

Report of the Head of Planning, Sport and Green Spaces

Address HOLLOWAY FARM HARMONDSWORTH ROAD WEST DRAYTON

Development: Change of use of land from garden centre/nursery to a vehicle maintenance area involving erection of workshop and demolition of glass house and poly tunnels (Retrospective)

LBH Ref Nos: 2688/APP/2016/3948

Drawing Nos: Landscape Assessment
Historic Environment Assessment
Arboricultural Report
Transport Statement
Noise Assessment
Planning, Design and Access Statement
1618/TP/01
1618/TP/02
1618/TP/04
1618/TP/03

Date Plans Received: 26/10/2016

Date(s) of Amendment(s):

Date Application Valid: 07/12/2016

1. SUMMARY

This planning application seeks retrospective planning approval for the recent change of use, demolition and resurfacing of part of the site to accommodate a vehicle maintenance building with three service tracks. As part of the proposal, the pre-existing access from Holloway Close has been closed and a new access track has been created adjacent to Harmondsworth Road. In terms of buildings, the green three-door garage building has replaced the glasshouse in the same position and the storage building remains. The polytunnel has been removed and part of the plant growing area has been replaced by hardstanding. The single storey building has a flat roof with a height of 6.9 metres. The building services vehicles associated with CCH Ltd 's operation at Holloway Farm. The staff room supports the full-time mechanics and provides support facilities.

The building and use are commercial in character and are in conflict with the fundamental aims of Green Belt Policy. In conclusion, this Green Belt land would no longer effectively fulfil its function of checking unrestricted urban sprawl, assist in safeguarding the countryside from encroachment, or preserve the setting and special character of historic importance, contrary to Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy OL1 and OL4 of the the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The development represents inappropriate development within the Green Belt and no very special circumstances have been provided or are evident which either singularly or

cumulatively overcome the presumption against inappropriate development in the Green Belt. The proposal is therefore contrary to the aims of Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

2 NON2 Non Standard reason for refusal

The proposed development, by reason of the siting, overall size, bulk and height of the proposed buildings, the associated infrastructure and the increased intensity of use would prejudice the openness of the Green Belt, resulting in an unacceptable degree of urbanisation. The proposal is therefore contrary to Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy OL1 and OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

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) 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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
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.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL4	Green Belt - replacement or extension of buildings
LPP 7.16	(2016) Green Belt
LPP 7.17	(2016) Metropolitan Open Land
LPP 7.8	(2016) Heritage assets and archaeology
NPPF9	NPPF - Protecting Green Belt land
NPPF12	NPPF - Conserving & enhancing the historic environment

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 (2016).

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.

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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. The Council's supports pre-application discussions.

We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises of land within the Northern half of Cherry Yard, Holloway Farm, Harmondsworth Road located to the North of the village of Harmondsworth. Within the larger commercial area (known as Holloway Farm), there is the entrance to the Holloway Farm commercial area. The private track splits three ways. One track leads to the entrance for CCH Ltd depot immediately to the West. The track to the left leads to a large retail plant nursery and beyond the nursery is the parking area for CCH Ltd which is the subject of planning application reference 2688/APP/2016/4029.

3.2 Proposed Scheme

The application seeks full retrospective planning permission for the change of use from garden centre/nursery to a vehicle maintenance area involving erection of workshop and demolition of glass house and poly tunnels

This planning application seeks retrospective planning approval for the recent change of use, demolition and resurfacing of part of the site to accommodate a vehicle maintenance building with three service tracks. As part of the proposal, the pre-existing access from Holloway Close has been closed and a new access track has been created adjacent to Harmondsworth Road. In terms of buildings, the green three-door garage building has replaced the glasshouse in the same position and the storage building remains. The polytunnel has been removed and part of the plant growing area has been replaced by hardstanding. The single storey building has a flat roof with a height of 6.9 metres. The building services vehicles associated with the CCH Ltd operation at Holloway Farm. The staff room supports the full-time mechanics and provides support facilities.

