

Report of the Head of Planning, Sport and Green Spaces

Address CLUB HOUSE, MIDDLESEX STADIUM BREAKSPEAR ROAD RUISLIP

Development: Single storey building for use as changing rooms, involving demolition of existing outbuilding.

LBH Ref Nos: 17942/APP/2017/2084

Drawing Nos: 001
002
003 a

Date Plans Received: 07/06/2017

Date(s) of Amendment(s): 07/06/0017

Date Application Valid: 19/06/2017

1. SUMMARY

The proposal is to remove two existing changing room buildings and a shed and replace them with one single storey building for use as changing rooms.

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. They are therefore recommended for approval.

2. RECOMMENDATION

APPROVAL subject to the following:

1 COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

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 003 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 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

3 HO4 Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used in the existing building and shall thereafter be retained as such.

REASON

To safeguard the visual amenities of the area and to ensure that the proposed development does not have an adverse effect upon the appearance of the existing building

in accordance with Policies BE13 and BE15 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

INFORMATIVES

1 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.

2 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).

3 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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) 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
OL2	Green Belt -landscaping improvements
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
NPPF	National Planning Policy Framework

4 147 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).

3. CONSIDERATIONS

3.1 Site and Locality

The site forms part of the Hillingdon Football Club site on the North Eastern side of Breakspear Road. It falls within the Green Belt as designated in the Hillingdon Local Plan.

3.2 Proposed Scheme

The proposal is to remove the existing temporary changing room buildings and replace them with a single storey building for use as changing rooms. The changing rooms would be for two separate teams, and a further separate room for referees.

3.3 Relevant Planning History

17942/APP/2016/3158 Hillingdon Borough Football Club, Breakspear Road Ruislip
Installation of 3 x temporary changing room cabins.

Decision: 01-02-2017 Approved

18443/ADV/2008/65 The Middlesex Stadium Breakspear Road Ruislip
Display of a temporary banner sign for 18 months. (Retrospective application)

Decision: 29-09-2008 Refused

18443/APP/2012/3037 The Middlesex Stadium Breakspear Road Ruislip
The installation of a 24m lightweight lattice mast with 3 no. antennas installed on 3m head frame
1 no. 300mm dish, radio equipment housing and ancillary development.

Decision: 28-05-2014 NFA

18443/APP/2013/3732 Middlesex Stadium Breakspear Road Ruislip
Single storey front extension

Decision: 25-03-2014 Approved

18443/APP/2014/827 Middlesex Stadium Breakspear Road Ruislip
Use of land as a dog training school involving installation of 2 x sheds (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 21-05-2014 Refused

18443/APP/2015/3181 Middlesex Stadium Breakspear Road Ruislip
Installation of parking area to rear of site

Decision: 18-11-2015 Refused

Comment on Relevant Planning History

17942/APP/2016/3158 - Installation of 3 x temporary changing room cabins. Granted temporary planning permission for 2 years.

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
OL2 Green Belt -landscaping improvements
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
NPPF National Planning Policy Framework

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 on 21.06.2017. A site notice was also displayed.

No comments were received.

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 the erection of a single storey building on an area of land which is currently occupied by existing buildings and/or surfaced in hard standing. This area is already in use as a Club and car park. The proposal would comprise a single storey building for use as changing rooms. The existing standalone buildings which currently houses the club's changing facilities are to be demolished.

Changing facilities in this scale of building to support an open air recreation use such as football are judged to be an appropriate development in the Metropolitan Green Belt.

Overall, it is considered that the proposal would not have a significantly or unacceptably 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 at paragraph 87 that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. At paragraph 88 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. This objective is broadly reiterated in paragraph 89 of the NPPF.

The proposal would increase the size of the building area to 80 sq.m and with the demolition of the existing buildings to be removed (60 sq.m), the increase would be 20 sq.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 adversely 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 Clubhouse building.

Taking into consideration the positioning and the overall height and depth of the proposal, it would appear compatible with the existing main building and the surrounding area. It would therefore not have a detrimental 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).

7.08 Impact on neighbours

Local Plan: Part 2 policies BE19, BE20, BE21 and BE24, in addition to the Council's Supplementary Planning Document on Residential Layouts, seek to safeguard residential amenity.

The nearest residential property would be located approximately 50m away to the south east of the application site. Given this distance, combined with the relatively minor nature of the proposals and existing trees and planting which would significantly screen views of the building, it is not considered that the scheme would have any adverse impact on residential amenity.

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 park. Given its limited size and position 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 proposal.

