

Item No. **Report of the Head of Planning, Transportation and Regeneration**

Address GROSVENOR PLAYING FIELDS KINGSHILL AVENUE HAYES

Development: Erection of storage container to be used for the storage of equipment for outdoor sport and recreation only for a temporary period of 5 years.

LBH Ref Nos: 7129/APP/2020/424

Drawing Nos: 101 Rev. P1 Received 08-07-2020
Supporting Information
Site photograph

Date Plans Recieved: 07/02/2020 **Date(s) of Amendment(s):** 07/02/2020

Date Application Valid: 07/02/2020

1. SUMMARY

This application seeks planning permission was the erection of a storage container for a temporary period of 5 years. The storage container is proposed to be used by a local football club that use the fields situated directly to the southeast of the site. The proposal, due to its use directly related to the football club and its discreet positioning on an area of existing hardstanding, is considered to be appropriate development within the Metropolitan Green Belt. The proposal would not have an adverse impact on the character and appearance of the area of neighbouring amenity. For the reasons outlined within the report, this application is recommended for approval subject to condition.

2. RECOMMENDATION

APPROVAL subject to the following:

1 NONSC **Non Standard Condition**

The building hereby permitted shall be removed on or before 07-08-2025 and the land restored to its former condition or to a condition in accordance with a scheme of work submitted to and approved in writing by the Local Planning Authority.

REASON

To preserve the openness of the Metropolitan Green Belt and character of the area in compliance with Policies DMEI 4 and DMHB 11 of the Hillingdon Local Plan: Part Two Development Management Policies (2020).

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 and supporting documents, 101 Rev. P1 Received 08-07-2020, Supporting Information received 08-07-2020 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 Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2016).

3 COM7 **External Paint**

Prior to the commencement of development, details of external paint work shall be

submitted to and agreed in writing by the Local Planning Authority. Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policies DMHB 11 and DMHB 14 of the Hillingdon Local Plan:Part 2 (2020).

4 COM29 No floodlighting

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and direction of light sources and intensity of illumination. Any lighting that is so installed shall not thereafter be altered other than for routine maintenance which does not change its details.

REASON

To safeguard the amenity of surrounding properties in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020); and To protect the ecological value of the area in accordance with Policy DMEI 4 and DMEI 7 of the Hillingdon Local Plan Part 2 (2020).

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 Local Plan Part 1 (2012) and Part 2 (2020) 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.

DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMHB 11	Design of New Development
DMEI 10	Water Management, Efficiency and Quality
LPP 5.12	(2016) Flood risk management
LPP 5.13	(2016) Sustainable drainage
LPP 7.13	(2016) Safety, security and resilience to emergency
LPP 7.16	(2016) Green Belt
NPPF- 13	NPPF-13 2018 - Protecting Green Belt land
NPPF- 14	NPPF-14 2018 - Meeting the challenge of climate change, flooding and coastal change

3 I70 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 Local Plan Part 1, Local Plan Part 2, 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.

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).

For Private Roads: Care should be taken during the building works hereby approved to ensure no damage occurs to the verge of footpaths on private roads during construction. Vehicles delivering materials to this development shall not override or cause damage to a private road and where possible alternative routes should be taken to avoid private roads. The applicant may be required to make good any damage caused.

3. CONSIDERATIONS

3.1 Site and Locality

The application site relates to a sport ground known as Grosvenor Playing Fields located on the south side of Kingshill Avenue. This site is occupied by a disused area of hard-standing which is set back from the south edge of Kingshill Road, opposite Kingshill Close. The hard-standing lies to the west of a track leading to a public open space, owned by Hillingdon Council and used for training by an Irish Gaelic football club. There are no TPO's and no Conservation Area designations affecting the site. The application lies within the Metropolitan Green Belt and within the Flood Zone 2 and 3.

3.2 Proposed Scheme

The application seeks temporary planning permission for a period of 5 years from the date of the consent for the installation of a storage container measuring 12.2m long x 2.4m wide x 2.6m high.

