

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

**Address** FORMER RAF UXBRIDGE HILLINGDON ROAD UXBRIDGE

**Development:** Reserved matters (appearance, layout, scale and landscaping) in compliance with conditions 2 and 3 for Phase 1, Seventh Application (Eastern Side of District Park) of planning permission ref: 585/APP/2009/2752 dated 18/01/2012 for the proposed mixed-use redevelopment of St Andrews Park (Former RAF Uxbridge site).

**LBH Ref Nos:** 585/APP/2013/979

**Drawing Nos:** 2152-DP-LA-01 Rev C  
2152-DP-LA-05  
2152-DP-DT-02 Rev A  
2152-DP-DT-03 Rev B  
2152-DP-TS-01 Rev A  
2152-IM-04 Rev A  
Design and Access Statement - 2152-DP-DAS-01\_LB (March 2013)  
Landscape Specification - 2152-DP-SP-01 (March 2013)  
Landscape Management Specification - 2152-RE-12 Rev A (April 2013)

**Date Plans Received:** 18/04/2013                      **Date(s) of Amendment(s):**

**Date Application Valid:** 18/04/2013

### 1. SUMMARY

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for the seventh application of Phase 1 for the creation of the eastern side of the District Park within the site.

The application site forms part of St Andrews Park (the former RAF Uxbridge Site), for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development.

The Reserved Matters application relates to a 4 hectare plot of land, located to the north east of the St Andrews Park Site. The application site is bordered by the River Pinn to the west, and Phases 1A and B to the east.

The District Park is an existing area of open parkland and woodland, bisected by the River Pinn, and will provide 14 hectares of public open space for residents and visitors. The park is to be developed in two phases, the first as part of Phase 1 of the development of the site, and the second as part of Phase 3. The park as a whole will provide sports pitches and play opportunities as part of future phases of the development.

This area of park has been designed in accordance with the parameter plans and Landscape and Open Space Strategy approved at outline stage. The proposed landscaping would have a positive impact on the character and appearance of the surrounding area, in accordance with the vision of the approved design code. Therefore, it is recommended that the application be approved.

### 2. RECOMMENDATION

**APPROVAL subject to the following:**

**1 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 2152-DP-LA-01 Rev C, 2152-DP-LA-05, 2152-DP-DT-02 Rev A, 2152-DP-DT-03 Rev B, 2152-DP-TS-01 Rev A, 2152-IM-04 Rev A, and shall thereafter be retained/maintained for as long as the development remains in existence.

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (July 2011).

**2 COM5 General compliance with supporting documentation**

The development hereby permitted shall be carried out in accordance with the specified supporting plans and/or documents:

Design and Access Statement - 2152-DP-DAS-01\_LB (March 2013)

Landscape Specification - 2152-DP-SP-01 (March 2013)

Landscape Management Specification - 2152-RE-12 Rev A (April 2013)

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

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (July 2011).

**INFORMATIVES**

**1 I52 Compulsory Informative (1)**

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

**2 I53 Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety

BE19	New development must improve or complement the character of the area.
BE23	Requires the provision of adequate amenity space.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL2	Green Belt -landscaping improvements
>>	London Plan (2011) Policies
LPP 2.6	(2011) Outer London: vision and strategy
LPP 3.6	(2011) Children and young people's play and informal recreation (strategies) facilities
LPP 3.7	(2011) Large residential developments
LPP 5.12	(2011) Flood risk management
LPP 5.13	(2011) Sustainable drainage
LPP 6.1	(2011) Strategic Approach
LPP 6.9	(2011) Cycling
LPP 6.10	(2011) Walking
LPP 7.1	(2011) Building London's neighbourhoods and communities
LPP 7.2	(2011) An inclusive environment
LPP 7.4	(2011) Local character
LPP 7.5	(2011) Public realm
LPP 7.16	(2011) Green Belt
LPP 7.18	(2011) Protecting local open space and addressing local deficiency
LPP 7.21	(2011) Trees and woodland

### **3            I1            Building to Approved Drawing**

You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.

