

Report of the Head of Development Management and Building Control Committee Report Part 2 – Application Report

Case Officer: **Mitchell Heaven**

22899/APP/2023/2219

Date Application Valid:	29.08.2023	Statutory / Agreed Determination Deadline:	01.02.2025
Application Type:	Full	Ward:	Eastcote

Applicant: **Mr Chris Hall**

Site Address: **Harrow & Wembley Society of Model Engineers,
Roxbourne Park, Field End Road, Eastcote**

Proposal: **Part-retrospective and relocation within the site of one portacabin with paint-finished timber cladding to provide a ticket office and community space.**

Summary of Recommendation: **GRANT planning permission subject to conditions**

Reason Reported to Committee: **Required under Part 3 of the Planning Scheme of Delegation (Petition received)**



Summary of Recommendation:

GRANT planning permission subject to the conditions set out in Appendix 1.

1 Executive Summary

- 1.1 Planning permission is sought for the part-retrospective provision of one portacabin with paint-finished timber cladding to provide a ticket office and community space for a not-for-profit community-based scale model railway club. The application is part-retrospective as the portacabin is already placed on the site.
- 1.2 The application site comprises land within the Harrow & Wembley Society of Model Engineers which is a scale model railway club located within Roxbourne Park. The society is a not-for-profit organisation run by volunteers. The wider site development consists of the railway, associated carpark and clubhouse, as well as vegetation and paths associated with the wider Roxbourne Park. The area to which this application relates is to the southeast of the existing clubhouse located between the clubhouse and the carpark.
- 1.3 The application is subject to a petition containing 25 signatures in objection to the proposal. The concerns raised within the petition are set out in more detail in Section 6 of this report, but in summary refer to neighbouring amenity impacts and security concerns.
- 1.4 In response to Officers' feedback during processing of the application, the applicant has provided a revised scheme reducing the proposed number of cabins from 3 to 1, amended the location of the portacabin, added proposed landscaping to the scheme, and added paint-finished timber cladding to the portacabin.
- 1.5 The applicant has provided sufficient justification for the need for the portacabin which would provide additional internal floor space to be used as both a ticket office and adopted for additional social events associated with the club. The club has been in Roxbourne Park since 1976 and the aim is to ensure the clubs survival in the short and medium term by attracting more younger volunteers to the club on a regular basis.
- 1.6 In principle the local planning authority (LPA) supports community uses that provide a safe space for the wider local population who wish to participate. Culturally and historically, there is a strong link with railways and trains within Hillingdon Borough. Benefits include the provision of an outdoor activity available to the local population which also provides education opportunities to the younger population, and other groups such as schools and scout groups. Additional onsite space would provide a more attractive indoor space to complement the existing space. There are therefore some recognised benefits with maintaining this attraction available to the wider population including an opportunity to be educated on engineering of trains by a group of volunteers.

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- 1.7 It is acknowledged that a container unit does not represent an ideal long-term solution to the club need for additional facilities. Notwithstanding this, the applicant has worked cooperatively with the LPA in reducing the visual impact. In response to Officer feedback, the applicant has provided a revised scheme reducing the proposed number of cabins from 3 to 1, amended the location of the portacabin, added proposed landscaping to the scheme, and added paint-finished timber cladding to the portacabin. The portacabin would now be positioned in a less sensitive location between the car park and the clubhouse, and not in the open area of the park. Whilst the site is designated Metropolitan Open Land (MOL), given the revised location and revisions to remove two of the containers, the LPA are satisfied it would not impact on the openness of the MOL. A condition is also recommended that the portacabin shall be removed from the site within one month of the model train use ceasing to operate on the site or the cabin is no longer needed for its proposed use. This would ensure that the land is restored to previous condition.
- 1.8 The revised changes ensure that the portacabin would not cause significant impact on the character and appearance of the local area. The cabin is modest in scale and would be largely screened from the wider street scene. The use of green cladding would ensure that the portacabin appears more like a temporary outbuilding rather than a container unit. The overall leafy nature of the site would also allow the structure to blend in with its environs.
- 1.9 Concerns have been raised in the representations received regarding the impact on adjoining neighbours' amenity as well as security issues. Whilst these matters are acknowledged, the location and screening would ensure that any impact on the wider neighbourhood is kept to a minimum. The very nature of the use is also less frequent given it is based on volunteers. It therefore would not cause significant amenity harm to the wider community.
- 1.10 It is considered that the proposed development would not have a detrimental impact on the character and appearance of the surrounding area and Metropolitan Open Land, neighbouring residential amenity or on highway safety.
- 1.11 The Committee Report seeks to provide a comprehensive assessment of the application with all material planning considerations considered. Due regard has been given to local residents' objections, including the petition against the application. However, it is concluded, that the proposal complies with the broad aims of the Development Plan and no material considerations indicate that a contrary decision should be taken.
- 1.12 It should be noted that a corrected red-line site boundary plan and existing site plan has been received, and at the time of publication and the committee meeting, the re-consultation period had not yet expired (expires 17-01-24). It is important to note that this red-line amendment sought only to include the area of the proposed landscaping which have been shown on the previously consulted plans. There are no changes to the proposal itself to consider. Any comments received

prior to the planning committee will be reported in the addendum report and/or at the meeting. Should any materially significant comments be subsequently received, then the application will be referred back to the planning committee for consideration. The planning application is therefore recommended for approval subject to the above and the conditions set out in Appendix 1.

2 The Site and Locality

- 2.1 The application site is located within Roxbourne Park and consists of a small area of land for the placement of the proposed portacabin. The site is located between the associated clubhouse and carpark (discussed below), within a group of trees.
- 2.2 The site is located on Metropolitan Open Land (MOL) and potentially has soil contamination according to the Council GIS.
- 2.3 Two portacabins are currently located on the site without planning permission, that is subject to an enforcement investigation (ref. ENF/636/23). This application proposes to retain one of the cabins on the site and clad it in paint-finished timber and undertake associated landscaping around the cabin. This application is therefore, in-part, retrospective. It is noted that, being a portacabin, the building is easily moveable and therefore the existence of the building on the site was not a determining factor in this recommendation. Should planning permission be granted, the second portacabin would be removed when the retained portacabin is shifted into its proposed position on the site, due to the need for heavy machinery to move the cabins. This would be secured by condition.
- 2.4 The wider site consists of the Harrow & Wembley Society of Model Engineers which includes a model railway, clubhouse and carparking. The society is a not-for-profit community-based organisation. Vehicular access to the site is via Field End Road. The existing clubhouse is single storey with a pitched roof and contains storage, tools and machinery associated with the society's operations as well as a control room for the model railway. The railway sits within the southern end of Roxbourne Park, a large park that facilitates a variety of recreational activities.
- 2.5 To the north of the site, adjoining Roxbourne Park along their rear boundaries, are residential properties located on Field End Road and Boleyn Drive. These properties all front their respective road frontages with the end of their rear gardens facing the site. These properties have a limited relationship with the site due to changing ground levels and dense trees and vegetation located along Roxbourne Park boundaries. To the west is the Tudor Luncheon Club which cannot see the site due to intervening ground levels and vegetation, and to the south and east continues Roxbourne Park.
- 2.6 Figures 1 and 2 overleaf include a site location plan and an aerial image of the site. The following Figures 3-6 provide site photos.

