

Item No. Report of the Head of Planning, Transportation and Regeneration**Address** BARRA HALL WOOD END GREEN ROAD HAYES**Development:** Barra Hall CCTV upgrade and new CCTV column addition**LBH Ref Nos:** 8134/APP/2021/2147**Drawing Nos:** 2020/D308/P02 Rev C
2020/D308/P03
Design and Access Statement - 2020/D308/P04
2020/D308/P01 Rev A
Heritage Statement - 2020/D308/P Rev B 03/12/21**Date Plans Recieved:** 27/05/2021 **Date(s) of Amendment(s):** 27/05/2021**Date Application Valid:** 24/08/2021**1. SUMMARY**

The application proposes the upgrade of the CCTV network at Barra Hall, a Council owned grade II listed building. The proposal would benefit the security of the site without causing harm to the fabric or setting of the listed building. Furthermore, the proposal would not cause harm to the character or appearance of the Conservation Area, would not harm the openness of the designated Metropolitan Open Land, or result in any other harm. As such, the application is recommended for approval, subject to conditions.

2. RECOMMENDATION**APPROVAL subject to the following:****1 HO1 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 the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended).

2 HO2 Accordance with approved

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 2020/D308/P02 Rev C and 2020/D308/P03.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020), and the London Plan (2021).

INFORMATIVES**1 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 (2021) and national guidance.

DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMHB 1	Heritage Assets
DMHB 2	Listed Buildings
DMHB 4	Conservation Areas
DMHB 7	Archaeological Priority Areas and archaeological Priority Zones
DMHB 15	Planning for Safer Places
LPP D11	(2021) Safety, security and resilience to emergency
LPP G3	(2021) Metropolitan Open Land
LPP G4	(2021) Open space
LPP HC1	(2021) Heritage conservation and growth
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF13	NPPF 2021 - Protecting Green Belt Land
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

3. CONSIDERATIONS

3.1 Site and Locality

Barra Hall is a large two storey Grade II listed building situated within Barra Hall Park. The building currently serves as a Council run children's centre. It has an extensive history comprising a number of past uses including the Town Hall and a Manor House. The site surroundings are rural in character owing to its situation within an existing park. There are a small cluster of residential buildings to the West of the application site - beyond the park - predominantly consisting of two and three storey blocks of flats.

The application site falls within Hayes Archaeological Priority Area, Hayes Village Conservation Area and designated 'Metropolitan Open Land'.

For reference the formal listing notes for Barra Hall have been detailed below:

1. 5018 WOOD END GREEN ROAD (South Side) HAYES Hayes Town Hall TQ 0981 27/467 II 2. Mid-late C19 building in a sort of Jacobean style with Scottish baronial touches. 2 storeys, irregular. North (entrance) front of 4 bays, the left a chimney bay. Stucco with tiled roofs. Varied skyline of plain and shaped gables with ball finials. Mullioned and transomed casements, some in projecting square or canted bays. Continuous hoodmoulds over 1st floor windows. Projecting porch with battlemented parapet. Similar long south-west front of L-shape, with round projecting turrets at outer angles.

3.2 Proposed Scheme

The proposed development seeks to upgrade the existing CCTV network internally within Barra Hall and externally within the wider curtilage. The proposal involves the upgrade (replacement) of four CCTV cameras internally (labelled cameras 1 - 4 in the submission); the upgrade (replacement) of one external pole mounted CCTV camera (labelled camera 6 in the submission) and the introduction of a further external camera to be fitted to an existing flag pole. It should be noted that there is an associated listed building consent application for the works, reference: 8134/APP/2021/2148 (also on this Committee agenda). The descriptions of both applications refer to all of the proposed works, however only the external works require planning permission and therefore are to be considered as part of this planning application. The internal works proposed are assessed in the

associated listed building consent application.

The application was amended during its course to include provision of external lighting to the car park. However, this has subsequently been omitted to enable further design work to take place. As such, the application is now only for the CCTV upgrades detailed above.

The applicant has clarified that a reference in the submitted Heritage Statement to the replacement of an external pole mounted CCTV camera (labelled camera no. 5 in the submission) is incorrect. This camera would in fact be decommissioned, as it would not be needed following installation of the proposed new camera on the flagpole.

3.3 Relevant Planning History

8134/APP/2021/2148 Barra Hall Wood End Green Road Hayes

Barra Hall CCTV upgrade and new CCTV column addition

Decision:

Comment on Relevant Planning History

As noted above, this application has been submitted in conjunction with a listed building consent application (reference: 8134/APP/2021/2148).

