

Report of the Head of Planning, Transportation and Regeneration

Address NORTHWOOD RECREATION GROUND CHESTNUT AVENUE
NORTHWOOD

Development: Proposed side extension and installation of ramp

LBH Ref Nos: 23172/APP/2019/922

Drawing Nos: 2018/D248/P/06
2018/D248/T/07 Planting Specification (May 2019)
2018/D/250/P Design and Access Statement (March 2019)
2018/D248/P/02
2018/D248/P/05
2018/D248/P/03
2018/D248/P/04
2018/D248/P/01

Date Plans Received: 15/03/2019

Date(s) of Amendment(s):

Date Application Valid: 22/03/2019

1. SUMMARY

This application seeks permission for a side extension to the Northwood Bowls Club building, the installation of a ramp which is to wrap around the proposed extension, the removal of one tree and planting of five trees. This is considered acceptable in principle and with regard to its impact on the Green Belt, street scene, residential amenity, trees and landscaping, the local highway network and access. The application is recommended for approval.

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 ensure only for the benefit of the land.

2 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.

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 2018/D248/P/01, 2018/D248/P/02, 2018/D248/P/03, 2018/D248/P/04, 2018/D248/P/05, 2018/D248/P/06 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 2 - Saved UDP Policies (November 2012) and the London Plan (March 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 document:

2018/D248/T/07 Planting Specification (May 2019)

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

If any new tree planted is found to be seriously diseased or dying within 5 years of planting, another tree shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season.

REASON

To ensure that the development complies with the objectives of Policies contained within the Hillingdon Local Plan: Part 2 - 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.

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.
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

OL2	Green Belt -landscaping improvements
OL4	Green Belt - replacement or extension of buildings
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 6.13	(2016) Parking
LPP 7.2	(2016) An inclusive environment
LPP 7.16	(2016) Green Belt
NPPF- 13	NPPF-13 2018 - Protecting Green Belt land

3 170 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 measures approximately 0.25 hectares in size and is located on the east side of Chestnut Avenue. The site consists of two single storey buildings and is used by Northwood Bowls Club. The site is designated as part of the Green Belt and has a low Public Transport Accessibility Level (PTAL) of 1b.

3.2 Proposed Scheme

This application seeks permission for a side extension to the Northwood Bowls Club building, to measure 4.25 metres in width, 3.83 metres in depth and 4.5 metres in height to match the existing, with a pitched roof. A ramp is also proposed to wrap around one corner of the extension, with a gradient of 1:11. The proposed development would remove one leylandi tree and plant one red horse chestnut tree and four oak trees.

3.3 Relevant Planning History

Comment on Relevant Planning History

None.

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.CI1 (2012) Community Infrastructure Provision

PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

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.
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
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LPP 7.16	(2016) Green Belt
NPPF- 13	NPPF-13 2018 - Protecting Green Belt land

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 site notice was erected and letters were sent to neighbouring properties. All consultations expired on the 04/05/2019. Three objections were received from members of the public. These are summarised as follows:

- The tree should be retained for screening and the hedge adjacent to the roadside railing should be retained and thickened.
- Loss of visual amenity with views of parkland obstructed and the provision of more brickwork on display.
- Additional cars will cause the inevitable parking issues already suffered.
- There are continual confrontations between drivers due to inadequate passing bays.
- Noise & disturbance resulting from use.
- The tree to be removed was originally planted to replace trees removed for the original development.
- Any development in Chestnut Avenue that involves additional traffic and parking pressures should not be allowed unless adequate traffic management measures are improved.
- There are other sides to extend on which would not result in the removal of a tree.

A resident noted that the address for the application was incorrect and the submitted Design and Access Statement had an incorrect cover page. As a result, revisions were received and a further site notice and another round of letters were sent to neighbouring properties. This round of consultation expired on 31/05/2019. Two objections were received which reiterate previous comments. These are summarised as follows:

- Members of the bowls club are parking unlawfully on Chestnut Avenue and is dangerous to pedestrians.

- The extension will generate more members and further traffic and issues with parking.
- There is no need for additional facilities.
- The proposal will have detrimental impacts on wildlife.
- The proposal will impact the value of local properties.
- The proposal is detrimental to the quality of life of local residents.

Case Officer Comment:

All material planning considerations are considered by the case officer and planning specialists in the main body of the report.