The proposed storage container is proposed to be used to store football equipment safely for a local football club that use the playing fields situated directly to the south west of the application site. No car parking or lighting is proposed as part of the application.

3.3 Relevant Planning History

7129/APP/2019/1775 Grosvenor Playing Fields Kingshill Avenue Hayes
Erection of storage container

Decision: 11-09-2019 Refused

Comment on Relevant Planning History

The most recent planning history is listed above. The key difference between this application and the previously refused scheme is that the applicant has provided comprehensive details relating to the proposed use and clarified the application seeks temporary consent. The proposal is considered in more detail within the main body of the

report.

4. Planning Policies and Standards

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)
The Local Plan: Part 2 - Development Management Policies (2020)
The Local Plan: Part 2 - Site Allocations and Designations (2020)
West London Waste Plan (2015)
The London Plan - Consolidated With Alterations (2016)

The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Planning Policies

Paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to: (a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given); (b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and (c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

Draft London Plan (Intend to Publish Version, December 2019)

The GLA consulted upon a draft new London Plan between December 2017 and March 2018 with the intention of replacing the previous versions of the existing London Plan. The Plan was subject to examination hearings from February to May 2019, and a Consolidated Draft Plan with amendments was published in July 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October.

The Mayor has considered the Inspectors' recommendations and, on the 19th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for any of the Inspectors' recommendations that the Mayor does not wish to accept.

Limited weight should be attached to draft London Plan policies that have not been accepted by the Mayor or that have only been accepted in part/with significant amendments. Greater weight may be attached to policies that were subject to the Inspector's recommendations and have since been accepted by the Mayor through the 'Intend to Publish' version of the Plan. The weight will then increase as unresolved issues are overcome through the completion of the outstanding statutory process. Greater weight may also be attached to policies, which have been found acceptable by the Panel (either expressly or by no comment being made).

Local Plan Designation and London Plan

The following Local Plan 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.EM1 (2012) Climate Change Adaptation and Mitigation
- PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

- DMEI 4 Development on the Green Belt or Metropolitan Open Land
- DMHB 11 Design of New Development
- DMEI 10 Water Management, Efficiency and Quality
- LPP 5.12 (2016) Flood risk management
- LPP 5.13 (2016) Sustainable drainage
- LPP 7.13 (2016) Safety, security and resilience to emergency
- LPP 7.16 (2016) Green Belt
- NPPF- 13 NPPF-13 2018 - Protecting Green Belt land
- NPPF- 14 NPPF-14 2018 - Meeting the challenge of climate change, flooding and coastal change

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 displayed near the site between 14-02-20 and 13-03-20. No comments or objections were raised.

Internal Consultees

Flood Water Management Officer:

The location of the container is within the Flood Zone 3 it is unclear if there are alternatives to the location of this contained that could be used outside the Flood zones which is preferable.

Officer comment:

The Flood Water Management Officer's comments are addressed within the main body of the report.

Trees and Landscaping Officer:

No trees or other vegetation will be affected by the proposal. The 12 metre long x 2.4 metre wide storage container will occupy a very modest part of the hard-standing tucked into the south-east corner.

In order to help the container sit discretely within the landscape and minimise any visual impact, it should be painted in a neutral/recessive colour that will be 'lost' in the landscape. A colour such as 'Invisible Green', by Little Greene (reference/code unknown) should be specified, similar shades are produced by Dulux and others. The RAL/BS code should be specified to ensure that a suitable shade is used.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site including the playing fields fall within the Metropolitan Green Belt. The application is seeking to provide a storage container for a temporary period of 5 years. The proposed storage container would be used by the Gaelic Football club that is affiliated to the London County Board branch of the Gaelic Athletic Association (GAA). The principle of providing a storage unit for equipment associated with the football club that use the fields directly to the south east of the site is acceptable. The issue of its acceptability within the Green Belt is discussed in Section 7.

7.02 Density of the proposed development

Not applicable to this application.

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

Not applicable to this application.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Paragraph 133 of the National Planning Policy Framework (2019) states that the essential characteristics of Green Belts are their permanence and openness.