Figure 1: Site Location Plan

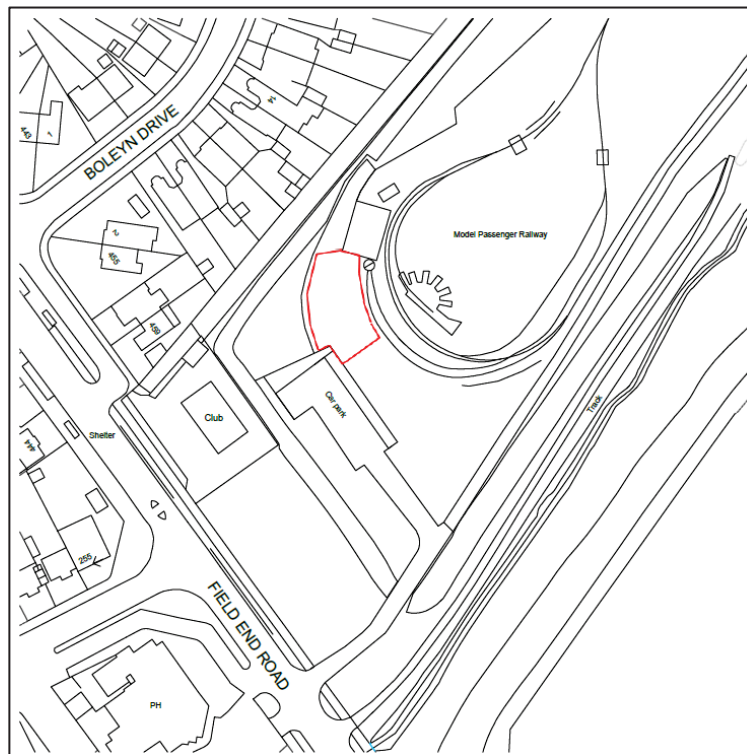


Figure 2: Contextual Aerial Imagery. Indicative location of proposed cabin in red.

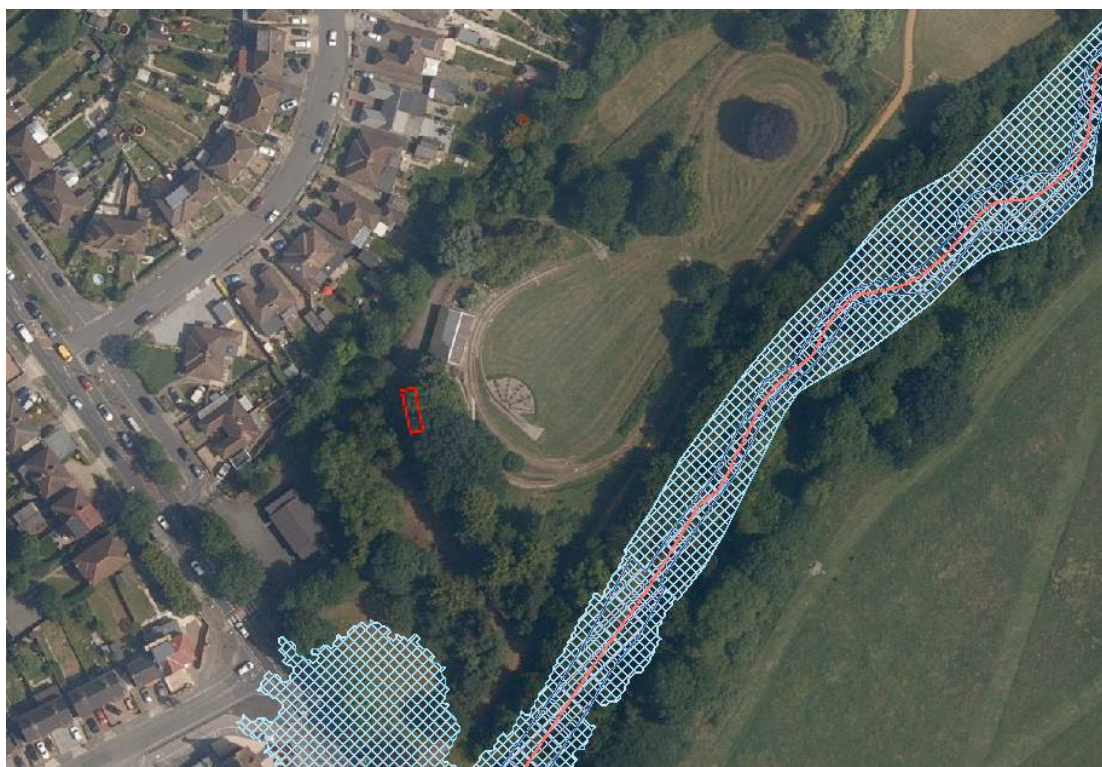


Figure 3: Close up of the portacabin railway facing elevation to be relocated and cladded



Figure 4: Existing Container Location in the context of Roxbourne Park



Figure 5: Portacabin from across the park. Cabin is located under the trees. Clubhouse right.



Figure 6: Clearest view between a residential property and the site,



3 Proposal

- 3.1 The application proposes retrospective placement of one portacabin on the site, to clad the cabin in green paint finished feather board and undertake associated landscaping. The cabin would be relocated from its existing location slightly west, closer to the existing clubhouse. Landscaping would consist of the creation of a footpath to the cabin and planting of a Hawthorn Hedge around the rear of the portacabin area to delineate between the public park walkway and the railway site.
- 3.2 While temporary buildings are generally considered to result in poorer outcomes, a portacabin is proposed due to the limited resources of the not-for-profit community organisation and the ecological environment of the park that would be more impacted by construction of a permanent building.
- 3.3 Due to the need for heavy machinery and for efficiency purposes, should planning permission be granted, the existing second portacabin would be removed from the site at the same time as the retained cabin is shifted into its proposed position.
- 3.4 No tree removal has occurred or would occur as part of the application.
- 3.5 During the processing of the application the applicant has proactively worked with the LPA to amend the scheme, including the following:
- reducing the proposed number of cabins from 3 to 1 to reduce the bulk;
 - shifting the location of the cabin to a better position to surrounding features;
 - adding landscaping to the scheme to provide delineation between the public park walking areas and semi-private railway site; and
 - cladding the cabin in green paint-finished feather board to improve the visual appearance of the cabin.