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)
The West London Waste Plan (2015)
The London Plan (2021)

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.HE1 (2012) Heritage
PT1.BE1 (2012) Built Environment
PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

DMEI 4 Development on the Green Belt or Metropolitan Open Land
DMHB 1 Heritage Assets
DMHB 2 Listed Buildings
DMHB 4 Conservation Areas

DMHB 7	Archaeological Priority Areas and archaeological Priority Zones
DMHB 15	Planning for Safer Places
LPP D11	(2021) Safety, security and resilience to emergency
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NPPF13	NPPF 2021 - Protecting Green Belt Land
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- **29th September 2021**

6. Consultations

External Consultees

HAYES CONSERVATION AREA ADVISORY PANEL:

Comments received 27-07-21: We have no objection to the proposed works.

Comments received 14-09-21: We have no objection to the revised proposals. We do however hope that the proposed lighting bollards will be turned off when Barra Hall is closed to avoid disturbance and annoyance to the residents in the adjoining housing.

Planning Officer Comment: The lighting proposals referred to above have since been omitted from the application.

Internal Consultees

CONSERVATION OFFICER (comments summarised):

The placement of the new CCTV camera on the existing flagpole would be deemed admissible.

Whilst the principle of some lighting within the external car park could be considered, the number depicted on the submitted plan (dwg no. 2020/D308/P02) would appear excessive and would not be supported from a historic environment perspective.

The 26 new lighting bollards would unacceptably clutter the appearance of the space and significantly harm the setting of the listed building, particularly those located in close proximity to the building. It is also likely to result in excessive light pollution within a natural environment. There is no evidence before me that such an excessive number of lighting bollards are required. The number of bollards would need to be reduced. Amendments required.

In any instance, the lighting bollards would need to be of a high standard of design, respecting the surrounding sensitive historic environment. A standard bollard would not be acceptable in this location.

Harm:

The proposed works to the listed [building] would result in less than substantial harm. Paragraph 202 of the National Planning Policy Framework (NPPF, 2021) would be relevant in this instance.

The lighting bollards would be significantly harmful to the setting of the listed building.

In terms of the impact on the conservation area, it would result in less than substantial harm.

Duties under sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, would need to be considered by the decision maker. From a historic environment perspective, the proposal would have a negative impact on the listed building and setting, failing to preserve or enhance it.

Conclusion: objection to number of lighting bollards - less than substantial harm. If approved conditions required.

Planning Officer Comment: The application has been amended to omit the previously proposed external lighting. The conditions recommended by the Conservation Officer (those that remain relevant following the omission of the lighting) have been included in the recommendation.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The proposal seeks to enhance security at the site through upgrading the CCTV network. It is noted that the National Planning Policy Framework seeks to 'achieve healthy, inclusive and safe places which....b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion...(paragraph 92).' The principle of development is therefore supported, subject to compliance with relevant policies as discussed in this report.

7.02 Density of the proposed development

N/A

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

POLICY CONTEXT

The application property is a grade II listed building and is situated in a designated Conservation Area. Relevant to this, Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a general duty on the Council in respect of listed buildings in exercising its planning functions. In considering whether to grant planning permission for development which affects a listed building or its setting, the LPA shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a general duty on the local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Section 16 (Conserving and enhancing the historic environment) of the National Planning Policy Framework (NPPF) (2021) advises Local Planning Authorities that: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance (paragraph 199).'

NPPF (2021) Paragraph 200 advises: 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within

its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'

NPPF (2021) Paragraph 202 states: '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 including, where appropriate, securing its optimum viable use.'

London Plan (2021) Policy HC1 (Heritage conservation and growth) criterion C, states: 'Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.'

At the local level, Policy HE1 (Heritage) of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape (including locally and statutorily Listed Buildings, Conservation Areas, Areas of Special Local Character and Archaeological Priority Zones and Areas), and encourage the reuse, modification and regeneration of historic assets.

Policy DMHB 1 (Heritage) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) seeks to ensure that development proposals avoid harm to the historic environment. This is supported by policy DMHB 2 (Listed Buildings) which states:

'A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.

B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.

C) The substantial harm to or total loss of significance of a statutory Listed Building will only be permitted in exceptional circumstances when the nature of the heritage asset prevents all reasonable use of the building, no viable use can be found through marketing, grant-funding or charitable or public ownership and the loss is outweighed by bringing the site back into use. In such circumstances, full archaeological recording of the building will be required.

D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building'

Policy DMHB 4 (Conservation Areas) of the Hillingdon Local Plan Part 2 - Development

Management Policies (2020) states: 'New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area. It should sustain and enhance its significance and make a positive contribution to local character and distinctiveness...'