3.3 Relevant Planning History

2688/A/79/1839	Former Holloway Farm (Nurseries)	Holloway Close Harmondswc
	Erection of a dwelling house for agricultural worker (outline application)	

Decision: 26-02-1980 Refused

2688/APP/2000/1862 Cch Cars - Holloway Farm Harmondsworth Road West Drayton
ERECTION OF A SIDE EXTENSION WITH TWO ROLLER SHUTTER DOORS

Decision: 06-12-2000 Approved

2688/APP/2003/1301 Holloway Farm Harmondsworth Road West Drayton
ERECTION OF A SINGLE STOREY BUILDING FOR AGRICULTURAL USE (CONSULTATION
UNDER SCHEDULE 2, PARTS 6 AND 7 OF THE TOWN AND COUNTRY PLANNING (GENERAL
PERMITTED DEVELOPMENT) ORDER 1995)

Decision: 11-06-2003 PRQ

2688/APP/2003/1782 Holloway Farm Holloway Close Harmondsworth
ERECTION OF A SINGLE STOREY BUILDING FOR AGRICULTURAL USE (CONSULTATION
UNDER SCHEDULE 2, PART 17 OF THE TOWN AND COUNTRY PLANNING (GENERAL
PERMITTED DEVELOPMENT) ORDER 1995)

Decision: 05-08-2009 NFA

2688/APP/2016/4029 Cherry Yard (South), Holloway Farm Harmondsworth Road West Dra
Temporary Change of use of land from a commercial plant growing area to car parking for staff f
5 years (Retrospective)

Decision:

2688/C/84/0377 Former Holloway Farm (Nurseries) Holloway Close Harmondswc
Erection of greenhouse to use as a nursery. (section 53)

Decision: 04-07-1984 GPD

2688/E/86/0710 Former Holloway Farm (Nurseries) Holloway Close Harmondswc
Erection of glass house and offices and car parking.

Decision: 03-10-1986 Approved

2688/F/89/2504 Holloway Farm Holloway Close Harmondsworth
Change of use of vacant farm building and agricultural land to a chauffeur driven car hire busine
and ancillary activities

Decision: 23-11-1990 Refused **Appeal:** 20-09-1991 Allowed

2688/H/91/1547 Former Holloway Farm (Nurseries) Holloway Close Harmondswc
Erection of a 630m2 glasshouse with ancillary w.c. /store/office and associated car parking,
landscaping and security fencing to provide a retail plant centre (involving demolition of existing
nursery)

Decision: 13-07-1992 Approved

2688/L/92/1224 Former Holloway Farm (Nurseries) Holloway Close Harmondswc
Details of landscaping, fencing, drainage, land contamination and materials in compliance with conditions 4,8,10 and 11 of planning permission ref:2688H/91/1547 dated 13.7.92; Erection of a 630 m2 glasshouse etc, to provide a retail plant centr

Decision: 27-10-1993 Refused

Comment on Relevant Planning History

The following planning history is considered to be of relevance to the application:

2688/APP/2000/1862 - Erection of side extension with two roller shutter doors - APPROVED

2688/H/91/1547 - Erection of a 630m² glasshouse with ancillary w.c./store/office and associated car parking, landscaping and security fencing to provide a retail plant centre (involving demolition of existing nursery). APPROVED

3588 - change of use of vacant farm building and agricultural land to a chauffeur driven car hire business and ancillary activities. Refused but allowed at appeal under reference APP/R5510/A/91/182590/P9

In reference to the re-use of agricultural buildings the Inspector advised:

"their use as vehicle storage and as a rest room does not detract from the appearance of the area. From the photographs you provided, the repairs and minor works which have been done have probably improved the appearance of the buildings. The new fence or wall effectively shields most of the parked vehicles from view from the public highway."

In reference to the surrounding area the Inspector advised:

"Bearing in mind the other buildings and uses within the triangle of land around the site, the present use of the appeal site does not, in my view, detract from the character and appearance of the area."

That decision may not have considered the green belt impacts of the vehicle parking in the way now expected by, for example, the NPPF.

