

Report of the Head of Planning, Sport and Green Spaces

Address BATTLE OF BRITAIN MUSEUM & VISITOR CENTRE WREN AVENUE
UXBRIDGE

Development: Retention of existing temporary visitors centre and external redecoration.

LBH Ref Nos: 585/APP/2017/4005

Drawing Nos: Design and Access Statement ref. 2016/D/225/P/04
2016/D/228/P/02 Proposed Site
2016/D/228/P/03 Existing and Proposed Elevations
2016/D/228/P/01 Location Plan

Date Plans Received: 07/11/2017 **Date(s) of Amendment(s):**

Date Application Valid: 07/11/2017

1. **SUMMARY**

The application is for the retention of an existing temporary visitors centre and its external redecoration at the site of the Battle of Britain Bunker and the new visitors centre. The structure to which this application relates is the temporary structure provided to enable the continued operation of the facilities during demolition and construction of the new visitors centre.

No objections are raised to the principle of the development in this location, which is considered to have a limited impact on the openness of the wider adjacent Green Belt. The proposal is not considered to have a detrimental impact on the character, appearance and setting of the adjacent statutory Grade I listed building and surrounding area in general. The scheme would not have a detrimental impact on the local highways network or existing parking provision.

The proposal is considered to comply with relevant planning policy and, accordingly, approval is recommended.

2. **RECOMMENDATION**

APPROVAL subject to the following:

1 SP01 **Council Application Standard Paragraph**

This authority is given by the issuing of this notice under Regulation 3 of the Town and Country Planning General Regulations 1992 and shall enure only for the benefit of the land.

2 COM3 **Time Limit**

The development hereby permitted shall be completed 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.

3 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:

2016/D/228/P/01

2016/D/228/P/02

2016/D/228/P/03; 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).

4 COM5 General compliance with supporting documentation

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Design and Access Statement Ref 2017/D225/04

Thereafter the development shall be retained/maintained in accordance with these details 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).

5 COM7 Materials (Submission)

Within four months of the date of this planning consent details of all paint designs, type and colour to be used on external surfaces shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

REASON

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

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

BE10 Proposals detrimental to the setting of a listed building

BE13	New development must harmonise with the existing street scene.
OE1	Protection of the character and amenities of surrounding properties and the local area
AM14	New development and car parking standards.
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
LPP 7.16	(2016) Green Belt

3 159 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.

4 170 LBH worked applicant in a positive & proactive (Granting)

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 forms part of St Andrews Park (the former RAF Uxbridge Site), for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development, and amended under application reference 585/APP/2015/848.

The RAF Bunker site is currently used by the Friends of the Bunker volunteers who manage the use of the adjacent underground bunker, a structure used during the Battle of Britain and now a visitor centre with the recreated plotting room and numerous RAF exhibits. Within the site is the new visitors centre that is close to completion. The site also includes the Uniter Building (Cold War Bunker) to the north and electricity substation to the east.

The site is located within the green belt as designated by the Hillingdon Local Plan (November 2012).

3.2 Proposed Scheme

The Battle of Britain Bunker Reception Building was originally erected as a temporary visitor and classroom support space for visitors to the war bunkers whilst the adjacent Battle of Britain Education and Visitor Centre building was being completed.

The reception building was intended to be removed following the completion of the new facility; however, operational developments have necessitated the retention of the temporary block. In addition, if the building is to remain in situ then the aesthetic of the temporary block is deemed to require attention such that it complements the new Visitor Centre and the wider historic context.

To this end the planning application has been submitted to permanently retain the building, but change the external appearance of the block by painting or mural work such that it befits the historic context and compliments the new Visitor Centre.

3.3 Relevant Planning History

585/APP/2009/2752 R A F Uxbridge Hillingdon Road Uxbridge

1. Outline application (all matters reserved, except for access) including demolition of some existing buildings and:
 - a) Creation of up to 1,296 residential dwellings (Class C3) of between 2 to 6 residential storeys;
 - b) Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 6 storeys;
 - c) Creation of a three-form entry primary school of 2 storeys;
 - d) Creation of a hotel (Class C1) of 5 storeys of up to 90 beds;
 - e) Creation of a 1,200 seat theatre with ancillary cafe (Sui Generis); office (Class B1a) of up to 13,860sq.m; energy centre (Sui Generis) of up to 1,200sq.m; and retail (Class A1, A2, A3, A4, A5) of up to 2,850sq m; in buildings of between 4 to 6 storeys as well as a tower element associated with the theatre of up to 30m;
 - f) Creation of a local centre to provide up to 150sq.m of retail (Class A1 and A2) and 225sq.m G surgery (Class D1); Means of access and improvements to pedestrian linkages to the Uxbridge Town centre; car parking; provision of public open space including a district park; landscaping; sustainable infrastructure and servicing.