## **3.            CONSIDERATIONS**

### **3.1            Site and Locality**

The application site forms part of St Andrews Park (the former RAF Uxbridge Site), for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development.

The Reserved Matters application relates to a 4 hectare plot of land, located to the north east of the St Andrews Park Site. The application site is bordered by the River Pinn to the west, and Phases 1A and B to the east. The District Park is an existing area of open parkland and woodland, bisected by the River Pinn, and will provide 14 hectares of public open space for residents and visitors. The park is to be developed in two phases, the first

as part of Phase 1 of the development of the site, and the second as part of Phase 3.

The area surrounding the site is predominately residential, both existing and proposed, and comprises a combination of 3 - 4 storey apartment blocks and two and three storey terraced and semi-detached housing.

The site is situated within the Green Belt.

### **3.2 Proposed Scheme**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for the seventh application of Phase 1 for the creation of the eastern side of the District Park within the site.

The Reserved Matters application relates to a 4 hectare plot of land, located to the north east of the St Andrews Park Site. The application site is bordered by the River Pinn to the west, and Phases 1A and B to the east.

The District Park is an existing area of open parkland and woodland, bisected by the River Pinn, and will provide 14 hectares of public open space for residents and visitors. The park is to be developed in two phases, the first as part of Phase 1 of the development of the site, and the second as part of Phase 3. The park as a whole will provide sports pitches and play opportunities as part of future phases of the development.

The application involves the retention of the naturally terraced open area between Hillingdon House and the river, with the existing footpaths re-instated. Also included is limited new tree planting, the provision of an attenuation basin on the lower slopes of the grass terrace, with two areas of lower land for temporary localised water storage. Ecological enhancements, including the creation of log piles and installation of bird and bat boxes are also proposed. Street furniture, including interpretation boards, signage, seating and dog bins would also be installed. The existing vegetation types are generally to be retained, with the under storey in the woodland managed and maintained to benefit wildlife and discourage public access.

### **3.3 Relevant Planning History**

#### **Comment on Relevant Planning History**

Planning permission was approved on 18th January 2012 under application reference 585/APP/2009/2752 for the following:

1. Outline application (all matters reserved, except for access) including demolition of some existing buildings and:
  - a. Creation of up to 1,296 residential dwellings (Class C3) of between 2 to 6 residential storeys;
  - b. Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys;
  - c. Creation of a three-form entry primary school of 2 storeys;
  - d. Creation of a hotel (Class C1) of 5 storeys of up to 90 beds;
  - e. Creation of a 1,200 seat theatre with ancillary cafe (Sui Generis); office (Class B1a) of up to 13,860 sq m; in buildings of between 4 to 6 storeys as well as a tower element associated with the theatre of up to 30m;
  - f. Creation of a local centre to provide up to 150 sq m of retail (Class A1 and A2) and 225 sq m GP surgery (Class D1); means of access and improvements to pedestrian linkages to the Uxbridge Town Centre; car parking; provision of public open space including a

district park; landscaping; sustainable infrastructure and servicing.

2. In addition to the above, full planning permission for:

- a. Creation of 28 residential dwellings (Class C3) to the north of Hillingdon House of between 2 to 3 storeys as well as associated amenity space and car parking;
- b. Change of use of Lawrence House (Building no. 109) to provide 4 dwellings (Class C3), associated amenity space and car parking including a separate freestanding garage;
- c. Change of use and alterations to the Carpenters building to provide 1 residential dwelling (Class C3);
- d. Change of use and alterations to the Sick Quarters (Building No. 91) to provide 4 dwellings (Class C3) as well as associated amenity space and car parking;
- e. Change of use of Mons barrack block (Building No. 146A) to provide 7 dwellings (Class C3) as well as associated amenity space and car parking;
- f. Change of use of the Grade II listed former cinema building to provide 600sq m Class D1/2 use (no building works proposed);
- g. Change of use and alterations to the Grade II listed Hillingdon House to provide 600 sq m for a restaurant (Class A3) on the ground floor and 1,500 sq m of office (Class B1) on the ground, first and second floors.

Since the approval the applicant has discharged a number of the pre-commencement and other conditions attached to the permission relating to the application site.

