

## Report of the Head of Planning, Sport and Green Spaces

**Address** RUISLIP TELEPHONE EXCHANGE HIGH STREET RUISLIP

**Development:** Installation of replacement lattice stub tower supporting headframe supporting 9No. antennas and transmission dish and ancillary apparatus, removal of 2No. pole mounted antennas all on rooftop of building, and installation of ground based equipment cabinets (removal of existing redundant cabinet) and ancillary apparatus

**LBH Ref Nos:** 10105/APP/2018/181

**Drawing Nos:** Covering Letter Ref: CTIL: 172000/164967/CW dated January 2018  
Benefits of Mobile Connectivity  
Planning Statement dated January 2018  
Declaration of Conformity  
Supporting Operational and Technical Justification for Proposed Electronic Communication Base Station  
164967-22-100-MD019 Rev 1£  
164967-00-002-MD019 Rev 1£  
164967-00-003-MD019 Rev 1£  
164967-00-004-ML001 Rev 1

**Date Plans Received:** 15/01/2018                      **Date(s) of Amendment(s):**

**Date Application Valid:** 15/01/2018

### 1. **SUMMARY**

The applicant seeks permission for a replacement stub mast with three additional antennas and radio equipment and housing at ground floor level. The proposed installation would provide 4G coverage to the area.

The proposal would not result in a detrimental impact on the character and appearance of the street scene or the surrounding Conservation Area. The proposal would not cause harm to pedestrian and highway safety. The proposed development therefore complies with Policies AM7, BE13 and BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Chapter 5 of the National Planning Policy Framework (March 2012).

It is therefore recommended that planning permission is granted.

### 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 164967-22-100-MD019 Rev 19, 164967-00-002-MD019 Rev 19, 164967-00-003-MD019 Rev 19 and 164967-00-004-ML001 Rev 1.

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).

### **3 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:

- Benefits of Mobile Connectivity
- Planning Statement dated January 2018
- Declaration of Conformity
- Supporting Operational and Technical Justification for Proposed Electronic
- Communication Base Station

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence

#### REASON

To ensure that the development complies with the objectives of Policies . Specify Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

### **4 NONSC Non Standard Condition**

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

#### REASON

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

### **5 COM16 Scheme for site noise control**

The development shall not begin until a scheme which specifies the provisions to be made for the control of noise emanating from the proposed cabinet and housing equipment has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of physical and other measures as may be approved by the Local Planning Authority. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

#### REASON

To safeguard the amenity of the surrounding area in accordance with policy OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

## **INFORMATIVES**

**1**            I52                    **Compulsory Informative (1)**

The decision to APPROVE details of siting and design has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

**2**            I53                    **Compulsory Informative (2)**

The decision to APPROVE details of siting and design has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE37	Telecommunications developments - siting and design
NPPF5	NPPF - Supporting high quality communication infrastructure

**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.

**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).

**5**            I15                    **Control of Environmental Nuisance from Construction Work**

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be

carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit ([www.hillingdon.gov.uk/noise](http://www.hillingdon.gov.uk/noise) Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

## 6

The installation is to be carried out in accordance with NJUG, Volume 4 (2007) 'Guidelines for the planning, installation and maintenance of utilities apparatus in proximity to trees.

### 3. CONSIDERATIONS

#### 3.1 Site and Locality

The site is located to the west of the High Street, to the rear of Nos 28-40 High Street and the gardens of Nos 2-4 King Edwards Road. The building dates from the Inter-war period and was designed for function. The architectural style is similar to other telephone exchanges built at the time. They were usually associated to a similarly designed post office building nearby. The site itself is positioned behind the shopping parade that faces directly onto the High Street, directly behind 32 High Street, known as The British Legion Hall which is Grade II Listed. It is accessed via a service road of the High Street, adjacent to the Listed Building. The existing building is located within the Ruislip Village Conservation Area. The scale of the building itself as well as the existing infrastructure on the roof makes it highly visible from various parts of the Conservation Area, including The Oaks, King Edwards Road and the High Street.

#### 3.2 Proposed Scheme

The proposal under this application seeks to provide the following:

- The removal of the existing stub mast and headframe;
- The installation of a replacement stub mast at roof level;
- The number of existing antenna will be increased by 3No, all to be located on the replaced headframe;
- The removal of existing pole-mounted antennas from the southern section of the rooftop;
- The removal of an existing pole-mounted antenna and a transmission dish from the existing stub tower, and the relocation of this equipment onto the proposed stub mast;
- The installation of radio equipment housing and ancillary apparatus at ground level adjacent to the western boundary of the site; and
- The installation of cabling and ancillary apparatus.