Figure 7: Amended Site Plan

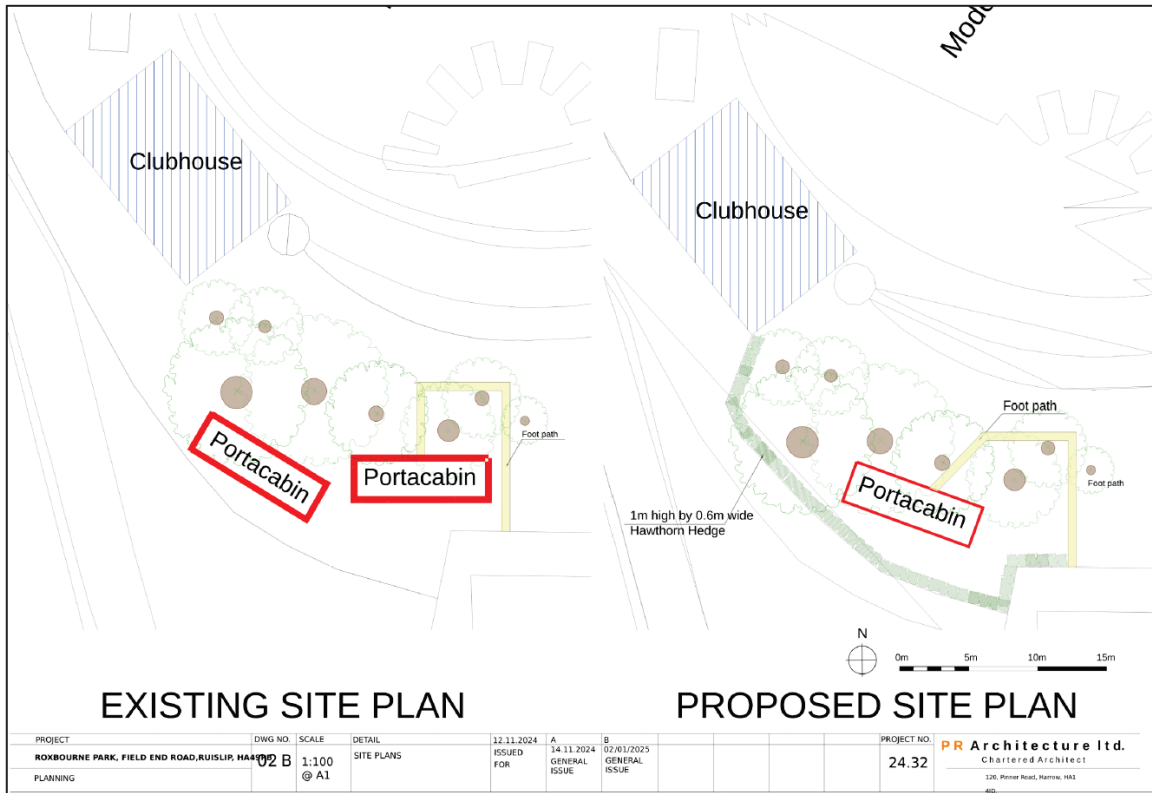
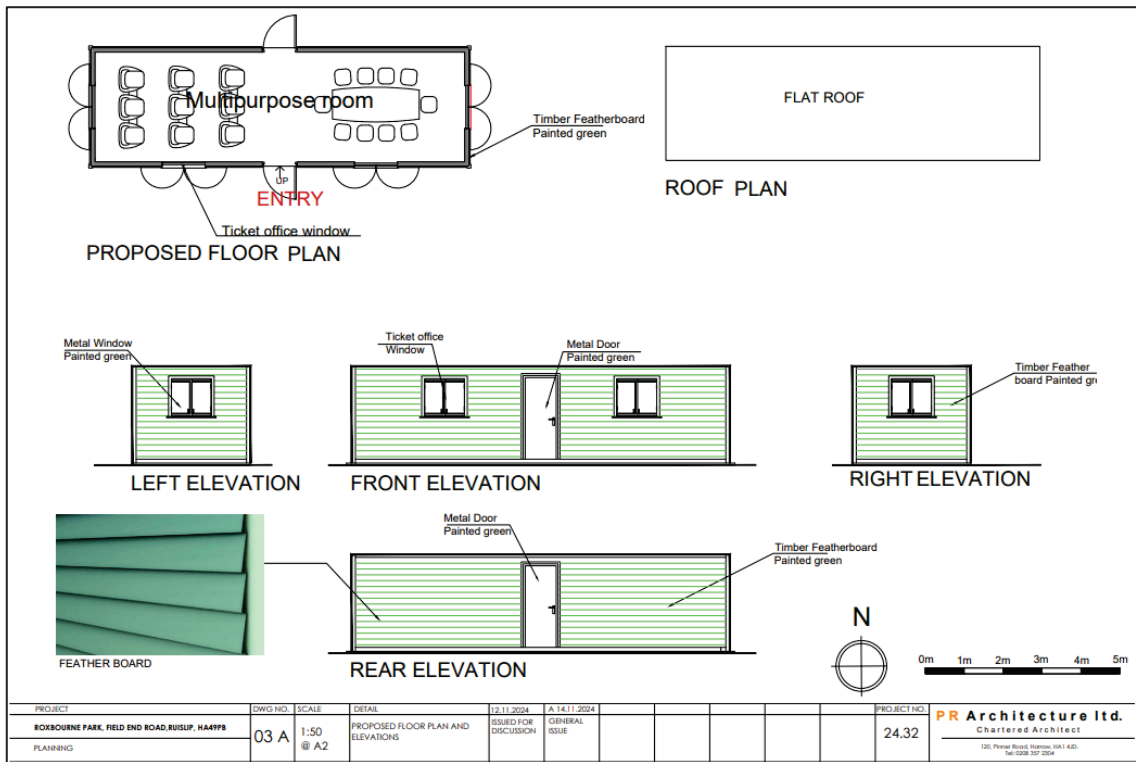


Figure 8: Amended Proposed Floor Plans and Elevations



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4 Relevant Planning History

4.1 A list of the relevant planning history related to the property can be found in Appendix 2.

4.2 The site is subject to the following planning history:

- Approved, 1989: Erection of a single storey extension to existing model rail (ref:22899/A/88/2756)
- Approved, 2011: Single storey side extension (ref:22899/APP/2011/266)
- Withdrawn, 2016: Single storey detached building to be used a club house/meet (ref: 22899/APP/2015/464)

The most recent application at the site was in 2016 for the erection of a single storey detached building to be used as a club house/meeting room associated with the railway. This proposal was not progressed and the application withdrawn for reasons unknown.