Internal Consultees

TREES AND LANDSCAPING OFFICER:

The site boundary is generally well screened by trees, including three other cypress trees and some deciduous species within the site, together with mature horse chestnuts within the highway verge.

While it is always regrettable to lose trees, in this case the impact will be minimal. The long term future of the conifers so close to the building is questionable as they are a particularly vigorous species, capable of growing to 20 metres in height. Occasional trimming is already required to prevent their spread from damaging the building.

They are also a high water demand species whose presence close to building is not ideal. By way of mitigation, replacement tree planting could be accommodated close by where there are gaps in the boundary tree screen both within the highway verge and / or within the recreation ground immediately to the west of the bowls club.

In terms of ease of establishment and long term environment benefit, it is recommended that three heavy standard trees are planted, by condition.

RECOMMENDATION

No objection subject to condition COM9 (part 1) which should provide three replacement trees - species and locations to be agreed.

Case Officer Comment:

Plan reference 2018/D248/P/06 and supporting document reference 2018/D248/T/07 were submitted, indicating the replacement planting of one horse chestnut tree and four oak trees. As such, the landscaping condition requested above is not required.

Access Officer:

Involvement in the Council's Accessibility Officer was sought at an early design stage, hence no further observations are required now. Conclusion: acceptable

Highways Officer:

Owing to the very small scale extension (12.8m² -GIFA) there are no discernible highway impacts envisaged in terms of additional traffic generation or parking demand on the locality.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy CI2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states

that the Council will seek to secure good quality, well maintained leisure and recreation facilities to address identified deficiencies and meet the needs of local communities.

The proposal for an extension to the existing Northwood Bowls Club building and the installation of a ramp are considered to improve the quality of the existing facility and safeguard its viability. As such, the proposal is considered acceptable in principle.

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

Not applicable to the consideration of this application.

7.04 Airport safeguarding

Not applicable to the consideration of this application.

7.05 Impact on the green belt

The application site is located within Green Belt land.

Paragraph 143 of the National Planning Policy Framework (NPPF) (February 2019) sets out that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in 'very special circumstances'. Paragraph 144 continues this, stating:

"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 resulting from the proposal, is clearly outweighed by other considerations."

Policy 7.16 of the London Plan (March 2016) supports this, stating:

"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".

Notably, paragraph 145 of the NPPF (February 2019) states that exceptions to new buildings in the Green Belt include:

"b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;"

In terms of local policy, the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) gives strong protection to Green Belt land. Policy EM2 states that the Council will seek to maintain the current extent of the Green Belt and any proposals for development in the Green Belt and Metropolitan Open Land will be assessed against national and London Plan (March 2016) policies, including the very special circumstances test.

Policies OL1, OL2 and OL4 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) also give strong emphasis to not normally permitting new building in the Green Belt, reflecting overarching national and London wide policies.

Of particular relevance is Policy OL4 which states that the Local Planning Authority will permit the replacement or extension of buildings within the Green Belt if:

- (i) The development would not result in any disproportionate change in the bulk and character of the original building;
- (ii) The development would not significantly increase the built up appearance of the site;
- (iii) 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 proposed development would be for the extension of an existing facility which facilitates an appropriate use within the Green Belt, that being outdoor recreation. The extension would measure 4.25 metres in width, 3.83 metres in depth and 4.5 metres in height to match the existing, with a pitched roof. A ramp is also proposed to wrap around one corner of the extension with a gradient of 1:11. These are considered to be subordinate additions and the materials proposed would match the existing materials used. The proposal would not significantly increase the built up appearance of the area and would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated. The replacement tree planting of five trees is also considered to improve the visual amenities of the site and surrounding area. As such, the principle of the proposed development in the Green Belt is considered to be acceptable and accords with Policy OL1, OL2 and OL4 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), Policy EM2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy 7.16 of the London Plan (March 2016) and the National Planning Policy Framework (February 2019).

7.07 Impact on the character & appearance of the area

Policy BE13 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the Local Planning Authority considers it desirable to retain or enhance.

Policy BE15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that proposals for alterations and extensions to existing buildings will be permitted where they harmonise with the scale, form, architectural composition and proportions of the original building.