Policy DMHB 7 (Archaeological Priority Areas and Archaeological Priority Zones) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states that: 'The Council, as advised by the Greater London Archaeological Advisory Service, will ensure that sites of archaeological interest within or, where appropriate, outside, designated areas are not disturbed. If that cannot be avoided, satisfactory measures must be taken to mitigate the impacts of the proposals through archaeological fieldwork to investigate and record remains in advance of development works. This should include proposals for the recording, archiving and reporting of any archaeological finds.'

ASSESSMENT

The application site is a two storey Grade II listed building located within Barra Hall Park. The official Historic England listing for the building outlines the building as the Hayes Town Hall, however it was originally constructed as a manor house. The listing gives further regard to the Jacobean Style of the building with Scottish Baronial Touches. The parkland setting, to the south and south-east has been largely retained, by the existence of the open space now named Barra Hall Park. The original main driveway to the north of the listed building has been retained and includes historic gates at the entrance along Wood End Green Road. The open and parkland setting of the listed building contributes to its significance as well as the character and appearance of the conservation area.

The proposed works the subject of this planning application are the replacement of one CCTV camera on an existing column within the grounds of the building and the addition of a new CCTV camera to be installed on an existing flagpole within the grounds. As mentioned previously, the proposed replacement of internal CCTV cameras is assessed in the associated listed building consent application.

The proposed development would have no impact on the historic fabric or character of the building itself, however the CCTV cameras would be located within the setting of the building, which also forms part of the designated conservation area. Nevertheless, given the minor scale of the development, it is not considered that there would be any harm to the setting/conservation area. The replacement of the existing external CCTV camera would have no greater impact than the existing situation and the use of the flag pole to mount the additional CCTV camera would prevent the introduction of a new mounting column, thereby minimising the impact of the development.

The site is within an Archaeological Priority Area, however having regard to published guidance from the Greater London Archaeological Advisory Service, the minor scale excavation works required to provide power to the new CCTV camera would not be considered a constraint to development or to warrant the imposition of a planning condition relating to archaeological recording.

The Council's Conservation Officer has reviewed the proposals and is satisfied, subject to the imposition of conditions to ensure the development commences within 3 years and that it accords with the submitted plans. These conditions have been included in the recommendation.

7.04 Airport safeguarding

N/A

7.05 Impact on the green belt

The impact of the development on the designated Metropolitan Open Land is considered at section 7.07 below.

7.06 Environmental Impact

N/A

7.07 Impact on the character & appearance of the area

The site is designated as 'Metropolitan Open Land'.

Hillingdon Local Plan Part 2 - Development Management Policies (2020) Policy DMEI 4 (Development in the Green Belt or on Metropolitan Open Land) states that: 'Inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very special circumstances.'

The London Plan (2021) policy G3 (Metropolitan Open Land) states that: 'Metropolitan Open Land (MOL) is afforded the same status and level of protection as Green Belt: 1) MOL should be protected from inappropriate development in accordance with national planning policy tests that apply to the Green Belt...'

The national policy tests referred to are set out in the National Planning Policy Framework at paragraphs 147 - 151. The proposed development is not considered to fall within the categories of development that these paragraphs state are excluded from the definition of 'inappropriate development'. As such, paragraph 147 is relevant and it states that: 'Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.'

For the reasons discussed in the preceding section of this report, the proposal would not be considered to cause harm to the visual character and appearance of the site/surroundings and it would have no discernable impact on the openness of the Metropolitan Open Land. In any event, the proposal would result in benefits to the security of the site and consequently supports the long-term retention of the listed building. It is considered that these very special circumstances justify this development in Metropolitan Open Land.

7.08 Impact on neighbours

The proposed development by virtue of its nature, would not have any adverse effect on the amenity of neighbouring residents and as a result of enhancing security at the application site, it would have a positive impact in relation to reducing crime/reducing the fear of crime for neighbouring residents.

7.09 Living conditions for future occupiers

N/A

7.10 Traffic impact, Car/cycle parking, pedestrian safety

N/A

7.11 Urban design, access and security

As has already been noted in this report, the proposal would enhance security at the site, helping to reduce crime/the fear of crime. This weighs in favour of the development.