4.3 Enforcement Investigation, 2023: Related to this proposal where the portacabins were shifted onto the site without planning permission. Planning enforcement officers will be updated on the determination of this planning application following the planning committee (ref: ENF/636/23).

5 Planning Policy

5.1 A list of planning policies relevant to the consideration of the application can be found in Appendix 3.

6 Consultations and Representations

6.1 16 neighbouring properties and the Eastcote Residents Association were consulted by letter dated 30-08-23. A site notice was displayed and a press notice published on 04-10-23.

6.2 During this first round of consultation, one representation was received from a neighbouring resident in support of the application and a resident's petition with 25 signatures was received opposing the application. A Ward Councillor also requested that the application be called in to the planning committee.

6.3 A second round of consultation was initiated on 27-11-24, after receipt of an amended proposal from the applicant, and expired on 18-12-24. No comments were received at the time the report went to publication.

- 6.4 A final round of consultation was carried out on 03-01-24 and had not concluded at the time this committee report was published (expires 17-01-24). This 14-day re-consultation was carried out primarily due to an amendment to the red-lined site boundary to include not just the proposed portacabin, but also the area of proposed landscaping. There are no changes to the proposal, but for completeness it was considered necessary to re-consult on the amended, red-lined site boundary. Any comments received prior to the planning committee will be reported in the addendum report and/or at the meeting.
- 6.5 Internal consultations were also sent out and a summary of the comments received are noted below in Table 2 of this Committee Report.
- 6.6 Representations received in response to public consultation are summarised in Table 1 (below). Consultee responses received are summarised in Table 2 (below). Full copies of the responses have also separately been made available to Members.

Table 1: Summary of Representations Received

Representations	Summary of Issues Raised	Planning Officer Response
A petition of 25 valid signatures in objection has been received	I. The buildings will attract anti-social behaviour including graffiti.	This is discussed at paragraphs 7.51-7.54 of this report.
	II. The metal containers will visually impact the area and are not appropriate for the site.	The visual impact on the character of the area is discussed at paragraphs 7.15 – 7.27 of this report.
	III. The increased intensity of use of the site, including increased vehicle movements, facilitated by the new buildings would be unacceptable.	The intensity of the use is discussed at paragraphs 7.8 -7.14; and 7.22 -7.23. Highways matters are discussed at paragraphs 7.33 -7.35.

	IV. The height and proximity of the containers will harm the amenity of surrounding residential properties in terms of overlooking, noise and disturbance.	The impact on neighbouring properties is discussed at paragraph 7.28 -7.32 of this report.
The application was called in by a Ward Councillor	I. Size and appearance	Discussed at paragraph 7.19 -7.27 of this report.
	II. Detrimental effect to the area	It is not specified the detrimental effect however the effect of the portacabins on the character of the area are discussed in paragraphs 7.19 -7.27. The effect on neighbours' amenity is also discussed in paragraphs 7.28 -7.32. The potential for crime and anti-social behaviour are also discussed in paragraphs 7.51-7.54.
1 letter of support has been received.	I. The proposal will support the ongoing viability and operations, which is a service used by the wider community.	The comments from the representation received in support of the application are noted. Further detail on the use for the railway society use are discussed at paragraphs 7.08-7.14.
	II. The proposal will improve the quality of the facilities for use by the society and visitors.	Further details are discussed at paragraphs 7.8 -7.14.

Table 2: Summary of Consultee Responses

Consultee and Summary of Comments	Planning Officer Response
Access Officer: Acceptable from an accessibility standpoint. There is no planning requirement for the proposal to meet current access standards. Recommended an	The comments from the Access Officer are noted. The

informative relating to the Equality Act 2010 to be attached to any approval.	suggested informative is recommended to be added to the decision notice.
Highways Officer: Recommendation to grant the application. As the adjustment of internal site access arrangements together with the proposed temporary building is considered purely as a rationalisation of operations ancillary to established on-site communal activities, there is no specific comment made, or demand raised on transport/highway grounds.	The comments from the Highways Officer are noted.
Urban Design Officer Broadly supportive of the application given the limited scale and single-storey design but noted concerns regarding the impact on neighbouring trees, average quality of the portable building, convoluted access and potential for overgrowth of the proposed landscaping.	The comments from the Urban Design Officer are noted. These matters have been considered and addressed within the revisions, this report and conditions.

7 Planning Assessment

Principle of Development

- 7.1 The principle for the model railway use on the site is established through the existing use. However as the site is located on Metropolitan Open Land, the principle of erecting a new building on the site must be tested.
- 7.2 Policy DMEI 4: Development in the Green Belt or on Metropolitan Open Land of the Hillingdon Local Plan: Part 2 (2020) states that *‘inappropriate development in Metropolitan Open Land will not be permitted unless there are very special circumstances’* and *‘redevelopment would only be permitted where it would not have a greater impact on the openness of the Metropolitan Open Land, and the purposes of including land within it, than the existing development’*.
- 7.3 Policy EM2: Green Belt, Metropolitan Open Land and Green Chains of the Hillingdon Local Plan: Part 1 (2012) states that *‘Any proposals for development in Green Belt and Metropolitan Open Land will be assessed against national and London Plan policies, including the very special circumstances test.’*
- 7.4 Paragraph 8.21 of the Hillingdon Local Plan: Part 1 (2012) states the purposes of the Metropolitan Open Land is to:

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- *providing a clear break in the urban fabric and contributing to the green character of London;*
- *including open air facilities serving the leisure, recreational, sports, arts and cultural needs of Londoners outside their local area;*
- *and containing a feature or landscape of historic recreational or biodiversity value of national or regional significance.*

7.5 Policy G3 of the London Plan (2021) requires that Metropolitan Open Land be afforded the same status and protections as Green Belt land. Inappropriate development should be avoided but boroughs must also work to enhance the quality and range of uses of Metropolitan Open Land.

7.6 Paragraph 154 of the National Planning Policy Framework (2024) relates specifically to development in the Green Belt however Policy G3 and Policy EM2 refer to the NPPF (2024) for assessment of development on Metropolitan Open Land. Specifically, Policy G3 states that: *'MOL should be protected from inappropriate development in accordance with national planning policy tests that apply to the Green Belt'*.

7.7 Paragraph 154(b) of the NPPF therefore states that development is inappropriate unless it is for *'the provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, 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.'*

7.8 The proposed portacabin would be multi-purpose to support the model railway activities but would be used primarily as a ticket office and for events such as hosting children's birthdays. The portacabin would therefore be ancillary to the existing model railway, an established outdoor recreation activity on the Metropolitan Open Land, and therefore erection of the building on the site is not considered 'inappropriate development'.