2. In addition to the above, full planning permission for:
 - a) Creation of 28 residential dwellings (Class C3) to the north of Hillingdon House of between 2 to 3 storeys as well as associated amenity space and car parking;
 - b) Change of use of Lawrence House (Building No. 109) to provide 4 dwellings (Class C3), associated amenity space and car parking including a separate freestanding garage;
 - c) Change of use and alterations to the Carpenters building to provide 1 residential dwelling (Class C3);
 - d) Change of use and alterations to the Sick Quarters (Building No. 91) to provide 4 dwellings (Class C3) as well as associated amenity space and car parking;
 - e) Change of use of Mons barrack block (Building No. 146A) to provide 7 dwellings (Class C3) as well as associated amenity space and car parking.
 - f) Change of use of the Grade II listed former cinema building to provide 600sq.m Class D1/2 use (no building works proposed);
 - g) Change of use and alterations to the Grade II listed Hillingdon House to provide 600sq.m for use as a restaurant (Class A3) on the ground floor and 1,500sq.m of office (Class B1) on the ground, first and second floors;

Decision: 18-01-2012 Approved

585/APP/2014/3739 The Battle Of Britain Bunker, Raf Uxbridge Hillingdon Road Uxbridge
Erection of a temporary modular building with associated works and installation of a temporary road

Decision: 10-12-2014 Approved

585/APP/2014/3910 The Battle Of Britain Bunker, Raf Uxbridge Hillingdon Road Uxbridge
Erection of Battle of Britain Education and Visitor centre with exhibition space, auditorium,
meeting rooms, library, cafe and shop and associated parking area and landscaping.

Decision: 08-01-2015 Approved

Comment on Relevant Planning History

Planning permission was approved on 10 December 2014 under application reference 585/APP/2014/3739 for the erection of a temporary modular building with associated works and installation of a temporary road. These are works were to enable the continued operation of the facilities during demolition and construction of the new visitors centre.

Prior approval was granted for the demolition of the former AUS building on 17 November 2014.

Planning permission was approved on 18 January 2015 under application reference 585/APP/2014/3910 for the Erection of Battle of Britain Education and Visitor centre with exhibition space, auditorium, meeting rooms, library, cafe and shop and associated parking area and landscaping.

4. Planning Policies and Standards

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
London Plan (2016)
National Planning Policy Framework
Hillingdon Supplementary Planning Document - Accessible Hillingdon

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
PT1.CI1 (2012) Community Infrastructure Provision
PT1.CI2 (2012) Leisure and Recreation
PT1.CI3 (2012) Culture

Part 2 Policies:

BE10 Proposals detrimental to the setting of a listed building
BE13 New development must harmonise with the existing street scene.
OE1 Protection of the character and amenities of surrounding properties and the local area
AM14 New development and car parking standards.

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- LPP 7.16 (2016) Green Belt

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 4 local owner/occupiers on 14 November 2017. The application was also advertised by way of site and press notices. No responses were received.

ENGLISH HERITAGE

This application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

No requirement to consult GLAAS

Internal Consultees

DESIGN AND CONSERVATION OFFICER

No objection. Please condition the paint colour for the elevations.

HIGHWAYS OFFICER

There are no material highways implications resulting from the retention and repainting of the reception centre. No objections are raised on highways grounds.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application relates to the retention of an education centre in connection with the existing Battle of Britain Bunker and museum.

Policy CI1 states that the council will ensure that community and social infrastructure is provided in Hillingdon while Policy CI3 seeks to ensure that cultural uses help improve the quality of life of residents and visitors, including safeguarding the quality of existing viable cultural facilities and supporting proposals for new and improved facilities. Policy R7 also supports the provision of cultural facilities.