The proposed extension would measure 4.25 metres in width, 3.83 metres in depth and 4.5 metres in height to match the existing, with a pitched roof. This is considered to be a subordinate addition to the existing building and would harmonise with the existing street scene and character of the area. The proposed ramp would not be seen from the street scene and would be a proportional addition to the existing development. The removal of one tree and replacement with five trees is also considered to improve the visual amenities of the site and surrounding area. As such, the proposal is considered to accord with Policy BE13 and BE15.

7.08 Impact on neighbours

Policy BE19 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that the local planning authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area.

Policy BE20 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them and the amenities of existing houses are safeguarded.

Policy BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.

Policy BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that the design of new buildings should protect the privacy of the occupiers and their neighbours.

As previously noted, the proposed development would represent subordinate additions to the existing site and would complement the amenity and character of the area. These additions are located approximately 30 metres away from the nearest residential properties to the west of the application site, namely nos. 8, 9 and 10 Chestnut Avenue. The proposed development would not compromise neighbour privacy or the level of light received by such properties. The replacement tree planting of five trees is also considered to improve the visual amenities of the site and surrounding area. The proposed development would accord with Policy BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.09 Living conditions for future occupiers

Not applicable to the consideration of 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) will be considered and requires that new development is only permitted where it is in accordance with the Council's adopted car parking standards. The adopted standards do not require any parking spaces to be provided for a leisure use.

Chestnut Avenue currently provides unrestricted car parking to the benefit of Northwood Bowls Club. There are no specifically designated car parking spaces within the application site which serve this club, although there are approximately 30 car parking spaces within the Recreation Ground which are located next to the shared Northwood Cricket Club and Football Club building. There are no restrictions on the use of this car park and could be used by users of the Northwood Bowls Club.

The proposed extension would measure approximately 12.8 square metres in internal floorspace and is considered small in scale. By virtue of its size, it is not considered that the proposal would have a detrimental impact on the local highway network or parking along Chestnut Avenue. Based on adopted Council parking standards, the proposed development would not be required to provide any additional on-site parking and would not exceed the 15 square metre floorspace threshold in order to require additional cycle parking storage. As such, the proposed development is not considered contrary to Policy AM7 and AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.11 Urban design, access and security

Design related matters are addressed in the 'Impact on the character & appearance of the area' section of the report.

7.12 Disabled access

Policy 7.2 of the London Plan (March 2016) requires that the all new development provides

the highest standards of accessible and inclusive design.

As stated by the Council's Access Officer, the proposed ramp is considered acceptable and accords with Policy 7.2 of the London Plan (March 2016).

7.13 Provision of affordable & special needs housing

Not applicable to the consideration of this application.

7.14 Trees, Landscaping and Ecology

Policy 5.3 of the London Plan (March 2016) requires that development proposals incorporate sustainable design and requires that biodiversity and green infrastructure is promoted and protected.

Policy BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate.

The proposed development would involve the removal of one conifer tree. As stated by the Council's Trees and Landscaping Officer, the long term future of the conifer tree is in doubt due to how close it is to the building and the potential damage it could cause. An additional plan and planting specification has been submitted indicating the replacement planting of one horse chestnut tree and four oak trees. Subject to a condition requiring compliance with this plan and supporting document, the proposed development is considered to accord with Policy 5.3 of the London Plan (March 2016) and Policy BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.15 Sustainable waste management

Not applicable to the consideration of this application.

7.16 Renewable energy / Sustainability

Not applicable to the consideration of this application.

7.17 Flooding or Drainage Issues

Not applicable to the consideration of this application.

7.18 Noise or Air Quality Issues

Not applicable to the consideration of this application.

7.19 Comments on Public Consultations

This is covered in the 'External Consultees' section of the report.

7.20 Planning Obligations

Not applicable to the consideration of this application.

7.21 Expediency of enforcement action

Not applicable to the consideration of this application.

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

In conclusion, the proposed development is considered acceptable in principle and with

regard to its impact on the Green Belt, street scene, residential amenity, trees and landscaping, the local highway network and access. As such, the proposal is recommended for approval.