7.12 Disabled access

N/A

7.13 Provision of affordable & special needs housing

N/A

7.14 Trees, landscaping and Ecology

N/A

7.15 Sustainable waste management

N/A

7.16 Renewable energy / Sustainability

N/A

7.17 Flooding or Drainage Issues

N/A

7.18 Noise or Air Quality Issues

N/A

7.19 Comments on Public Consultations

Neighbouring properties were consulted by letter dated 27th August 2021. The application has also been advertised by way of press and site notices. No comments have been received in response to the public consultation, which closed on 29th September 2021.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a

proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

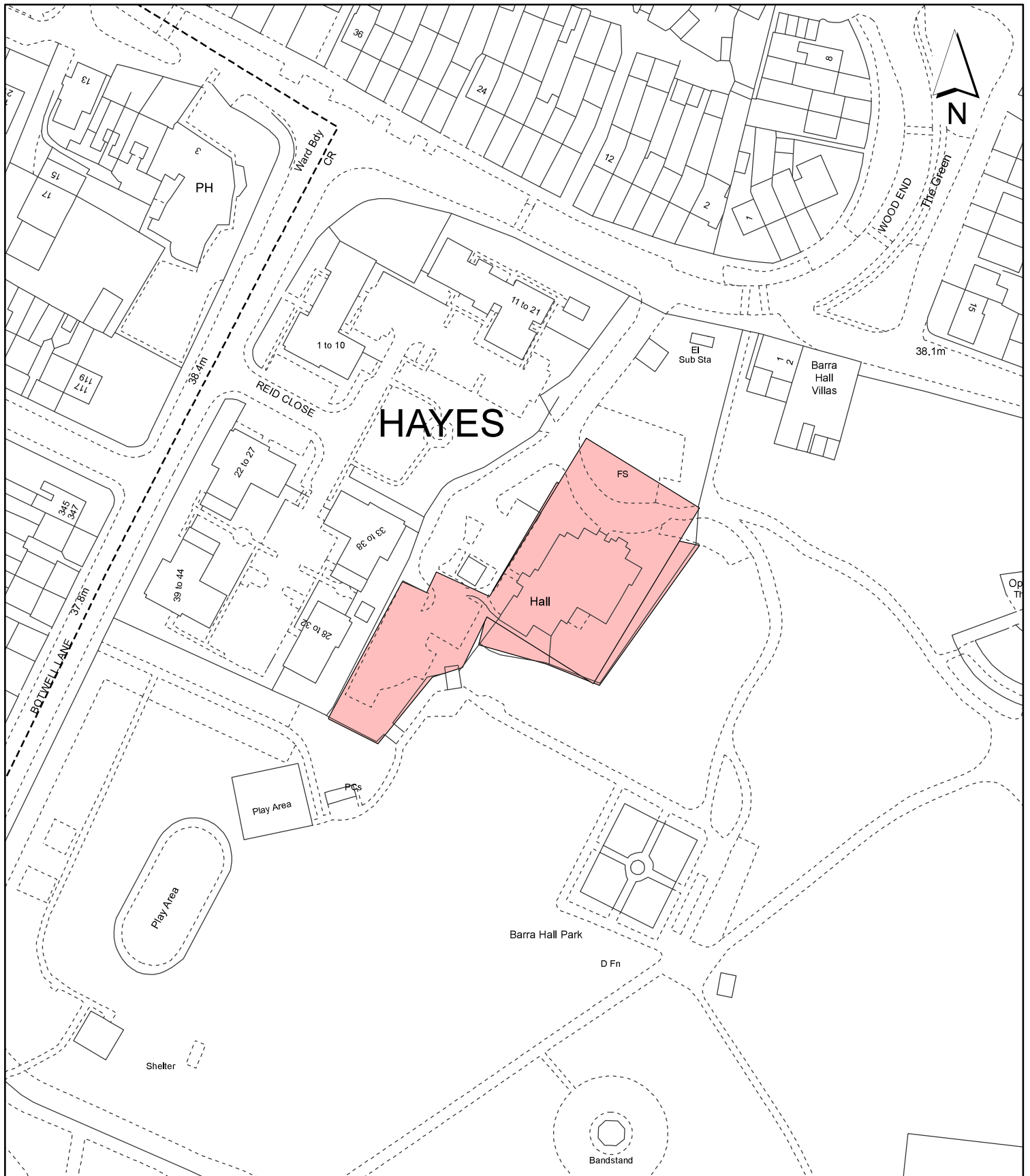
The proposal would benefit the security of the site without causing harm to the fabric or setting of the listed building. Furthermore, the proposal would not cause harm to the character or appearance of the Conservation Area, would not harm the openness of the designated Metropolitan Open Land, or result in any other harm. As such, the application is recommended for approval, subject to conditions.

11. Reference 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)
The West London Waste Plan (2015)
The London Plan (2021)
The National Planning Policy Framework (NPPF) (2021)
Planning (Listed Buildings and Conservation Areas) Act 1990
Historic Environment Good Practice Advice in Planning: 3 (2nd Edition)

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Notes:

 Site boundary

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 Residents Services
 Planning Section

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Planning Application Ref:

8134/APP/2021/2147

Scale:

1:1,250

Planning Committee:

Borough

Date:

January 2022