#### **4. Planning Policies and Standards**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (July 2011)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Residential Layouts  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Document - Planning Obligations  
Hillingdon Supplementary Planning Guidance - Community Safety by Design  
Hillingdon Supplementary Planning Guidance - Land Contamination

#### **UDP / LDF Designation and London Plan**

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- |         |  |
|---------|--|
| PT1.BE1 | (2012) Built Environment                                   |
| PT1.CI2 | (2012) Leisure and Recreation                              |
| PT1.EM2 | (2012) Green Belt, Metropolitan Open Land and Green Chains |
| PT1.EM4 | (2012) Open Space and Informal Recreation                  |
| PT1.EM5 | (2012) Sport and Leisure                                   |
| PT1.EM6 | (2012) Flood Risk Management                               |
| PT1.EM7 | (2012) Biodiversity and Geological Conservation            |

PT1.T1 (2012) Accessible Local Destinations

Part 2 Policies:

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE23	Requires the provision of adequate amenity space.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL2	Green Belt -landscaping improvements
>>	London Plan (2011) Policies
LPP 2.6	(2011) Outer London: vision and strategy
LPP 3.6	(2011) Children and young people's play and informal recreation (strategies) facilities
LPP 3.7	(2011) Large residential developments
LPP 5.12	(2011) Flood risk management
LPP 5.13	(2011) Sustainable drainage
LPP 6.1	(2011) Strategic Approach
LPP 6.9	(2011) Cycling
LPP 6.10	(2011) Walking
LPP 7.1	(2011) Building London's neighbourhoods and communities
LPP 7.2	(2011) An inclusive environment
LPP 7.4	(2011) Local character
LPP 7.5	(2011) Public realm
LPP 7.16	(2011) Green Belt
LPP 7.18	(2011) Protecting local open space and addressing local deficiency
LPP 7.21	(2011) Trees and woodland

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

**5.1** Advertisement Expiry Date:- **15th May 2013**

**5.2** Site Notice Expiry Date:- **22nd May 2013**

## **6. Consultations**

### **External Consultees**

Consultation letters were sent to 58 local owner/occupiers on 24/04/2013. The application was also advertised by way of site and press notices. No responses have been received.

#### **ENVIRONMENT AGENCY:**

Provided that the reserved matters do not impact upon the floodplain compensation storage or the buffer strip approved under application 585/APP/2009/2752, we have no objections to this application.

Annex B of the Thames River Basin Management Plan describes the River Pinn as a heavily modified watercourse and currently at 'moderate' status. We would welcome bank enhancements and measures to allow the natural flow of the river to keep the channel clear and maintain a suitably natural river profile.

Any opportunities to improve the status of the watercourse under the Water Framework Directive should be explored. For example we would encourage the removal of artificial bank reinforcements or structures to help the river return to a more natural state and improve the river habitat as well as options to further enhance the river corridor, such as backwaters and ponds.

#### **NATURAL ENGLAND:**

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development. Natural England has previously commented on this proposal and made comments to the authority in our letter dated 01 February 2013.

The advice provided in our previous response applies equally to this application although we made no objection to the original proposal.

Should the proposal be amended in a way which significantly affects its impact on the natural environment then, in accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, Natural England should be consulted again.

### **Internal Consultees**

#### **TREE/LANDSCAPE OFFICER:**

The Design & Access Statement, by Allen Pyke Associates, describes the District Park and the design principles and concepts behind the proposed work. The D&AS confirms (3.2) that the naturally terraced open area between Hillingdon House and the river is to be retained with existing footpaths re-instated. The existing vegetation types are generally to be retained, with the under storey in the woodland managed / maintained to benefit wildlife and discourage public access. Other 'development', described in 3.3, includes:

- limited new tree planting,
- the provision of an attenuation basin on the lower slopes of the grass terrace, with two areas of

lower land for temporary localised water storage,

- other ecological enhancements include the creation of log piles and installation of bird and bat boxes,
- the D&AS includes illustrative details of street furniture, including interpretation boards, signage, seating and dog bins. These illustrations are not particularly attractive and it is not clear whether Green Spaces have specified, or approved the use of these products.