The building provides a facility for visitors and volunteers thus considerably improving the cultural offer in the London Borough of Hillingdon. The proposal is therefore considered acceptable in principle with regards to Policies CI1 and CI3 of the Local Plan: Part 1 and Policy R7 of the Local Plan: Part 2. There is therefore no objection raised to the principle of the development.

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

Given the location of the building and its modest size and scale, the scheme is not considered to have a detrimental impact on the character, appearance and setting of the adjacent Grade I listed bunker. In addition English Heritage, GLAAS and the Council's Conservation Officer have been consulted on the proposals and have raised no objections to the application. A condition is recommended to be attached to ensure that the proposed paint scheme/coulour is appropriate in this location.

7.04 Airport safeguarding

Not applicable to the consideration of this application.

7.05 Impact on the green belt

The existing building is located adjacent to the Green Belt boundary, however it is single storey in nature and is adjacent to the larger new visitors centre that is currently being constructed. Accordingly, the size, scale and height of the building is not considered to be obtrusive in this location and it is not considered that it would have any significant adverse impact on the long-term openness of the Green Belt or the visual amenities of the surrounding area. The proposed painting of the structure to a more appropriate colour for its setting is deemed to improve the visual impact of the building.

7.07 Impact on the character & appearance of the area

The building is located to the east of the access road into the site and consists of a single storey, flat roofed building. Given its location within the site, the dense belt of trees and shrubs surrounding the site would assist with the screening and softening of the proposal. For these reasons, the scheme would not appear highly prominent within the surrounding street scene and no objection is raised in this regard. The proposed painting of the structure to a more appropriate colour for its setting is deemed to improve the visual impact of the building. A condition is recommended to be attached to ensure that the proposed paint scheme/coulour is appropriate in this location.

7.08 Impact on neighbours

The existing single storey building is located approximately 18m from the closest neighbouring property on Patch Close. Between the building and the rear gardens of Patch Close is a boundary wall that is greater in height than the existing building that is proposed for retention. The impact of the application on neighbouring occupiers is therefore considered to be minimal.

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 retention of the existing single storey building is not considered to result in any additional traffic impacts. The Council's Highways Engineer has reviewed the application and confirmed they have no objection to the retention of the building. The site comprises 32 car parking spaces which will be retained for use by the new visitor centre and this existing building.

7.11 Urban design, access and security

The proposed painting of the structure to a more appropriate colour for its setting is deemed to improve the visual impact of the building thus improving its appearance within the public realm. The existing security arrangements for the building will not be altered as a result of the current application.

7.12 Disabled access

Whilst the new visitor centre will be fully accessible with complimentary facilities throughout, the bunkers are not wheelchair accessible. Wheelchair access to the Battle of Britain Bunker Reception Building is from an existing shallow ramped access that exists from the car park. The existing access arrangements for the building will not be altered as

- a result of the current application.
- 7.13 Provision of affordable & special needs housing**
Not applicable to the consideration of this application.
- 7.14 Trees, landscaping and Ecology**
Not applicable to the consideration of this application.
- 7.15 Sustainable waste management**
Not applicable to the consideration of this application given that the application relates to the retention of an existing structure.
- 7.16 Renewable energy / Sustainability**
Not applicable to the consideration of this application given that the application relates to the retention of an existing structure.
- 7.17 Flooding or Drainage Issues**
Not applicable to the consideration of this application given that the application relates to the retention of an existing structure.
- 7.18 Noise or Air Quality Issues**
Not applicable to the consideration of this application given that the application relates to the retention of an existing structure.
- 7.19 Comments on Public Consultations**
None received.
- 7.20 Planning obligations**
Not applicable to the consideration of this application.
- 7.21 Expediency of enforcement action**
None
- 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

None

10. CONCLUSION

The application is for the retention of an existing temporary visitors centre and it's external redecoration at the site of the Battle of Britain Bunker and it's new visitors centre. The structure to which this application relates is the temporary structure provided to enable the continued operation of the facilities during demolition and construction of the new visitors centre.

No objections are raised to the principle of the development in this location, which is considered to have a limited impact on the openness of the wider adjacent Green Belt. The proposal is not considered to have a detrimental impact on the character, appearance and setting of the adjacent statutory Grade I listed building and surrounding area in general. The scheme would not have a detrimental impact on the local highways network or existing parking provision.