Paragraph 145 of the NPPF states that the construction of new buildings is inappropriate in the Green Belt. However, there are exceptions to this which 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.

Policy 7.16 of the London Plan (2016) 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.

Policy DMEI 4 of the Local Plan: Part Two (2020) states that extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to:

- i) the height and bulk of the existing building on the site;
 - ii) the proportion of the site that is already developed;
 - iii) the footprint, distribution and character of the existing buildings on the site;
 - iv) the relationship of the proposal with any development on the site that is to be retained;
- and
- v) the visual amenity and character of the Green Belt and Metropolitan Open Land.

As noted earlier in the report, the planning application seeks to provide a storage container to hold football equipment for the St Clarets Gaelic Football Club. The applicant has provided detailed information in relation to the proposal. The Applicant notes that

since the late 1980s the club has used Grosvenor Playing Fields as a training base and home pitch. The application relates directly to a local football club that has used the fields for over 30 years. Each year the club liaises with and pays the council through 'Fusion' to mark out the pitch and ensure the grass is cut regularly throughout the summer so that it can be used to train and play matches.

Gaelic football is traditionally a summer sport with the season running from March through to the end of October with the majority of games concentrated between April and September. The matches are played during daylight hours which means that Grosvenor Playing Fields is not used until early April each year. The men's senior team train on Tuesday and Thursday evenings and the underage teams training is split across Tuesday and Wednesday evenings. In addition to these training dates, the London County Board make home fixtures for the teams which usually take place on Saturdays and Sundays.

The applicant notes that presently, the underage and senior coaches ferry equipment from home to the field each time there is training or a match. Club members take it in turns to bring home the nets for the goalposts as well as flags that used to mark out the perimeter of the field for games. In addition to standard equipment such as footballs, cones, poles, bibs, etc, members bring step ladders and duct tape to hang up nets. The proposed storage unit, would significantly reduce the amount of time taken to set up before and after matches.

The applicant is concerned that due to the labour and extra time involved in running teams, the club would struggle to attract new volunteers and members and consider this consent is vital to the future of the club to store equipment onsite.

Both locally and nationally there is a there is a general presumption against inappropriate development that would not preserve the openness of the Green Belt or which would conflict with the purposes of including land within it. It is considered that the storage facility is directly related to the football club and facilitates outdoor sport and outdoor recreation. In this regard it could be considered an exception to inappropriate development via paragraph 145(b).

In order to constitute an appropriate form of development in the Green Belt the storage container must preserve the openness of the Green Belt and not conflict with the purposes of including land within it (as set out within paragraph 134 of the NPPF). The proposed storage unit is proposed to be sited on an area of hardstanding that was formerly used as a paddock. The 12 metre long x 2.4 metre wide storage container will occupy a very modest part of the hard-standing in the south-east corner. There are hedges along the boundary of the site with very dense screening along Kingshill Avenue. Due to the dense screening, the proposal would not impact the openness of the Green Belt. The use of the storage container would be limited to the football club and therefore the proposal would not result in an increase in the intensity of use.

Given the temporary nature of the proposed storage container, its use directly related to facilitating a football club, its modest scale relative to the larger area of hardstanding in which it would sit and its discreet positioning next to hedges, the proposal is considered to be an appropriate form of development within the Green Belt that preserves its openness. A condition is attached to the decision to ensure it is of a temporary nature and that it is painted in a colour that blends into its setting.

7.07 Impact on the character & appearance of the area

Policy 7.1 of the London Plan (2016) sets out a series of overarching design principles for development in London and Policy 7.6 (2016) seeks to promote world-class, high quality design and design-led change in key locations. In addition to Chapter 7 of the London

Plan (2016) policies relating to density (3.4) and sustainable design and construction (5.3) are also relevant.

Policy BE1 of the Local Plan: Part 1 (November 2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents.