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
PT1.HE1 (2012) Heritage

Part 2 Policies:

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
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.
BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OL1 Green Belt - acceptable open land uses and restrictions on new development
OL4 Green Belt - replacement or extension of buildings
LPP 7.16 (2016) Green Belt
LPP 7.17 (2016) Metropolitan Open Land
LPP 7.8 (2016) Heritage assets and archaeology
NPPF9 NPPF - Protecting Green Belt land
NPPF12 NPPF - Conserving & enhancing the historic environment

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date:- Not applicable
5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

3 neighbouring properties were consulted by letter dated 12.12.16 and a site notice was displayed to the front of the site which expired on 11.1.17.

2 letters of objection have been received raising concerns about the retrospective nature of the works which are in conflict with Green Belt Policy and cause traffic problems, out of keeping with the rural nature of the site and surroundings in this Green Belt location.

Heathrow Villages Conservation Area Advisory Panel.

We are appalled by this large-scale development and change of use that has been made without the benefit of planning permission. This development bears out the concerns we previously raised (in relation to the recent application for the adjacent plot, 2688/APP/2016/4029) of creeping development; our fears are unfortunately well-founded. What makes the offence worse is the fact that the site is in the Green Belt, and that the development that has taken place without consent is inappropriate in the Green Belt. The openness of the Green Belt and the character and appearance of the surrounding area have been affected by the unauthorised development. We also note that the

site is regularly used as a coach park by large numbers of vehicles, though this additional use is not mentioned in the application. Although the applicant states that the new building is only 6.9 m high, compared with the 7.0 m of the demolished greenhouse, what they fail to note is that the cladding of the new building is opaque and therefore easily visible while the transparency of the greenhouse meant only its growing contents were visible; the footprint of the new building is also over half as large again as that of the greenhouse. The new building is an eyesore and clearly visible from the adjacent road; its size, scale and overall mass are not appropriate on this Green Belt site. In summary: The current use is not appropriate in the Green Belt. The new buildings affect the openness of the Green Belt and the character and appearance of the surrounding area. There are no very special circumstances that would be necessary to justify the development. We therefore expect the application to be refused, and trust that effective enforcement action will speedily follow.

Ward Councillor: Requests that the application is reported to Committee for consideration.

Internal Consultees

Highways Officer:

This application is for a change of use from an existing garden centre/nursery (A1 use) to Sui Generis (vehicle maintenance) at Holloway Farm Harmondsworth West Drayton. Harmondsworth Road is a classified road on the Council's road network. The applicant has submitted a Transport Statement by Paul Mew dated October 2016 in support of the proposed change of use at the site. The site has its main access off Harmondsworth Road but there is a side access/egress on Holloway Close. The green belt site has a PTAL value of 2 (poor) so there will be a strong reliance on private cars for trip making. The existing vehicular access to the site on Harmondsworth Road was previously used by the nursery/plant sales business. The proposed change of use will involve the facility, that has been already built, having coaches parked on site along with vehicles being serviced by mechanics based on the site. The TS estimated the traffic generated by the site as being approximately 400 two-way trips per day which is probably comparable to the A1 use that operated on the site until recently. The site includes a large parking area where buses/coaches are parked on gravelled areas along with an area where vehicles are waiting to be serviced. There are only 3 staff employed directly on the site. The TS also provided information on traffic volumes and travel speeds along Harmondsworth Road to show that the geometry at the access junction accords with appropriate design standards. Given the comparable traffic generation to the previous use and the geometry of the site access I do not have significant highway concerns over the application.

Landscape Officer:

This site is occupied by a vehicle maintenance workshop which has replaced the glasshouse, poly tunnels and plant storage associated with the former plant nursery/garden centre business. The site is relatively discretely sited with the trees and woodland alongside the M4 (in cutting) screening views from the North. The most public view of the site is from the East with glimpses through the tree-lined embankment supporting the Harmondsworth Road bridge as it rises to cross the M4. Access to the site is available from Holloway Close to the West, through a tall (overgrown) hedgerow. Mature vegetation to the West of Holloway Close screens the site from longer distance views from the West.