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

None.

7.20 Planning Obligations

Not applicable to this site.

7.21 Expediency of enforcement action

Not applicable to this proposal.

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

Not applicable.

10. CONCLUSION

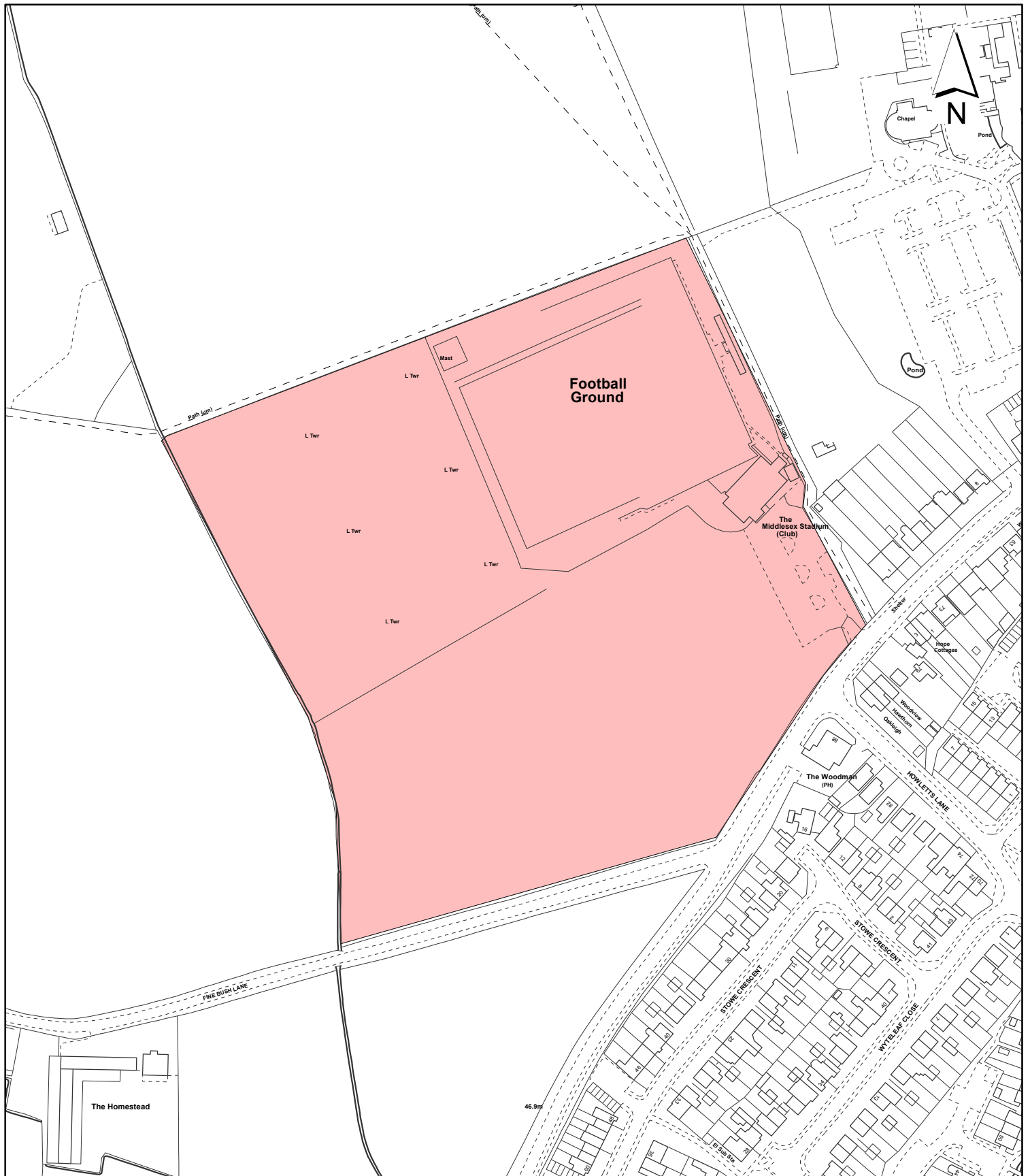
The proposed changing rooms due to their overall size, scale and positioning would integrate with the existing Club house and the surrounding area. The proposal would therefore not detract from the openness, character and appearance of the Green Belt and would be in compliance with relevant Hillingdon 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:

**Club House,
 Middlesex Stadium**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
17942/APP/2017/2084

Scale:
1:2,500

Planning Committee:
North

Date:
August 2017

