

Report of the Head of Planning, Sport and Green Spaces

Address HILLINGDON BOROUGH FOOTBALL CLUB, BREAKSPEAR ROAD RUISLIF
Development: Installation of 3 x temporary changing room cabins.
LBH Ref Nos: 17942/APP/2016/3158
Drawing Nos: 002 Rev A
001

Date Plans Received: 18/08/2016 **Date(s) of Amendment(s):**
Date Application Valid: 12/09/2016

1. SUMMARY

The proposal is to remove the existing changing room building and replace it with 3 x temporary changing room cabins. The presence of asbestos has necessitated the need to demolish the existing structure. A 2-year temporary permission is proposed.

The proposals are considered to integrate with the vicinity and would not have a detrimental visual impact on the character and appearance of the existing building or the Green Belt setting. It is therefore recommended for approval.

2. RECOMMENDATION

APPROVAL subject to the following:

1 T4 Temporary Building - Removal and Reinstatement

The buildings hereby permitted shall be removed and the land restored to its former condition on or before 7th February 2019.

REASON

The building, by reason of design and materials is not considered suitable for permanent retention in compliance with Policy OE1 of the Hillingdon Local Plan Saved Policies (2012).

2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 001 and 002 Rev A and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT 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 GRANT planning permission 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.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
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.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL4	Green Belt - replacement or extension of buildings
OL5	Development proposals adjacent to the Green Belt
R7	Provision of facilities which support arts, cultural and entertainment activities
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
LPP 5.3	(2016) Sustainable design and construction
LPP 7.16	(2016) Green Belt
LPP 7.4	(2016) Local character

3 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

4 I47 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).

3. CONSIDERATIONS

3.1 Site and Locality

The site forms part of the Hillingdon Football Club site on the northeastern side of Breakspear Road.

3.2 Proposed Scheme

The proposal is to remove the existing changing room building and replace it with 3 x temporary changing room cabins. The presence of asbestos has necessitated the need to demolish the existing structure. The applicant states that cabins are proposed to be temporary until the remainder of planning permission ref: 17942/APP/2003/646 (the element relating to the extensions of the clubhouse) is built out, although no timeline for this has been provided.

3.3 Relevant Planning History

17942/APP/2003/646 Hillingdon Borough Football Club, Breakspear Road Ruislip
EXTENSION TO CLUBHOUSE, ERECTION OF A NEW TOILET BLOCK, LAYING OUT OF TW
ARTIFICIAL PLAYING FIELDS AND FIVE TURF PLAYING FIELDS, LANDSCAPING AND
ASSOCIATED CAR PARKING AND VEHICULAR ACCESS

Decision: 05-09-2005 Approved

17942/R/94/0984 Hillingdon Borough Football Club, Breakspear Road Ruislip
Retention of portable building for changing rooms

Decision: 23-06-1998 ALT

17942/S/95/1234 Hillingdon Borough Football Club, Breakspear Road Ruislip
Erection of extensions to the existing clubhouse and existing grandstands, one new grandstand
turnstiles and toilet block. Creation of three new playing fields (including one artificial pitch with
floodlighting) and additional parking and landscaping. Widening of road outside football club to
provide a right hand turn lane and creation of an in and out access (involving demolition of
outbuildings)

Decision: 27-01-1999 Approved **Appeal:** 27-01-1999 Allowed

Comment on Relevant Planning History

17942/APP/2003/646 - Extension to clubhouse, erection of a new toilet block, laying out of

two artificial playing fields and five turf playing fields, landscaping and associated car parking and vehicular access. Approved 05/09/05.

- This application has been implemented in that all the weather pitch has been built with associated flood prevention works agreed with the Environment Agency, the approval of the landscape management plan and compliance with conditions 5, 6, 15 and 21 has been implemented.

17942/S/95/1234 - Erection of extensions to the existing clubhouse and existing grandstands, one new grandstand, turnstiles and toilet block. Creation of three new playing fields (including one artificial pitch with floodlighting) and additional parking and landscaping. Widening of road outside football club to provide a right hand turn lane and creation of an in and out access (involving demolition of outbuildings). Approved 37/01/1999.

17942/R/94/0984 - Retention of portable building for changing rooms. Approved 23/06/1998.

