverage and improve capacity.

The proposed telecommunications installation has been revised from previous schemes and proposes a slimmer column, 12.5m in height that will be painted in 'fir green'. It is considered that the reduced bulk and finish of the column will ensure that this assimilates with the verdant tree and vegetative backdrop, and does not appear unduly dominant, visually intrusive or incongruous in the surrounding street scene. Given the location of the mast and presence of other vertical infrastructure in the form of lampposts, it is not considered to have a detrimental impact on the openness or character of the Green Belt.

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

2. RECOMMENDATION

APPROVAL subject to the following:

1 COM3 Time Limit

The development hereby approved shall be begun before the expiration of five years from the date of this approval.

REASON

To comply with the Town and Country Planning (General Permitted Development) (England) Order 2015, Schedule 2, PART 16, Class A, Article A.3, (10), (a)

2 COM4 Accordance with Approved Plans

The development hereby approved shall not be carried out except in complete accordance with the details shown on the submitted plans,

200 Rev G

300 Rev G

and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the London Plan (2015).

3 COM7 Colour of column and cabinet

Prior to its first use, the column and cabinet shall be painted in Fir Green (RAL6009) and shall thereafter be maintained in this finish for as long as the development remains in existence unless otherwise agreed in writing with the Local Planning Authority.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy OL5, BE4 and BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

4 NONSC Removal of apparatus

Any apparatus or structure provided in accordance with this approval shall be removed from the land, as soon as reasonably practicable after it is no longer required for electronic communications purposes, and such land, shall be restored to its condition before the development took place, or to any other condition as may be agreed in writing with the Local Planning Authority.

REASON

To ensure that the development is removed as soon as it is no longer required in order to protect the character and appearance of the area in accordance with Policies BE13 and BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT 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 GRANT 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 (2015) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
BE4	New development within or on the fringes of conservation areas
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
NPPF	National Planning Policy Framework

3 147 Damage to Verge - For Council Roads:

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

4

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the grass verge at the junction of Warren Road and Woodstock/Swakeleys Drive. The site is located within a predominantly residential area, with 70 Woodstock Drive to the west, 82 Thornhill Road to the north and 81 Thornhill Road to the east; there is a large woodland area on the eastern side of Warren Road, where there are trees between 8-20m high. The site is located in an area designated a Nature Conservation Site (Borough Grade II or Local Importance) and lies within the Green Belt. The application site is located approximately 48m west of Ickenham Village Conservation Area.

The site is a triangular parcel of land separated into two sections by a footpath. The installation is proposed on the land closest to the footpath, towards the road and existing street furniture. Near to the site are a number of lampposts and street signs including a road crossing with associated beacons and lampposts east of the site.

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 the existing 3G and 4G coverage, services and improve capacity.

One 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 cabinet, whilst being Permitted Development, would not be required without the proposed mast.

The network requirements of the operators have been reviewed and the area revisited following the most recent refusal. The site at the junction of Swakeleys Drive and Warren Road remains the optimum available to the operators in terms of achieving the technical requirement and limiting visual impact. The monopole is slimmer in diameter and will be painted green to blend in with the backdrop.

3.3 Relevant Planning History

65862/APP/2012/982 Land At Junction Of Warren Road Swakeleys Drive Ickenham

Installation of a 15m high telecommunications pole, associated antenna, equipment cabinet and ancillary developments works (Consultation Under Schedule 2, Part 24 of the Town and Country Planning (General Permitted Development) Order 1995) (as amended.) Application for prior approval for siting and design.

Decision: 07-06-2012 PRQ

65862/APP/2015/3728 Land At Junction Of Warren Road/Swakeleys Drive Warren Road Icke

Installation of a 12.5m single stack telecommunications monopole supporting 3 shrouded antennas (Application under Part 16 of schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 for determination as to whether prior approval is required for siting and appearance)

Decision: 26-11-2015 Refused

65862/APP/2015/867 Land At Junction Of Warren Road Swakeleys Drive Ickenham

Installation of a dual stack 15 metre high telecommunications monopole with associated equipment cabinets

Decision: 28-04-2015 Refused

Comment on Relevant Planning History

65862/APP/2015/3728 - Refusal for the installation of a 12.5m single stack telecommunications monopole supporting 3 shrouded antennas (Application under Part 16 of schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 for determination as to whether prior approval is required for siting and appearance).

65862/APP/2015/867 - Refusal for the installation of a dual stack 15 metre high telecommunications monopole with associated equipment cabinets.