Policy DMHB 11 of the Local Plan: Part Two (2020) requires new developments to be designed to the highest standards and, incorporate principles of good design by harmonising with the local context by taking into account scale, height, mass and bulk, building plot sizes and widths, plot coverage and established street patterns; building lines and setbacks, rooflines, streetscape rhythm.

The proposed storage unit is situated on the south east corner of an area of hardstanding along the southern side of Kingshill Avenue. The storage unit would measure 12.2m long x 2.4m wide x 2.6m high. The storage unit would be positioned behind hedges/scrub. The storage unit would be relatively inconspicuous particularly if it is painted in a colour that blends into its setting. Given the dense screening along Kingshill Avenue, there would be limited views of the proposal.

7.08 Impact on neighbours

Policy DMHB 11 of the Local Plan: Part Two (2020) requires that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The nearest residential units are situated 196m to the west between which is scrub, a playground and fields. Due to the distance between the application site and the neighbouring properties, the proposal would not result in harm to the amenities of residential neighbours.

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT 2 of the Local Plan: Part Two (2020) notes development proposals must ensure that safe and efficient vehicular access to the highways network is provided to the Council's standards.

Policy DMT 6 of the Local Plan: Part Two (2020) sets maximum car parking standards. For a development of this type it is required that the quantum of car parking provided is determined 'on an individual basis using a transport assessment and a travel plan, and in addition provision for taxi and bus/coach access and parking.

The proposal is unlikely to result in a highways impact. Car parking is not relevant to this application.

7.11 Urban design, access and security

Design is addressed in Section 07.7 of the report.

Security

Policy 7.3 of the London Plan (2016) requires development to reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating.

Officers had questioned why the applicant sought to provide a storage container instead

of an alternative building. The applicant and officers within the Green Spaces Team confirmed the storage container would be the optimal solution for security, on this basis officers consider the application proposal has been designed taking into account designing out crime principles.

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

Policy DMHB 14 of the Local Plan:Part Two (2020) notes all developments will be expected to retain or enhance the existing landscape, trees, biodiversity and natural features of merit. Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees.

The Trees and Landscaping Officer has commented on this application noting that no trees or other vegetation will be affected by the proposal. The 12 metre long x 2.4 metre wide storage container will occupy a very modest part of the hard-standing tucked into the south-east corner. Should the application be considered acceptable, the storage container should be painted so it is not visible from the surrounding area.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Policy 5.13 of the London Plan (2016) states that development proposals should use sustainable urban drainage systems (SuDs) unless there are good reasons for not doing so and that developments should aim to achieve green-field run-off rates. Policy 5.15 goes on to confirm that developments should also minimise the use of mains water by incorporating water saving measures and equipment.

Policy DMEI 10 of the Local Plan: Part Two (2020) applications for all new build developments are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated in accordance with the London Plan Hierarchy.

The application is situated within Flood Zone 2 and 3, however its use is limited to the storage of football equipment for a temporary period of 5 years which is not considered to be a sensitive use. Paragraph 164 of the NPPF (2019) notes that minor developments such as this should not be subject to the sequential or exception tests but should still meet the requirements for site-specific flood risk assessments set out in footnote 50. In terms of the risk for this site, it is limited given it seeks to provide a storage container for football equipment. It is not introducing a more vulnerable use at this site. The flood risk for a storage a container with football is considered to be limited.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

No comments were received.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

No other issues 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 application.