7.9 The railway currently operates these uses under gazebos due to a lack of floor space on the site causing the operations of the railway to be highly weather dependent and severely impacted during bad weather. The planning officer undertook a site visit and noted the existing clubhouse is not suitable for hosting such uses as the space is used entirely for the storage of trains and related tools and machinery which is not suitable for general public access. To accommodate the natural growth of the not-for-profit community-based railway society and to enhance the quality of the community facility, additional floorspace is required on the site. In this regard, the modified portacabin is considered an appropriate facility required for the ongoing viable operations of the railway that will enhance the quality of the land use.

7.10 It is also considered that the openness of the Metropolitan Open Land will be maintained. In particular, the portacabin is small in size, subordinate to the existing

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clubhouse, will be clad in recessive paint-finished feather board, and has been purposefully located under a stand of trees behind the clubhouse, minimising the visibility of the cabin from any one location. Any visual impact on the openness of Roxbourne Park would therefore be minimal and is considered acceptable.

- 7.11 Community and recreational use policies are also a factor within this current application. Paragraph 98 of NPPF (2024) cites the need to provide social, recreational and cultural facilities and services that serves community needs. Shared spaces and community facilities should aim to provide facilities to enhance the sustainability of communities and residential environments. Part B of S5 of the London Plan 2021 places emphasis on decision makers need to increase or enhance the provision of accessible facilities, suitable for multiple use. While the Local Hillingdon Policy DMCI2 promotes the improvement of entertainment facilities located within the catchment area they serve, provide buildings that are inclusive, flexible and meet the needs of intended occupants.
- 7.12 This facility does provide a service to the local community with a local volunteer group having been established within Roxbourne Park since 1976. Harrow and Wembley Society of Model Train Engineers traces its historical routes further back to the 1930s and as such, the club provides a historical and cultural significance to the local catchment area. In recent times, membership of the society has been in decline, however the club's aims are to ensure the club attracts new members in the coming years to ensure its long-term future. By providing additional facilities on-site which cater for all, it is hoped it would become more attractive to local community members. Part of the entertainment facilities on offer include the Rox Bourne Miniature Railway which provide railway rides around Roxbourne Park. It also caters for a model railway club for young people 5-13 years old, Sunday morning club for teenagers under the supervision of experienced engineers. The group also opens its doors to the wider community, with scout clubs, children with special needs and school visits, as well as children's birthday events and special events.
- 7.13 The portacabin on site would aim to provide a multi-functional space that could be used for parties, ticket sales and meetings associated with the existing use. Based on the engagement across the wider local catchment area, as well as providing a much needed cultural and historical form of service locally, the expansion of these facilities would conform with the broad aims of the community use policies above.
- 7.14 Overall, the principle of the proposed development is accepted and complies with the National Planning Policy Framework (2024), Policy S5 of the London Plan (2021), Policies EM2 of the Hillingdon Local Plan: Part One (2012) and Policies DMCI2 and DMEI 4 of the Hillingdon Local Plan: Part Two (2020).

Design / Impact on the Character and Appearance of the Area

- 7.15 Chapter 13 of the National Planning Policy Framework (2024) seeks to prevent inappropriate development and ensure the openness of the land is not harmed.

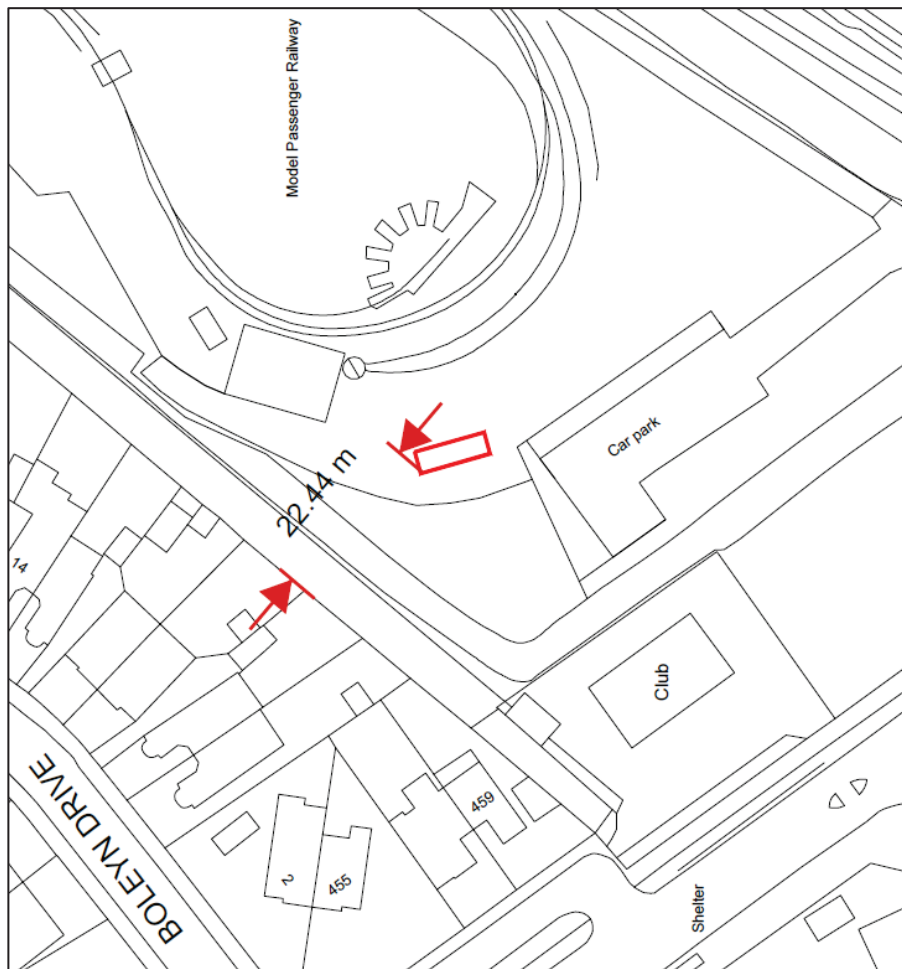
- 7.16 Policy D3 of the London Plan (2021) requires development proposals to be of high quality and to enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness. Policy G3 of the London Plan (2021) requires inappropriate development on Metropolitan Open Land to be avoided but also requires boroughs to work to enhance the quality and range of uses of Metropolitan Open Land.
- 7.17 Policy BE1 of the Hillingdon Local Plan Part 1 – Strategic Policies (2012), and policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan Part 2 – Development Management Policies (2020) in summary seek to secure a high quality of design that enhances and contributes to the area in terms of form, scale and materials, is appropriate to the identity and context of the townscape and would improve the quality of the public realm and respect local character. These aims are also supported by Chapter 12 of the NPPF (2024).
- 7.18 Policy DMEI 4 of the Hillingdon Local Plan Part 1 – Strategic Policies (2012) seeks to ensure development does not impact the openness of Metropolitan Open Land with regard to height, bulk, location and character of the site and development.
- 7.19 During the process of the application, revised drawings were provided in response to Council Planning Officer feedback. These revisions reduced the number of proposed buildings from 3 to 1, added paint-finished feather board cladding to the portacabin, and added additional landscaping. These amendments addressed concerns of overdevelopment of the MOL and poor visual amenity outcomes.
- 7.20 Overall, it is considered that the amended scheme with the single portacabin is acceptable and is supported. The proposed location of the portacabin underneath the existing stand of mature trees and beside the existing clubhouse would minimise visual impacts on the surrounding Metropolitan Open Land, providing visual screening of the building from most of Roxbourne Park and ensuring it is not visually prominent within the open area of the park. This can be seen from site visit photo Figure 5 where the existing portacabins (without cladding) are barely visible from across the model railway site, let alone from any further views across Roxbourne Park. As such, it is considered the openness of the Metropolitan Open Land would be maintained with the placement of the building.
- 7.21 The limited scale, single-storey height and addition of paint-finished cladding would ensure the portacabin sits comfortably in the surrounding environment. The small size would ensure the building is not visually prominent. The new cladding would acceptably alter the appearance of the portacabin such that it does not immediately portray as a portable building, and the green paint finished timber would integrate well with the greenery/trees of Roxbourne Park. Where the cabin might still be viewed as a temporary/portable building, it is considered the benefits of supporting the not-for-profit community-based organisation and the carbon emission reduction benefits of building reuse (rather than construction of a new permanent building) would offset any visual harm.