### 3.3 Relevant Planning History

10105/APP/2001/1404 Ruislip Telephone Exchange High Street Ruislip  
INSTALLATION OF VENTILATION LOUVRES IN SIDE ELEVATION

**Decision:** 02-08-2001 Approved

10105/APP/2001/2338 Ruislip Telephone Exchange High Street Ruislip  
INSTALLATION OF ADDITIONAL TELECOM ANTENNAS ON ROOF PLUS EQUIPMENT  
CABINETS ON GROUND LEVEL

**Decision:** 01-02-2002 Approved

10105/APP/2013/237 British Telecom, Telephone Exchange High Street Ruislip  
Installation of 5 weather louvres to side elevations.

**Decision:** 21-03-2013 Approved

10105/APP/2017/1329 Ruislip Telephone Exchange High Street Ruislip  
Installation of replacement stub mast and headframe, the installation of replacement stub mast  
roof level, the relocation of existing pole-mounted antenna and transmission dish onto the  
proposed stub mast and the installation of radio equipment housing at rooftop level.

**Decision:** 01-08-2017 Withdrawn

10105/B/83/0384 Ruislip Automatic Telephone Exchange High Street Ruislip  
Extension/Alterations to public utility (P) of 123 sq.m.

**Decision:** 06-05-1983 Approved

10105/E/93/1092 Ruislip Automatic Telephone Exchange High Street Ruislip  
Installation of 12 sector antennae (3.5m high) at roof level

**Decision:** 03-12-1993 Refused **Appeal:** 11-10-1994 Allowed

10105/G/98/1906 Ruislip Telephone Exchange High Street Ruislip  
Erection of one 5 metre stub mast complete with 3 cross polar antennas and one radio equipme  
housing

**Decision:** 22-01-1999 Approved

#### Comment on Relevant Planning History

10105/APP/2017/1329 for a similar scheme was withdrawn on 01.08.2017 to allow the developer to make appropriate changes to the scheme. The current scheme differs in that the proposed replacement sub mast and antennas have been redesigned to be more in keeping with the building.

## **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.

BE13 New development must harmonise with the existing street scene.

BE19 New development must improve or complement the character of the area.

BE37 Telecommunications developments - siting and design

NPPF5 NPPF - Supporting high quality communication infrastructure

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable

## **6. Consultations**

### **External Consultees**

This application was consulted on between 29-01-2018 and 19-02-2018. The following objections were received to this application and are summarised below:

- the proposed aerials are not in keeping with the character of the area;
- the aerials and structures are visible from neighbouring gardens;
- this is a resubmission of an earlier application to which there were strong objections including a petition signed by 50 people;
- this application does not address the concerns raised in the earlier application which was withdrawn before planning committee;
- the telephone exchange building lies in the heart of the Ruislip Conservation Area, set back behind the buildings in the High Street and therefore of a residential character;
- the existing aerials are prominent and detract from the character and setting of the Conservation Area;
- the proposal which replaces nearly all visible equipment would remain a visual clutter in this area;
- the applicant should consider relocating the equipment elsewhere that is less sensitive;
- there would be an increase in the number of aeriels from 6 to 9;
- concerns relating to noise from the equipment;
- concerns relating radiation;
- the proposal would result in light and disturbance;
- the equipment should be removed to a non residential location nearby;
- the applicant has started work without permission.

Officer comment: the agent confirmed on 22/02/2018 that work proposed under this application had not commenced.

## Internal Consultees

Highway

There are no specific comments on this proposal.

Conservation Officer

The existing building is located within the Ruislip Village Conservation Area. The building dates from the Inter-war period and was designed for function. The architectural style is similar to other telephone exchanges built at the time. They were usually associated to a similarly designed post office building nearby.

The site itself is positioned behind the shopping parade that faces directly onto the High Street, directly behind 32 High Street, known as The British Legion Hall which is Grade II Listed. It is accessed via a service road of the High Street, adjacent to the Listed Building. The scale of the building itself as well as the existing infrastructure on the roof makes it highly visible from various parts of the Conservation Area, including The Oaks, King Edwards Road and the High Street.

COMMENTS: The proposal would replace/consolidate existing telecommunications infrastructure in the same location. Whilst the proposed stub tower structure would appear slightly bulkier the harm caused to the surrounding conservation area would be considered minimal, taking into account the use of the building, nature of the proposal and location of the proposed works. Provided all redundant equipment/infrastructure is removed, there are no objections to the proposal.