COMMENT: The site lies to the North of a car park, the subject of a separate recent application ref. 2016/4029. The site lies within the Green Belt, a designation which requires very special circumstances to justify development, or for the development to be appropriate. The main issues are likely to be: 1. Whether the proposal is inappropriate in the Green Belt, 2. The effect on the openness of the Green Belt, 3. The degree of harm and whether very special circumstances prevail. An Arboricultural Report, by Greenlight, dated October 2016 has been submitted. The report confirms that there are no protected trees on, or close to, the site - and no 'A' grade trees. 19 No. individual trees, groups and hedges have been plotted and assessed. of these, there are 10 No.

'B' grade trees, 1 No. 'U' grade tree with the remaining eight trees rated 'C'. The report concludes that no trees have been, or will be, affected by the change of use. The Landscape Assessment, by Greenlight, concludes (6.5) that the qualities of openness and permanence (as require in the Green Belt) have not been altered as a result of the changes. If the remaining Green Belt tests are satisfied, landscape conditions should be imposed to ensure that the site contributes to the character and appearance of the area.

RECOMMENDATION: No objection subject to conditions COM8, COM9 (parts 1, 2, 4, 5 and 6), COM10.

EPU:

With reference to the above, I reviewed the noise report by Sharps Redmore report ref: 1616373 dated 20 October 2016. The report demonstrates that the LAMax at the nearest receptor 160m away would be 49 dB at the facade and internally it would be 34 dB. This is below the WHO recommended of 45 dB, LAMax. With regards to the workshop noise breakout, the predicted facade level noise at the nearest receptor 160 m away is 33 dB and internally it is predicted to be 18dB. This is below the recommended internal noise level in BS 8233:2014.

I have no objection to this application.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The whole of the application site is designated as Green Belt. The principle of development is required to be established under National and Local Green Belt Policy which is addressed in section 7.05 below.

7.02 Density of the proposed development

Not applicable to this application.

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

ARCHAEOLOGY

The NPPF accords great weight to the conservation of designated heritage assets and also non-designated heritage assets of equivalent interest. Heritage assets of local or regional significance may also be considered worthy of conservation. Policy BE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that the Local Planning Authority will only allow development, which would disturb remains of importance in archaeological priority areas where exceptional circumstances can be demonstrated. Part 2 Saved Policy BE3 states that the applicant will be expected to have properly assessed and planned for the archaeological implications of their proposal. Proposals which destroy important remains will not be permitted.

The application site lies within the Harmondsworth and the Heathrow Area Archaeological Priority Area. The applicants supporting statement confirms that the impact of the proposal on the APA and APZ has been assessed by the Museum of London Archaeology (MOLA) who have confirmed that the impact of the proposed scheme would have been the preliminary site works including preliminary site stripping and demolition, the installation of site fencing and welfare facilities, and construction of the ground floor slabs. These would possibly truncate or remove any archaeological remains found between the modern ground and brickearth, if present, including evidence of prehistoric or later settlement. This would reduce the overall heritage asset significance. The bases of cut features could survive below this truncation level. MOLA have confirmed that no archaeological work is recommended on the basis that the scheme has already been completed and any remains that might have been present will have already been truncated, or possibly removed

entirely. In light of the sensitivity of the site and its location within an APA and an APZ, any future development proposed for the site is very likely to require further archaeological assessment, both desk-based and field-based, as part of any future planning application. The applicant is now aware of any archaeological features being found during the preliminary site works and construction of the ground floor slabs.

7.04 Airport safeguarding

The proposal does not conflict with safeguarding criteria,

7.05 Impact on the green belt

The National Planning Policy Framework (NPPF) attaches great importance to the Green Belt. 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. The NPPF states that once Green Belt boundaries have been defined, LPAs should plan positively to enhance the beneficial use of the Green Belt. NPPF paragraph 81 sets out that LPAs should plan positively to enhance beneficial use of the Green Belt, including providing access, opportunities for recreation, landscape enhancement, and improvement of derelict and damaged land.

The NPPF lists five purposes of including land in the Green Belt. These are listed as:

- To check the unrestricted sprawl of large built-up areas;
 - To prevent neighbouring towns from merging into one another;
 - To assist in safeguarding the countryside from encroachment;
 - To preserve the setting and special character of historic towns;
 - To assist in urban regeneration, by encouraging the recycling of derelict and other urban land
- The fundamental aim of Green Belt Policy is to keep land permanently open."

Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states the LPA will not grant planning permission for new buildings or changes of use of existing lands and building other than for purposes essential for and associated with the uses specified below:

- i) agriculture, horticulture, forestry and nature conservation;
- ii) open air recreational facilities;
- iii) cemeteries.

Policy OL4 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) states the replacement or extensions of buildings within the Green Belt will only be permitted if the development would not result in any disproportionate change in the bulk and character of the original building; the development would not significantly increase the built up appearance of the site and, having regard to the character of the surrounding area, the development would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated.

The London Plan strongly supports the protection, promotion and enhancement of London's open spaces and natural environments. Policy 7.16: Green Belt states that in terms of planning decisions:

"The strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance."

In terms of local policy, Part 1 of the Local Plan continues to give strong protection to Green Belt land. The relevant policy in the Local Plan is EM2 which makes clear that:

"Any proposals for development in the Green Belt and Metropolitan Open Land will be assessed against national and London Plan policies, including the very special circumstances test".

The application seeks retrospective planning approval for the recent change of use, demolition and resurfacing of part the site to accommodate a vehicle maintenance building with three service tracks. As part of the proposal, the pre-existing access from Holloway Close has been closed and a new access track has been created adjacent to Harmondsworth Road. In terms of buildings, the green three-door garage building has replaced the glasshouse in the same position and the storage building remains. The polytunnel has been removed and part of the plant growing area has been replaced by hardstanding. The single storey building has a flat roof with a height of 6.9 metres. The building services vehicles associated with the CCH Ltd operation at Holloway Farm.

The development is contrary to both National and Planning policies which seek to prevent urban sprawl by keeping land permanently open. Whilst it is acknowledged that the site has an authorised use for a chauffeur driven car hire business and retail plant sales, the use was confined largely to an existing former agricultural building which the Inspector on appeal considered did not detract from the appearance of the area.

This application seeks permission for a purpose built vehicle maintenance building which is not required for:

- i) agriculture, horticulture, forestry and nature conservation;
- ii) open air recreational facilities;
- iii) cemeteries.

The building which measures 15.75m x 15.75m at a height of 6.9m and a further flat roofed element measuring 2.8m x 9.95m to the rear, is a substantial structure which by virtue of its use is considered to be inappropriate development within the Green Belt. The building and use are commercial in character and are in conflict with the fundamental aims of Green Belt Policy. In conclusion, this Green Belt land would no longer effectively fulfil its functions of checking unrestricted urban sprawl, assist in safeguarding the countryside from encroachment, or preserve the setting and special character of historic importance, contrary to Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan (November 2012) requires that all new development achieves a 'high quality of design in all new buildings, alterations and extensions'. In addition, Policy BE13 of the Hillingdon Local Plan (November 2012) acknowledges that 'development will not be permitted if the layout and appearance fail to harmonise with the existing street scene'.

The site itself previously contained a glasshouse which has been replaced by the green three-door garage building in the same position and the storage building remains. The polytunnel has been removed and part of the plant growing area has been replaced by hardstanding. The single storey building has a flat roof with a height of 6.9 metres. Whilst not of significant landscape value, the site previously fulfilled its Green Belt function of

keeping land open and free from development, of maintaining the character and identity of individual settlements and making a clear distinction between rural and urban environments. The new building and change of use of the site is very much more commercial in character and much more visible such that it is considered to formalise and urbanise the application site, which prejudices the openness of the Green Belt, resulting in an unacceptable degree of urbanisation. The proposal is therefore contrary to Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies OL1 and OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

7.08 Impact on neighbours

Policy OE1 of the adopted Hillingdon Local Plan - Saved UDP Policies (November 2012) seeks to ensure that new development protects the residential amenities of existing dwellings in terms of siting, appearance, noise and vibration. There are no residential properties in the vicinity of the application site and as such there will not be any impact on residential amenity. The application is supported by a Noise assessment. The Council's EPU officer has advised that the report demonstrates that the LAMax at the nearest receptor 160 m away would be 49 dB at the facade and internally it would be 34 dB. This is below the WHO recommended of 45 dB, LAMax. With regards to the workshop noise breakout, the predicted facade level noise at the nearest receptor 160 m away is 33 dB and internally it is predicted to be 18 dB. This is below the recommended internal noise level in BS 8233:2014. The proposal is therefore considered to comply with Policies OE1, BE19 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) in that respect.