- 7.22 The building itself would be of an acceptable quality and functionality for the intended use and has the added benefit of being easily removed from the site in the future should it no longer be required. The building would support the growth of the model railway and enhance the existing recreational use on the site. There is no evidence that the new structure would encourage anti-social behaviour, and the society operates/meets multiple times a week which would discourage any such behaviour.
- 7.23 The building is designed to accommodate existing activities (ticket office/kids' birthdays) that are currently being held under gazebos, and therefore the new building would not notably increase the intensity of use of the site. Should the building enable some greater intensity of the railway operations, this increase would likely be acceptable and the site is located over 20 metres from the nearest residential neighbour with buildings and vegetation located between the railway operations and the neighbouring properties.
- 7.24 The proposed access is designed to relate to the existing operation of the railway site and would be functional. While the access appears convoluted on the plans, the existing site operates with a footpath located around the fenced off rail track area between the clubhouse and the carpark. As the main entrance to the portacabin is designed to face the rail track area, the access is therefore functional and fit for use.
- 7.25 The proposed landscaping of low 1m high hedging along the rear of the site location would provide a barrier between the fenced off section of the railway site and the public walkway that runs to the west of the railway site. It would help provide additional delineation of the public walkway and model railway site and would also provide some low-level soft landscaped screening/enhancement of the portacabin. This hedging would be secured by way of condition.
- 7.26 Overall, the proposed portacabin would sit comfortably on the Metropolitan Open Land and would not unduly harm the openness, appearance or character of the area. The proposed massing has been minimised and the portacabin has been optimally located to minimise visibility of the building from any wider viewpoints. The proposed cladding would ensure an acceptable external finish that is reasonably visually attractive and considered acceptable in the context of meeting the needs of the not-for-profit community organisation, minimising the costs to the organisation, and reducing carbon emissions from reuse of an existing building.
- 7.27 It is considered that the proposed development would comply with the overarching aims of the NPPF (2024), Policies D3 and G3 of the London Plan (2021), Policy BE1 and DMEI 4 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), and Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Neighbouring Residential Amenity

- 7.28 Policy DHMB 11 of the Hillingdon Local Plan Part 2 (2020) states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space. An assessment of the potential impact on neighbouring residential amenity of neighbouring residential properties along Boleyn Drive and Field End Road is discussed as follows.
- 7.29 The portacabin would not introduce any bulk, shading or visual dominance effects over the neighbouring residential properties. While the portacabin would sit at a higher ground level than the neighbouring residential properties, it would be located a minimum of approximately 22 metres from the rear boundaries of these properties. In addition, there is extensive mature vegetation along the shared boundary providing a high level of visual screening as depicted in the site visit photos. These factors in combination with the small scale of the cabin and single-storey height, would ensure there would not be any bulk, shading or visual dominance impacts on neighbouring residential properties.

Figure 9: Minimum approximate separation from adjacent residential properties.



- 7.30 With regard to potential impacts on neighbouring privacy, one window in the western end of the cabin is proposed to face the residential neighbours. However, due to the significant separation distance from the adjacent residential properties and high level of visual screening along the shared boundary, any overlooking would be wholly minimal, infrequent and brief. Any overlooking from parking vehicles would be fleeting and minimal for the same reasons identified above. It is therefore considered there would be no undue harm to neighbouring privacy.
- 7.31 With regard to the potential impacts on the quality of neighbouring outlook, the portacabin would be located a minimum of approximately 22 metres from the rear boundaries of the residential neighbours along Boleyn Drive and Field End Road. There is extensive mature vegetation creating a high level of screening along the shared boundary as depicted in the site visit photos. The portacabin is relatively small in scale for a building, single-storey in height, would be clad in a visually recessive paint-finished feather board cladding and is to be located underneath a crop of mature trees. Due to the separation distance and existing boundary vegetation screening, any views of the portacabin from neighbouring residential dwellings would be limited and would not create undue impacts on neighbouring residential outlook or amenity.
- 7.32 Having regard to the above, it is considered that the proposed development would not unduly impact on the living conditions of neighbouring occupiers and there would be no undue harm to the residential amenity of neighbouring properties by the development. It would therefore comply with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Highways and Parking

- 7.33 The application has been reviewed by the Highways Officer as per below comments.

Appraisal

- 7.34 As the adjustment of internal site access arrangements together with the proposed temporary buildings are considered purely as a rationalisation of operations ancillary to established on-site communal activities, there is no specific comment made or demand raised on transport/highway grounds. It is not envisaged that the proposed portacabin would lead to a significant intensification of the site that would lead to any significant increase in highway disturbance or car parking concerns. There is already a considerable amount of parking spaces available on this site and the nature of the use would not result in an increase in traffic that would raise concerns.

Conclusion

- 7.35 The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 and DMT 6 and Policy T4 and T6 of the London Plan (2021).