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

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.
- 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.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
- OL1 Green Belt - acceptable open land uses and restrictions on new development
- OL4 Green Belt - replacement or extension of buildings
- OL5 Development proposals adjacent to the Green Belt
- R7 Provision of facilities which support arts, cultural and entertainment activities
- R17 Use of planning obligations to supplement the provision of recreation, leisure and

- community facilities
- LPP 5.3 (2016) Sustainable design and construction
- LPP 7.16 (2016) Green Belt
- LPP 7.4 (2016) Local character

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

A total of 2 neighbouring occupiers and the Ruislip Residents Association were consulted. The following comments have been received. One letter of comment has been received stating:

We would not be against this application in principle as it is for the benefit of players and officials at the football club, although a location further from our property would be better as we already have noise issues with the club and the proposed location is as close to our garden as it is possible to get. However we do not know what the word temporary means in regard to planning, if it means for instance any hard standing or foundation put down for the temporary cabins could be used at some point in the future to erect a permanent structure without any further planning application, and in particular if that structure was not football related, e.g. an extension to the main building, then we would be against this application.

Officer comment: The above comments are addressed in the main body of the report.

Internal Consultees

No internal comments.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. This is achieved by resisting inappropriate development which by definition is harmful to the Green Belt.

In this case the proposal relates to erection of 3 portable lightweight structures on area of land which is currently surfaced in hard standing. This area is already in use as a Club and car park. The proposal would comprise three temporary changing room cabins. The existing standalone building which currently houses the club's changing facilities is to be demolished. Eventually the changing facilities will be relocated to the extended club house building approved as part of the permission for the wider refurbishment of the club's facilities in 2003. The club are looking for investors to help fund this remaining part of their refurbishment. Until then the temporary replacement changing facilities are required as asbestos has been found in the existing changing room building..

Overall, it is considered that the proposal would not have a greater impact on the openness of the Green Belt than the existing situation and accordingly it does not represent inappropriate development.

7.02 Density of the proposed development

Not applicable to this type of development.

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

Not applicable to this type of development.

7.04 Airport safeguarding

Not applicable to this type of development.

7.05 Impact on the green belt

Hillingdon Local Plan 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".

This is achieved by resisting inappropriate development which by definition is harmful to the Green Belt. Furthermore, Policy OL4 states that the replacement or extension of buildings within the Green Belt will only be acceptable where they do not result in a disproportionate change in the bulk and character of the original buildings, and the development would not injure the visual amenities of the Green Belt by reason of siting, design or activities generated.

The proposal would increase the size of the building area by 66.1sqm and with the demolition of the existing building to be removed, the increase would be 29.2sq.m. Given the limited scale of development; the single storey nature of the extension; its siting set in from the boundary of the site with the highway; and the existence of a number of trees on and around the site which would retract views of the extension, it is considered that the proposal would not result in a disproportionate change to the bulk and character of the building nor would it significantly increase the built up appearance of the site. It would therefore have an acceptable impact upon the visual amenity of the locality and the Green Belt. As such, it would be in compliance with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13, BE19 and OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.07 Impact on the character & appearance of the area

Any proposal would need to accord with the design policies set out within the Built Environment section of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and relevant design standards contained within the Supplementary Planning Document (SPD) HDAS: Residential Layouts. In particular Policy BE13 requires that the layout and appearance of developments harmonise with the existing street scene

and other features of the area.

The proposed extension, by reason of its height and size, and position adjacent to the Club House, would not impact on the character and appearance of the existing building. The site is situated at the end of a car park. Therefore, the proposed extension would be set away from the highway, would be below the height of the main building and would appear subordinate to the main Club.

Taking into consideration the positioning and the overall height and depth of the proposal, it would appear compatible with the existing building and the surrounding area. It would therefore not have a detrimental impact upon the visual amenity of the locality, in particular the Green Belt area. As such, it would be in compliance to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13, BE19 and OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

Not applicable to this type of development.

7.09 Living conditions for future occupiers

Not applicable to this site.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The extension would be positioned on a hardstanding area adjacent to the existing building and the car parking area. Given the limited size and position of the cabins any encroachment into the car parking area would be very small and therefore the existing parking arrangement would not be materially affected by the proposal.

7.11 Urban design, access and security

The existing arrangements for access and security would remain in place.

7.12 Disabled access

The existing arrangements for access would remain in place.

7.13 Provision of affordable & special needs housing

Not applicable to this site.

7.14 Trees, Landscaping and Ecology

There are no trees that would be affected by the proposed temporary changing room cabins.

7.15 Sustainable waste management

Not applicable to this site.

7.16 Renewable energy / Sustainability

Not applicable to this site.

7.17 Flooding or Drainage Issues

Not applicable to this site.

7.18 Noise or Air Quality Issues

Not applicable to this site.

7.19 Comments on Public Consultations

Comments raised are addressed in the main body of the report.

7.20 Planning Obligations

Not applicable to this site.