EPU

The applicant has not made an assessment of the locality of the development so cannot assume the noise levels suggested. The development is relatively small scale so a pre-commencement condition for an acoustic assessment would cover any issues that may occur.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that telecommunications developments will be acceptable in principle provided that any apparatus is sited and designed so as to minimise its effect on the appearance of the surrounding areas. The policy also states that permission for large or prominent structures will only be granted if:

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

The proposed installation is required in order to provide improved mobile connectivity.

The applicant has not carried out a study of alternative sites within the area as the existing building comprises telecommunication equipment. However, this is an existing

telecommunications site, it is already accepted that there is a need for this development in this location, as required by the policy. This proposal will upgrade the existing apparatus to provide 4G coverage to the local area.

The applicant does take the opportunity to optimise the existing equipment. In doing so the applicant seeks to add radio equipment housing at ground floor level and therefore the application does not increase visual clutter within the townscape and this part of the Conservation Area which is considered not to harm to the character and appearance of the Conservation Area it is therefore considered that the proposal would comply with Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

#### **7.02 Density of the proposed development**

Not applicable to this application.

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

Section 72 of the Planning (Listed Buildings and Conservation Areas Act) 1990 states the statutory duty of Local Planning Authorities in regard to development affecting conservation areas 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

Paragraphs 129 - 134 of the NPPF consider the conservation of the historic environment. In particular, Paragraph 134 of the NPPF (2012) notes where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

Policy BE4 of the Local Plan: Part Two (November 2012) expects new developments to preserve or enhance the visual quality character of Conservation Areas.

The proposal seeks to consolidate existing telecommunications infrastructure and the installation of radio equipment housing at ground floor level. Whilst the proposed stub tower structure would appear slightly bulkier the harm caused to the surrounding conservation area would be considered minimal. It is also acknowledged that consolidating the equipment at roof top level is of some benefit. The proposed cabinet and housing at ground floor level is set away from the existing residential dwellings and would not be visible from the surrounding Conservation Area.

Taking into account the use of the building, nature of the proposal and location of the proposed works, it is considered that as a result of this application this proposal would have a neutral impact on the Conservation Area. The applicant has sought to mitigate the visual impact of the proposal by removing redundant and consolidating equipment. The proposal is therefore considered to, on balance, accord with Policies BE4 and BE37 of the Local Plan: Part Two (November 2012) or Paragraph 129-134 of the NPPF (2012).

#### **7.04 Airport safeguarding**

Not applicable to this application.

#### **7.05 Impact on the green belt**

Not applicable to this application.

#### **7.07 Impact on the character & appearance of the area**

See Section 07.03 of the report.

#### **7.08 Impact on neighbours**

Policy OE 1 of the Local Plan: Part Two (November 2012) notes permission would not normally be granted for structures which are likely to become detrimental to the character and appearance of the properties or the area generally because of siting and appearance



or noise and vibration unless sufficient measures are taken to mitigate the development is acceptable.

Given the nature of the proposal, this application is not considered to harm the amenity of neighbouring residents in terms of loss of outlook and light. Noise is discussed in section 07.18 of the report. As such the proposal accords with Policy OE1 of the Local Plan: Part Two (November 2012).

**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 Two - 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.

The application is unlikely to result in a highways impact.

**7.11 Urban design, access and security**

Covered elsewhere in section 07.03 of the report.

**7.12 Disabled access**

Not applicable to this application.

**7.13 Provision of affordable & special needs housing**

Not applicable to this application.

**7.14 Trees, Landscaping and Ecology**

Not applicable to this application.

**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 submitted planning statement notes that on occasion, mechanical ventilation could be used to prevent overheating. The applicant has not submitted a noise assessment, however given the small scale nature of the scheme, a noise assessment is secured as a pre-commencement condition.

**7.19 Comments on Public Consultations**

**7.20 Planning Obligations**

Not applicable to this application.

**7.21 Expediency of enforcement action**

Not applicable to this application.

**7.22 Other Issues**

None identified.

**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 development.

## 10. **CONCLUSION**

The applicant seeks permission for the removal and replacement of telecommunications equipment at rooftop level and the installation of a cabinet at ground floor level. The proposed installation would provide 4G coverage to the area.

The proposed telecommunications installation would not result in a detrimental impact on the character and appearance of the street scene or the surrounding Conservation Area. The proposal would not cause harm to pedestrian and highway safety. The proposed development therefore complies with Policies AM7, BE13 and BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Chapter 5 of the National Planning Policy Framework (March 2012).