Accessibility

- 7.36 The application has been reviewed by the Access Officer as per below comments.
- 7.37 This application is for the provision of one portacabin which has been purchased from another organisation with the intention to repurpose them to include a ticket office, community space to host children's parties and club events. Having reviewed this application and the accompanying photos, it would seem that level access to the small step up could be eliminated by re-grading the ground levels to achieve step free entry.
- 7.38 The Harrow and Wembley Society Model Engineers as an organisation is legally obliged to ensure equality of opportunity for people with a protective characteristic within the ambit of the Equality Act 2010, and the following informative should therefore be attached to any grant of planning permission: The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

Conclusion

- 7.39 The Access Officer has raised no objections subject an informative reminding the applicant of the requirements within the Equality Act. This informative has been included in the recommendation for approval.

Trees and Landscaping

- 7.40 Policy DMHB 14: Trees and Landscaping of the Hillingdon Local Plan Part Two (2020) states that all developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit, and will be required to provide tree surveys and protection plans where proposals might affect existing trees. It also states that development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity.

- 7.41 The site is not subject to specific tree protections. However, it is a public park and Metropolitan Open Land, and the stand of trees under which the proposed is located are considered to be of high value.
- 7.42 No Tree Survey or Tree Protection Plan have been submitted with the proposal to ensure the safety and protection of the onsite trees during the shifting of the portacabins and installation of the new footpath. As such, it is recommended that a tree protection plan is secured by condition. It is important to recognise that the portacabin would not include any foundations or additional excavation works that would lead to any potential damage to existing roots. Similarly, the footpath to the cabin would have minimal impact. As such, Officers are satisfied the existing trees on site would not be harmed with the repositioning of the structure. With the inclusion of a condition to secure a tree protection plan and given the portable nature of the portacabin that does not require construction of foundations, it is expected any harm to surrounding trees can be avoided or minimised to be acceptable.

Biodiversity Net Gain

- 7.43 As this application was submitted prior to February 12th 2024, it is not subject to Biodiversity Net Gain requirements.

Sustainability

- 7.44 Policy DMEI 2 of the Hillingdon Local Plan (2020) requires all developments to make the fullest contribution to minimising carbon dioxide emissions in accordance with the London Plan targets.
- 7.45 The proposed development is of a minor scale therefore whilst the principle of SI 2 (carbon reduction) is applicable, this London Plan Policy applies more specifically to major scale applications. The applicant is therefore not required to submit an energy statement with the application or demonstrate a policy level of on-site savings. However, given that the proposal makes reuse of a portable building, rather than construction of a new building, it is considered to be a sufficiently sustainable form of development.
- 7.46 The proposal would therefore be compliant with Policy SI 2 of the London Plan (2021) and Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Land Contamination

- 7.47 Policy DMEI 12 of the Local Plan (2020) states that for sites which are identified as being at potential risk of land contamination a contaminated land report detailing the history of contamination on site, relevant survey work and findings should be submitted in support of the application.

- 7.48 The application site is located on potentially contaminated land. However no habitable dwellings nor earthworks are proposed as the building is a portable structure that would sit on-top of the land, rather than constructed with foundations that would disturb the soil. Therefore, a survey is not required nor are conditions pertaining to the submission of further information.

Fire Safety

- 7.49 Policy D12 of the London Plan states that all developments must achieve the highest standards of fire safety.
- 7.50 The application is situated within an area of open space and the multi-purpose room would be served by two external doors on two elevations. The building is modest in overall size and scale. As it is a single storey, one room building with two external access points, the LPA are satisfied, it would not lead to any fire safety and access/escape route concerns.

Anti-social Behaviour

- 7.51 It is noted that a large number of representations have been received which raise concerns regarding anti-social behaviour, potential crime and community safety. Both previous legal and appeal decisions have confirmed that the fear of crime and anti-social behaviour should only be considered a material planning consideration in cases where evidence exists that the associated development would likely increase crime.
- 7.52 Whilst Officers do not dismiss the concerns raised by local residents on the potential impact in regard to anti-social behaviour and crime, there is no evidence to suggest that this would potentially take place. Furthermore, the applicant has made efforts to address such concerns with an Anti-Social Behaviour Management Plan. Mitigation measures have also been sought with the reduction of the number of portacabins, the location of hedging along the southern boundary which would provide a physical buffer.
- 7.53 The site is also gated which further deters potential crime within out-of-hours. The portacabin would also be cladded in a timber cladding painted green which subtly will act as a deterrent from Graffiti crime. Currently there does not appear to have been any graffiti and anti-social behaviour with the existing portacabins on site.
- 7.54 Whilst there is no guarantee that these mitigations would prevent any future anti-social activity within the site, they do provide some organic security measures without compromising the design. As such, the proposed development is not considered to compromise the security of the application site, adjoining sites or the wider community.

8 Other Matters

Human Rights

- 8.1 The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equality

- 8.2 Due consideration has been given to Section 149 of the Equality Act with regard to the Public Sector Equality Duty in the assessment of this planning application. No adverse equality impacts are considered to arise from the proposal.

Local Finance Considerations and CIL

- 8.3 The proposal is for less than 100sqm of gross internal floor area and is therefore not CIL liable.

9 Conclusion / Planning Balance

- 9.1 On balance, the proposed development would have an acceptable impact on the character and appearance of the area and would not give rise to any undue harm to neighbouring residential amenities or the local highway network.
- 9.2 The principle of the erection of the portacabin on the Metropolitan Open Land is supported as it would be ancillary to an established outdoor recreational use on the site and has been designed to minimise its impact on the openness and amenity of the Metropolitan Open Land through design and siting. It would provide additional facilities for a local volunteer club which provide a valuable service to the wider catchment area.
- 9.3 The proposal is considered to comply with the Development Plan and no material considerations indicate that a contrary decision should be taken. Consequently, the application is recommended for approval subject to the conditions set out in Appendix 1.

10 Background Papers

- 10.1 Relevant published policies and documents taken into account in respect of this application are set out in the report. Documents associated with the application (except exempt or confidential information) are available on the [Council's website here](#), by entering the planning application number at the top of this report and using the search facility. Planning applications are also available to inspect electronically at the Civic Centre, High Street, Uxbridge, UB8 1UW upon appointment, by contacting Planning Services at planning@hillingdon.gov.uk.

APPENDICES

Planning Application

22899/APP/2023/2219

Appendix 1: Recommended Conditions and Informatives

Conditions

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

Site Location Plan, dated 02/01/2025

02B (Site Plans), dated 02/01/2025

03A (Proposed floor plan and elevations) dated 12/11/2024

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 (2021).

3. COM7 Timeframe (Relocating portacabin 4 months)

The hereby approved portacabin as identified on the proposed site plan drawing number 02B (Site Plans) dated 02/01/2025 shall be relocated from its existing position as identified on the existing site plan (same drawing number) within 4 months of the date of this decision and shall remain in situ and maintained as such until the use ceases or the portacabin is no longer required.