7.21 Expediency of enforcement action

Not applicable to this site.

7.22 Other Issues

None.

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

10. CONCLUSION

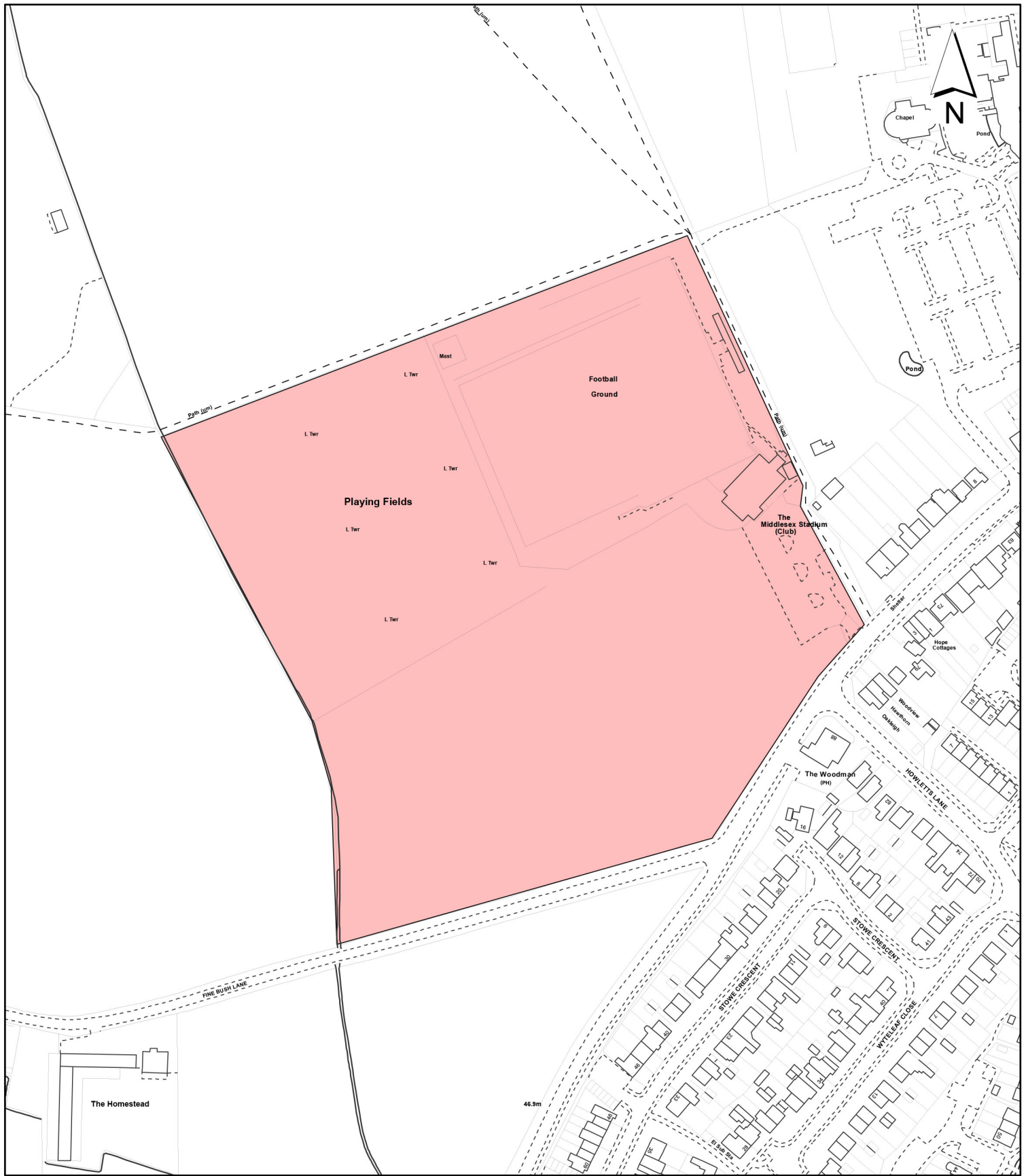
The proposed changing room cabins due to their overall size, scale and positioning would integrate with the existing Club house and the surrounding area. It would therefore not detract from the openness, character and appearance of the Green Belt and would be in compliance with the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and London Plan Policies.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
The London Plan (2016)
National Planning Policy Framework

Contact Officer: Mandeep Chaggar

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Hillingdon Borough FC
 Breakspear Road**

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

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

Planning Application Ref:
17942/APP/2016/3158

Scale:
1:2,500

Planning Committee:
North

Date:
February 2017



HILLINGDON
 LONDON