65862/APP/2012/982 - Refusal for the installation of a 15m high telecommunications pole,

associated antenna, equipment cabinet and ancillary developments works (Consultation Under Schedule 2, Part 24 of the Town and Country Planning (General Permitted Development) Order 1995) (as amended.) Application for prior approval for siting and design.

The main differences between this current application and the two previous applications are:

1. The number of cabinets have been reduced and only one is now proposed as opposed to 4 and 2 within the previous applications.
2. The size of the mast has been reduced from 15 metres proposed within applications 65862/APP/2015/867 and 65862/APP/2012/982 to 12.5 metres (same as proposed within application 65862/APP/2015/3728).
3. The diameter and design of the mast has altered from those previously proposed. The proposal is for a column 300mm in diameter (100mm less than previously proposed) supporting 6No. shrouded antennas. The column will be painted dark green, whereas the previous proposals were for a grey finish.

The proposed siting remains the same as previously considered.

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.HE1 (2012) Heritage
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

- AM7 Consideration of traffic generated by proposed developments.
- BE4 New development within or on the fringes of conservation areas
- 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
- NPPF National Planning Policy Framework

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- 24th February 2016

5.2 Site Notice Expiry Date:- 24th February 2016

6. Consultations

External Consultees

19 residents were notified of the application and a site notice erected at the site. Four letters were received in response to this consultation which raised the following concerns:

1. Taller than any other structure in the road;
2. The deciduous trees mean that the structure will be visible throughout long times during the year;
3. The location is in a prominent position, on the edge of the conservation area and entrance to Swakeleys Park;
4. Installation would be disruptive to the area;
5. The area is largely residential and the installation would add an industrial look, which would be alien and visually at odds with its setting;
6. The proposal appears to be identical to the previous applications;

In addition a petition was received with 23 signatures. The main concerns of those signing were that the mast would make an obtrusive and unsightly impact on the green space, and does not conform with the principles of good siting.

Internal Consultees

Conservation: To be reported in committee addendum

Highways: To be reported in committee addendum

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. The policy also states that permission for large or prominent structures will only be granted if:

- (i) there is a need for the development in that location;
- (ii) no satisfactory alternative means of telecommunications is available;
- (iii) there is no reasonable possibility of sharing existing facilities;
- (iv) in the case of radio masts there is no reasonable possibility of erecting antennae on an existing building or other structure; and
- (v) the appearance of the townscape or landscape is not seriously harmed.

The application has also provided evidence to demonstrate the need for such development in this area, through the coverage plots. The existing coverage shows that there is a deficiency in coverage in this area and undertook a sequential approach to finding a new area.

Following the most recent refusal, the applicant re-visited potential alternative sites and found none to be more appropriate than that proposed. The alternatives considered included, Vyners School, Warren Road, Wayfares Tennis Club Greenfield, Swakeleys Drive, Nettleton Road Streetworks, Malcolm Road Streetworks, Shipton Road Streetworks, Swakeleys Drive Streetworks, Enstone Road Streetworks, Camden Road Circular Streetworks, Heythrop Drive/Woodstock Drive Streetworks, and Witney Close/Woodstock Drive. These sites were rejected for a number of reasons related to the height of surrounding trees, proximity to residential properties, and absence of consent of the

landowner. The Council are therefore satisfied that the applicant has demonstrated that no preferable alternative locations are available or acceptable.

The revised design of the column will be considered in the relevant sections of the report.

7.02 Density of the proposed development

Not applicable to the consideration of this application.

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

The application site is located on a large area of green open space next to the junction of Warren Road and Woodstock Drive/Swakeleys Drive. Although the application site is not located within a Conservation Area, it is located approximately 48m west of Ickenham Village Conservation Area.

Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to protect Conservation Areas from inappropriate development. 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.

Given the acceptable design, scale, siting and distance from the Conservation Area, the application is not considered to have a detrimental impact on its character or appearance.

7.04 Airport safeguarding

There are no airport safeguarding issues.

7.05 Impact on the green belt

Paragraph 79 of the NPPF states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. Paragraph 88 of the NPPF continues to state that LPAs should ensure that substantial weight is given to any harm to the Green Belt.

Paragraph 87 of the NPPF and Policy OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) does not allow developments adjacent to or conspicuous from the Green Belt that would injure the visual amenities of the Green Belt.