REASON

To safeguard the visual amenity of the Metropolitan Open Land, in compliance with policy EM2 of the Local Plan Part 1 (2012), policies DMEI 4 and DMEI 6 of the Hillingdon Local Plan Part 2- Development Management Policies (2020), Policy G2 of the London Plan (2021) and the NPPF.

4. NONSC Timeframe (Installation of cladding 4 months)

The cladding materials as shown on the hereby approved drawing 03A (Proposed floor plan and elevations) dated 12/11/2024 shall be a feather boarded timber cladded material with a

green painted finish.

The hereby approved materials shall be installed on the portacabin within 4 months of the date of this decision and shall be maintained as such until the use ceases and the portacabin is removed from the site.

REASON

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

5. NONSC **Removal of second portacabin (Removal within 4 months)**

The second existing portacabin on site and as shown on the existing site plan drawing number 02B (Site Plans) dated 02/01/2025 shall be removed from the site in its entirety within 4 months of the date of this decision and the land restored to its former condition.

REASON

To safeguard the visual amenity of the Metropolitan Open Land, in compliance with policy EM2 of the Local Plan Part 1 (2012), policies DMEI 4 and DMEI 6 of the Hillingdon Local Plan Part 2- Development Management Policies (2020), Policy G2 of the London Plan (2021) and the NPPF (2024).

6. NONSC **Removal of portacabin(Removal within 1 month of use ceasing)**

The hereby approved portacabin as identified on the proposed site plan drawing number 02B (Site Plans) dated 02/01/2025 shall only be used for the purpose stated in the application, ancillary to the model train use. It shall be removed from the site with the land restored to its former condition, when the portacabin is no longer required for its function. Its removal shall take place within 1 month of its ceasing to be used for its approved function.

REASON

To safeguard the visual amenity of the Metropolitan Open Land, in compliance with policy EM2 of the Local Plan Part 1 (2012), policies DMEI 4 and DMEI 6 of the Hillingdon Local Plan Part 2- Development Management Policies (2020), Policy G2 of the London Plan (2021) and the National Planning Policy Framework (2024).

7. COM8 **Tree Protection**

No relocation of the portacabin shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including any demolition, building works/relocation, footpath implementation and tree protection measures.
2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted

to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

- a. No materials or plant shall be stored;
- b. No buildings or temporary buildings shall be erected or stationed;
- c. No materials or waste shall be burnt; and
- d. No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with Policy DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

8. A5 New Hedging

The hereby approved Hawthorn Hedging shall be completed within eight months of the development commencing (or such period as agreed in writing by the Local Planning Authority) or prior to occupation of the buildings, whichever is the earlier period. The new planting and landscape operations should comply with the requirement specified in BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs' and in BS4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'.

Thereafter, areas of amenity space shall be permanently retained and any trees or other planting which die, are removed or become seriously damaged or diseased within a period of 5 years from the completion of development, shall be replaced in the next planting season with others of similar size and species in accordance with the details approved by the Local Planning Authority.

REASON

To ensure that the proposed development makes a satisfactory contribution to the preservation and enhancement of the visual amenities of the locality.

9. NONSC Contaminated Land

No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. All imported soils shall be inspected and tested for chemical contamination, and the results of this testing shall be submitted to and approved by the Local Planning Authority.

REASON

To ensure that staff and visitors to the development are not subject to any risks from soil contamination in accordance with Policy DMEI 13 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 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. 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 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.

3.

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a

disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

153 Compulsory Informative (2)

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.

DMCI 2	New Community Infrastructure
DME 4	Visitor Attractions
DMEI 10	Water Management, Efficiency and Quality
DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMEI 7	Biodiversity Protection and Enhancement
DMEI 9	Management of Flood Risk
DMHB 11	Design of New Development
DMHB 14	Trees and Landscaping
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP D5	(2021) Inclusive design
LPP E10	(2021) Visitor infrastructure
LPP G2	(2021) London's Green Belt
LPP G4	(2021) Open space
LPP G6	(2021) Biodiversity and access to nature
LPP G7	(2021) Trees and woodlands
LPP S5	(2021) Sports and recreation facilities
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP T4	(2021) Assessing and mitigating transport impacts
NPPF11 -24	NPPF11 2024 - Making effective use of land
NPPF12 -24	NPPF12 2024 - Achieving well-designed places
NPPF13 -24	NPPF13 2024 - Protecting Green Belt land
NPPF15 -24	NPPF15 2024 - Conserving and enhancing the natural environment

NPPF2 -24 NPPF2 2024 - Achieving sustainable development
NPPF4 -24 NPPF4 2024 - Decision making
NPPF8 -24 NPPF8 2024 - Promoting healthy and safe communities

Appendix 2: Relevant Planning History

22899/A/88/2756 Roxbourne Park Field End Road Ruislip
Erection of a single storey extension to existing model railway shed
Decision: 27-02-1989 Approved

22899/APP/2011/266 Carriage Shed, Roxbourne Park Field End Road Ruislip
Single storey side extension
Decision: 13-04-2011 Approved

22899/APP/2015/464 Harrow & Wembley Society Model Engineers, Roxbourne Park Field
End Road Eastcote
Single storey detached building to be used a club house/meeting room
Decision: 03-05-2016 Withdrawn

Appendix 3: List of Relevant Planning Policies

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

Part 1 Policies:

- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM6 (2012) Flood Risk Management
- PT1.EM7 (2012) Biodiversity and Geological Conservation

Part 2 Policies:

- DME 4 Visitor Attractions
- DMEI 10 Water Management, Efficiency and Quality
- DMEI 4 Development on the Green Belt or Metropolitan Open Land
- DMCI 2 New Community Infrastructure
- DMEI 7 Biodiversity Protection and Enhancement
- DMEI 9 Management of Flood Risk
- DMHB 11 Design of New Development
- DMHB 14 Trees and Landscaping
- DMT 2 Highways Impacts
- DMT 6 Vehicle Parking
- LPP D5 (2021) Inclusive design
- LPP E10 (2021) Visitor infrastructure
- LPP G2 (2021) London's Green Belt
- LPP G4 (2021) Open space
- LPP S5 (2021) Sports and recreation facilities
- LPP G6 (2021) Biodiversity and access to nature

LPP G7	(2021) Trees and woodlands
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP T4	(2021) Assessing and mitigating transport impacts
NPPF11 -24	NPPF11 2024 - Making effective use of land
NPPF12 -24	NPPF12 2024 - Achieving well-designed places
NPPF13 -24	NPPF13 2024 - Protecting Green Belt land
NPPF15 -24	NPPF15 2024 - Conserving and enhancing the natural environment
NPPF2 -24	NPPF2 2024 - Achieving sustainable development
NPPF4 -24	NPPF4 2024 - Decision making
NPPF8 -24	NPPF8 2024 - Promoting healthy and safe communities