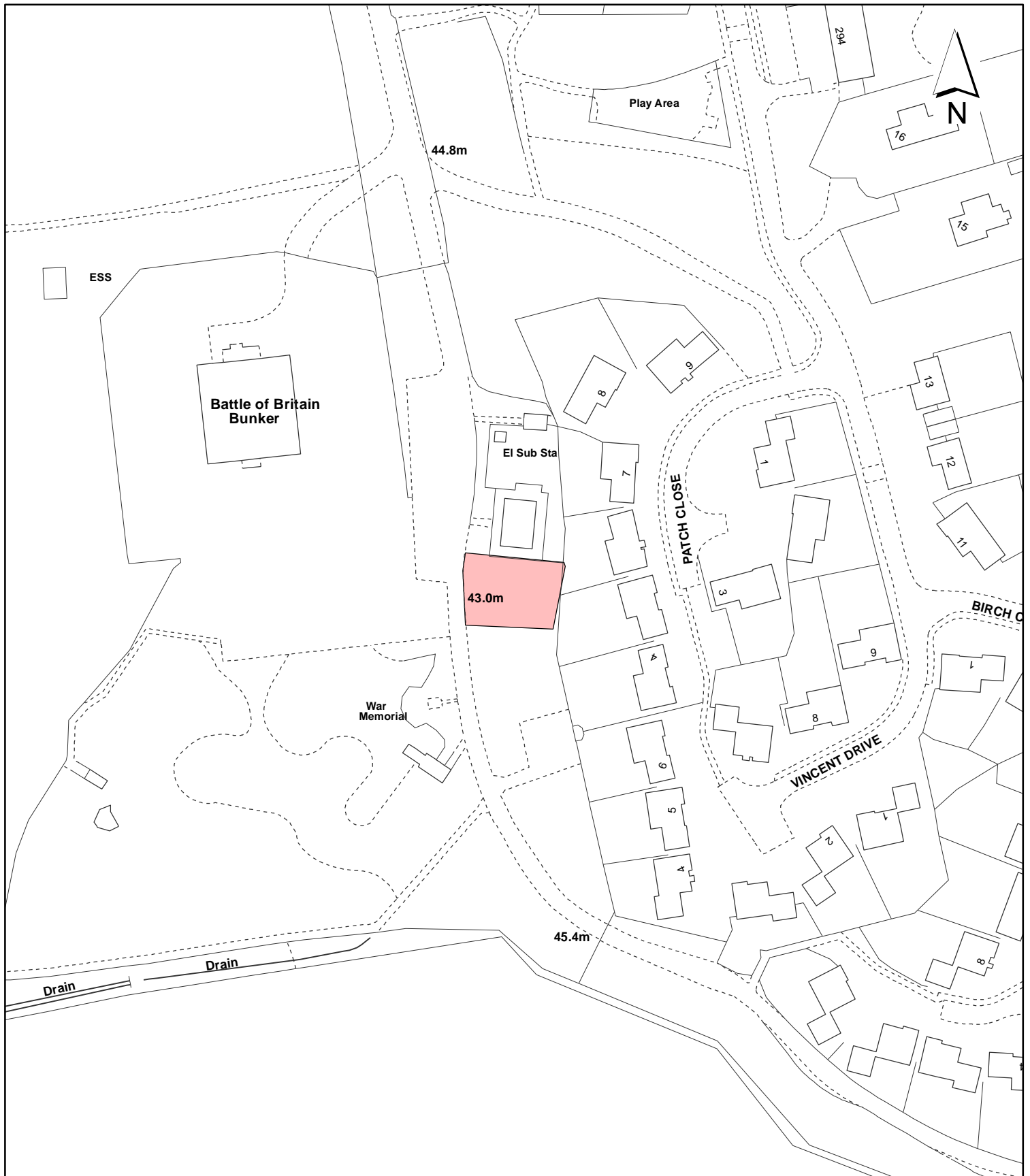
The proposal is considered to comply with relevant planning policy and, accordingly, approval is recommended.

11. Reference Documents

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
London Plan (2016)
National Planning Policy Framework
Hillingdon Supplementary Planning Document - Accessible Hillingdon

Contact Officer: Ed Laughton

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Battle of Britain Bunker
 St Andrews Park**

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

Planning Application Ref:
585/APP/2017/4005

Scale:
1:1,250

Planning Committee:
Major

Date:
February 2018