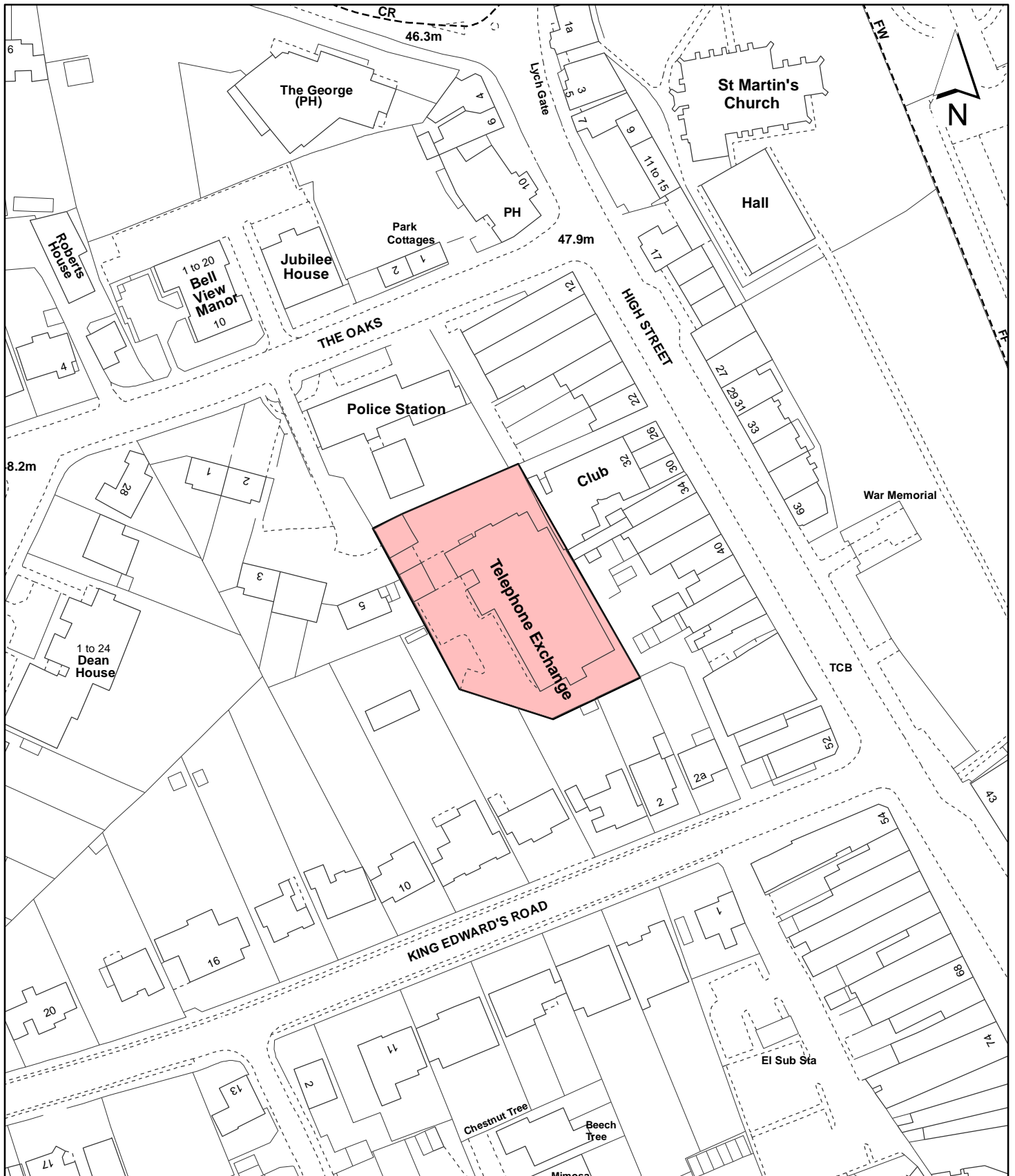
It is therefore recommended that prior approval be required in this instance and that approval be granted.

## 11. **Reference Documents**


Hillingdon Local Plan: Part One - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)  
London Plan (2016)  
National Planning Policy Framework (March 2012) Chapter 5

**Contact Officer:** Zenab Haji-Ismael

**Telephone No:** 01895 250230



**Notes**

 Site boundary

For identification purposes only.

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Site Address	
<b>Ruislip Telephone Exchange</b>	
Planning Application Ref: <b>10105/APP/2018/181</b>	Scale <b>1:1,250</b>
Planning Committee <b>North Application</b>	Date <b>March 2018</b>

**LONDON BOROUGH OF HILLINGDON**

**Residents Services**

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



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