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 2 - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

The application is supported by a Transport Statement which confirms that this application is for a period of 5 years while the operator, CCH, finds a suitable alternative site for their coach/minibus operation. Currently 44 coaches and mini-buses are stored on site and from as early as 3 am drivers arrive to take the coaches out for work and this carries on through the day. The coaches/minibuses return throughout the day and return by end of the day (up to 11:30 pm). Harmondsworth Road is a classified road under the Council's road network. The site has a PTAL value of 2 (poor) so it is likely that many of the workforce will rely on private cars for trip making. There are drivers for each of the coaches/minibuses along with 6 depot staff and there can be as many as 55 staff employed at the site. The TS identified the traffic generation of the site and the use of the car park. There are approximately 122 trips to and from the site each day and the use of the car park was made predominantly by coach/minibus drivers. This activity has been taking place for some time and the impact of the traffic during peak periods is likely to be minimal as the spread of trips is over a long working day. The proposal is to provide car parking by applying a removable gravel surface to the existing agricultural land adjacent to the existing depot. The TS also looked at the suitability of the shared access onto Harmondsworth Road in terms of visibility and show that there was sufficient sight distances. The Highways Officer has advised that given the proximity of the site to Heathrow Airport, no objection is

raised on highway grounds subject to a condition restricting the use of the car park for airport related car parking.

7.11 Urban design, access and security

The issues are addressed in the sections above.

7.12 Disabled access

No issues raised

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

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. Saved policy OL1 and 2, and the National Planning Policy Framework seek to restrict inappropriate development and retain the openness, character and appearance of the Green Belt.

The site lies within the Green Belt, a designation which requires special circumstances to justify development. An Arboricultural Report, by Greenlight, provides a survey of trees close to the site. The report confirms that there are no protected trees on, or close to, the site - and no 'A' grade trees. Of the 19 No. trees, groups and hedges surveyed, there are 10 No. B grade trees, 1 No. U grade tree. The remaining trees, group and hedge are C grade. The report concludes that no trees have been, or will be, affected by the change of use. The site is relatively discrete and the main views over the site are glimpsed through the roadside trees by North-bound traffic. A Landscape Assessment, by Greenlight, concludes (6.5) that the qualities of openness and permanence (as required in the Green Belt) have not been altered as a result of the the changes. The Council's Landscape Officer has advised that the proposal is to re-surface the car park with Grasscrete or similar. - Grasscrete itself (a particular product) is not recommended. Nor is the attempt to establish re-inforced grass. If the car park is to be in regular use, grass will not establish. However, some form of re-inforced (permeable) gravel surface will be considered suitable, as will the planting of mixed native hedgerows around the car park. Notwithstanding the in principle objection to the proposal, the Council's Landscape Officer has advised that if the remaining Green Belt tests are satisfied, landscape conditions should be imposed to ensure that the site contributes to the character and appearance of the area.

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

The issues are addressed in the sections above.

7.19 Comments on Public Consultations

The comments are addressed in the sections above.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Since the end of August 2015 applications which are for development which was not authorised need to be assessed as to whether the unauthorised development was

intentional. If so, then this is a material planning consideration. In this case officers have no indication that this was an intentional breach of planning control.

The expediency of enforcement action will need to be considered after this decision has been taken.

7.22 Other Issues

No other issues raised.