11. Reference Documents

National Planning Policy Framework (February 2019)

The London Plan (March 2016)

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)

Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)

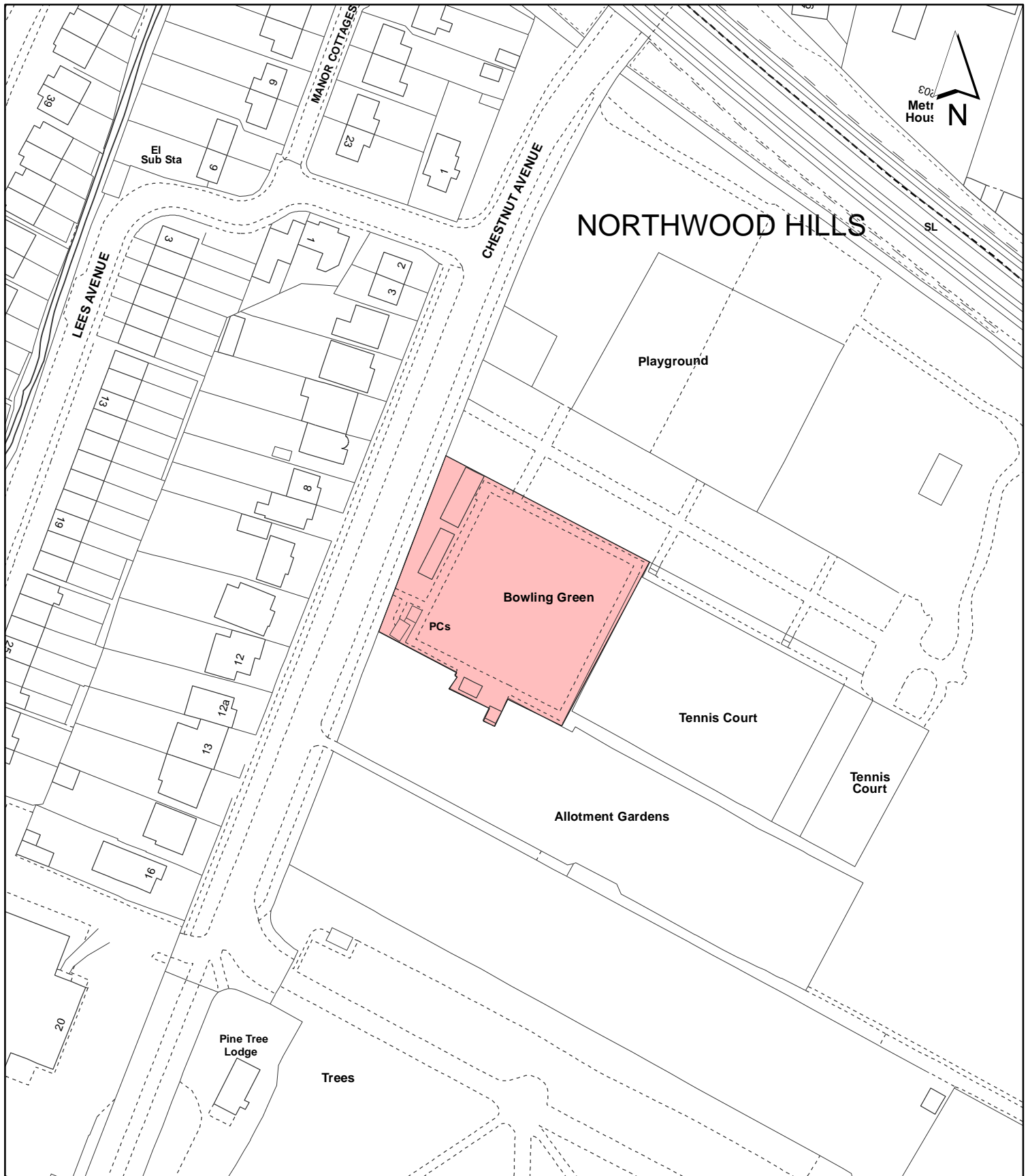
Emerging Hillingdon Local Plan: Part 2 - Development Management Policies (October 2015)

Hillingdon Design and Accessibility Statement: Residential Layouts (July 2006)

Hillingdon Design and Accessibility Statement: Accessible Hillingdon (December 2008)

Contact Officer: Michael Briginshaw

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Notes:

 Site boundary

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Site Address:

**Northwood Recreation Ground
 Chestnut Avenue**

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

Planning Application Ref:
23172/APP/2019/922

Scale:
1:1,250

Planning Committee:
Major

Date:
June 2019