10. CONCLUSION

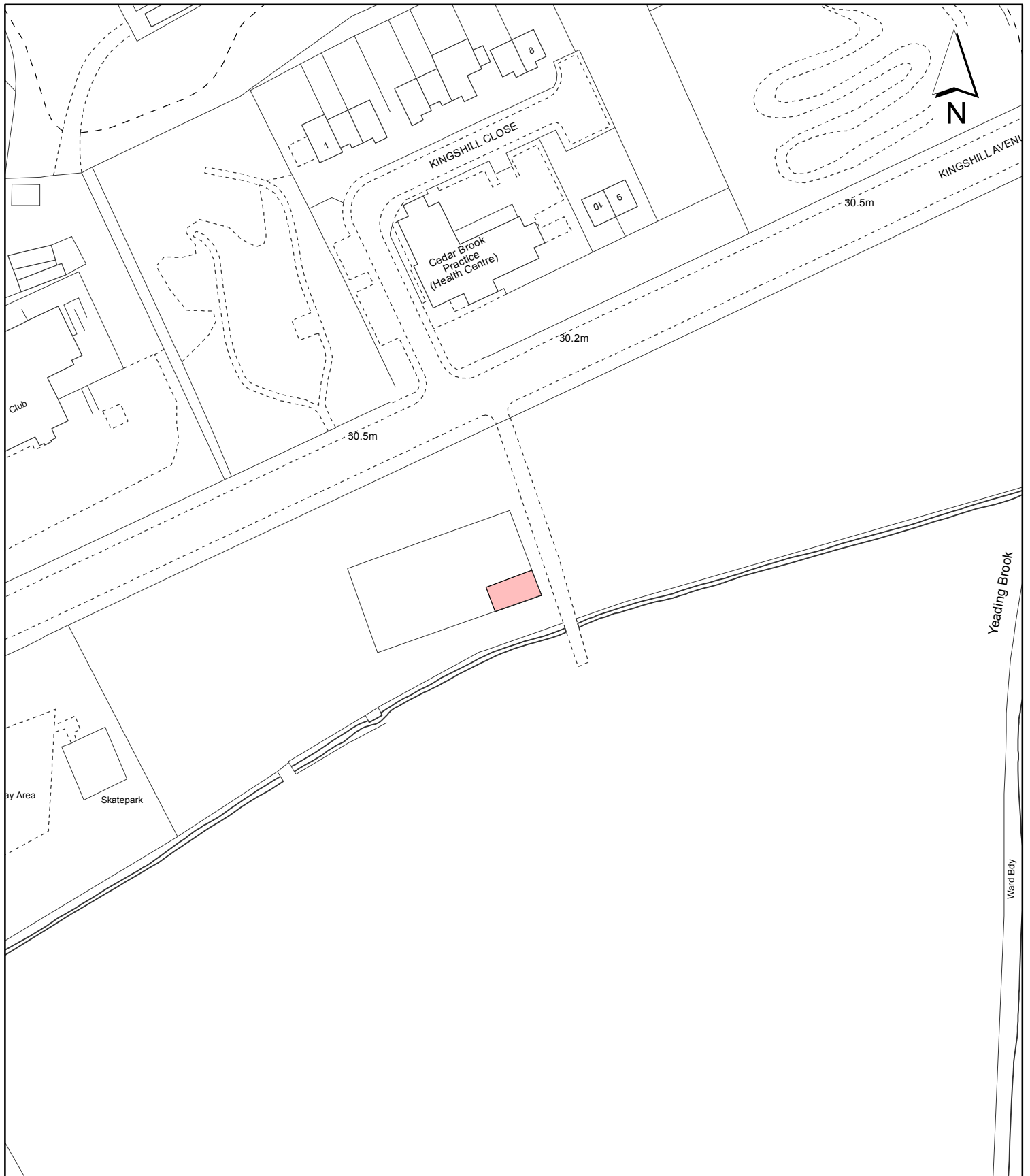
The storage container due to its use directly related to facilitating a local football club is considered to be an appropriate use within the Metropolitan Green Belt. The proposed storage container would be screened from Kingshill Avenue and the surrounding area by hedging and would therefore not detract from the open character of the Green Belt. It is considered, subject to conditions, there would be no detrimental effect on nearby properties and the proposal would comply with the Development Plan.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)
The London Plan (2016)
London Plan Intend to Publish (2019)
National Planning Policy Framework (2019)

Contact Officer: Zenab Haji-Ismail

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Notes:

 Site boundary

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Site Address:

Grosvenor Playing Fields

Planning Application Ref:
7129/APP/2020/424

Planning Committee:
Central & South

Scale:
1:1,250

Date:
August 2020

LONDON BOROUGH OF HILLINGDON
 Residents Services
 Planning Section

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