The application site is located on an area of Green Belt at the junction of Warren Road and Woodstock Drive/Swakeleys Drive. The applicant has provided a detailed and comprehensive alternative site investigation, establishing that there are no more suitable, available sites outside the Green Belt.

The siting and proposed design of the column, as well as the characteristics of the nearby street scene, with existing lampposts in the Green Belt, along with the backdrop provided by the nearby trees, will ensure that it does not detract significantly from the openness or character of the green belt.

7.07 Impact on the character & appearance of the area

Paragraph 43 of the NPPF states:

"In preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband. They should aim to keep the numbers of radio and telecommunications masts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be

sympathetically designed and camouflaged where appropriate.

Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to protect Conservation Areas from inappropriate development. 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 proposed design and bulk of the column has been altered from the previous submissions. The height of 12.5m has been set in order to provide adequate coverage for both networks, and is the minimum practicable height needed to provide the required level of coverage. It is also proposed to paint the column in 'Fir green' so as to enable it to blend into the green backdrop provided by the existing trees and vegetation. The NPPF encourages the use of design techniques to camouflage apparatus where possible. Officers therefore welcome the reduced bulk and proposed painting of the column, which it is considered will help the apparatus integrate with the backdrop and not appear unduly visually dominant or intrusive.

A suggestion was made to the applicant as to whether the column and cabinet could be moved further back towards the central footpath, so as to be closer to the trees. The applicant has explained that this would not be possible as it would require a pole height which exceeds that of the trees (be in excess of 20m), in order to get adequate signal coverage. It is considered that a mast more than 20m in height would have a far greater impact on the surrounding street scene than the column proposed within this application. The nearby street scene has existing lampposts and along with the backdrop provided by the nearby trees, it is not considered on balance, that the proposal will have a detrimental impact on the character and appearance of the surrounding area.

7.08 Impact on neighbours

The nearest residential properties are located opposite the application site. The neighbouring properties do not face directly onto the proposed site with landscaped boundary treatment providing screening of the site. It is therefore considered that the telecommunications mast would not directly impact on neighbouring properties.

7.09 Living conditions for future occupiers

Not applicable to the consideration of this application.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The telecommunications site is located on a grass verge at the junction of Warren Road and Woodstock Drive/Swakeleys Drive. The proposed column would be located on the edge of the grass verge next to the footpath along Swakeleys Drive and would have one equipment cabinet. The column would not encroach onto the footpath. The proposed telecommunications installation is sufficiently set back from the public highway and so would not impact on visibility sightlines for vehicles approaching the junction. As such, there would be no impact on pedestrian and highway safety.

7.11 Urban design, access and security

For comments relating to the design of the proposal see section 7.07.

7.12 Disabled access

Not applicable to the consideration of this application.

7.13 Provision of affordable & special needs housing

Not applicable to the consideration of this application.

7.14 Trees, Landscaping and Ecology

The scheme will not impact on the trees within the surrounding area.

7.15 Sustainable waste management

Not applicable to the consideration of this application.

7.16 Renewable energy / Sustainability

Not applicable to the consideration of this application.

7.17 Flooding or Drainage Issues

Not applicable to the consideration of this application.

7.18 Noise or Air Quality Issues

Not applicable to the consideration of this application.

7.19 Comments on Public Consultations

Comments raised within the public consultation have been addressed within the main body of the report.

7.20 Planning Obligations

Not applicable to the consideration of this application.

7.21 Expediency of enforcement action

Not applicable to the consideration of 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

None.

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 3G and 4G services, coverage and improve capacity.

The proposed telecommunications installation has been revised from previous schemes and proposes a slimmer column, 12.5m in height that will be painted in 'fir green'. It is considered that the reduced bulk and finish of the column will ensure that this assimilates with the verdant tree and vegetative backdrop, and does not appear unduly dominant, visually intrusive or incongruous in the surrounding street scene. Given the location of the mast and presence of other vertical infrastructure in the form of lampposts, it is not considered to have a detrimental impact on the openness or character of the Green Belt.

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: Charlotte Goff

Telephone No: 01895 250230



Notes:

 Site boundary

For identification purposes only.
 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).
 Unless the Act provides a relevant exception to copyright.
 © Crown copyright and database rights 2016 Ordnance Survey 100019283

Site Address:

**Land at Warren Road & Swakeleys Road
 Ickenham**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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

Planning Application Ref:

65862/APP/2016/261

Scale:

1:1,000

Planning Committee:

North

Date:

March 2016



HILLINGDON
 LONDON