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

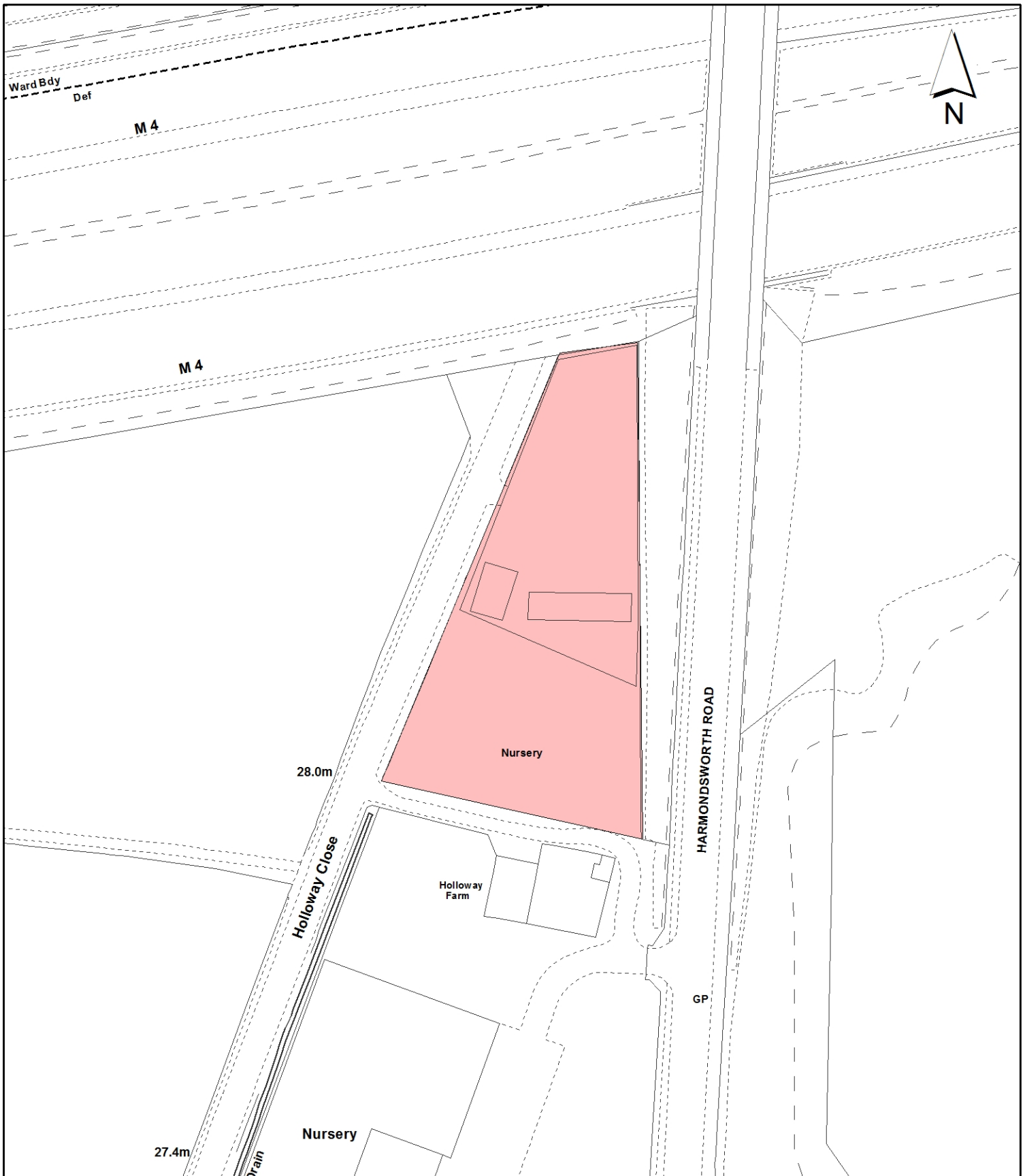
The proposal does not conform to the types of development allowed by national, London Plan and Local Plan policies and as such the proposal constitutes inappropriate development in the Green Belt, requiring very special circumstances to justify the proposal. The development causes harm to the openness and purposes of the Green Belt and no very special circumstances have been provided by the applicant or are evident, which overcome the presumption against inappropriate development in the Green Belt, contrary to Policy EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies OL1 and OL4 of the the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 7.16 of the London Plan (2016) and the NPPF.

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

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Notes:

 Site boundary

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Planning Application Ref:

2688/APP/2016/3948

Scale:

1:1,250

Planning Committee:

Central & South

Date:

April 2017



HILLINGDON
 LONDON