Allen Pyke's drawing No. 2152-DP-LA-01 Rev A, Phase 1 Landscape Proposals provides a plan of the existing site with the proposed hard and soft landscape features incorporated.

Allen Pyke's Landscape Specification District Park (District Park, Phase 1) provides detailed specifications for soft works (planting) using NBS clauses (industry standard). There are no specification or construction details for the hard landscape details or installations.

Allen Pyke's Landscape Management Specification (District Park, Phase 1) sets out the general management objectives for the site (section 3), provides maintenance details (section 4) with general principles and specific items and lists some specific operations and key operations (section 5). Some specific details have been omitted from section 5,- tree safety inspections, footpath maintenance (topping up), invasive weed control, litter collection.

The submission is supported by a Tree Constraints Plan, Allen Pyke drawing No. 2152-DP-TS-01 Rev A, a detail of the existing sleeper steps to the Leigh Mallory Bridge, (drawing No. 2152-DP-DT-02 Rev A), and a Timber Pond dipping Platform and board walk (drawing No. 2152-DP-DT-03 Rev A).

#### RECOMMENDATIONS:

- Details of the storm water drainage inlet / outlet between Hillingdon House and the river have yet to be submitted. This detail should be both functional and of acceptable appearance. Cross-sections through the adjusted contours and the outlet are required to ensure that the detail is safe and it's appearance is acceptable. Details of the associated planting should be specified for approval.
- There is no indication on plan of which invasive weeds are present or where they are, and what treatment they are undergoing to control them.
- During a pre-application site meeting, discussion took place about the need to paint / restore the Leigh Mallory Bridge railings. In 3.2 of the D&AS the report states that the bridges fall outside the scope of this application. Clarification is required regarding how and when this detail will be addressed.
- The appearance and specification of street furniture and amenities, as illustrated in the D&AS require is not acceptable. Further consultation with Green Spaces team is required. Product details / construction details have yet to be agreed.
- Construction details and specifications are required for the hard landscape works (paths, street furniture etc). Lighting and signage are indicated on plan although the product details have yet to be specified.
- The management / maintenance specification should be more comprehensive. It would be helpful to have a summary of operations and frequencies in tabular form.

Officer Comment:

Revised details have been received that address the Tree and Landscape Officer's concerns.



## CONSERVATION AND URBAN DESIGN:

No comments to make on the application.

## FLOOD AND WATER MANAGEMENT OFFICER:

Floodplain and drainage issues were overcome at the outline application stage.

### **7. MAIN PLANNING ISSUES**

#### **7.01 The principle of the development**

The development of the District Park was approved as part of the outline consent for the redevelopment of St Andrews Park. The park is proposed in accordance with the approved parameter plan and landscape strategy and no objection is raised to the principle of the development.

#### **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**

Only minor structures are proposed as part of this development. As such, no safeguarding issues would arise.

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

This portion of the site is located within the Green Belt. The fundamental aim of the NPPF in relation to Green Belt is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness. Policy OL1 of the Hillingdon UDP specifies that there is a presumption against inappropriate development. The proposed development is not considered inappropriate as it maintains the openness of the Green Belt and proposes open recreational space.

The application is for works to create a District Park, on the location of a current area of open space. As such, no buildings are involved, and the development would therefore not impact on the openness of the Green Belt. The works will improve the site, and will improve the visual amenity of the area. As the proposal does not involve any buildings, the development is considered to comply with Green Belt policies.

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

The District Park is the major component of the green infrastructure of the St Andrews Park development. It is an existing open area of open parkland and woodland and would provide 14 hectares of publicly accessible open space for residents and visitors when complete. It is, therefore, considered that the improved landscaping and appearance of the park would have a positive impact on the visual amenities of the surrounding area, in accordance with Policies BE13, BE15 & BE19 of the Hillingdon Local Plan.

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

As the application is for the development of a park, the proposed development would cause no significant harm to residential amenity of the future occupiers of the neighbouring residential dwellings in terms of loss of light, loss of outlook or sense of dominance. Therefore, the development is in accordance with Policy BE20 & BE21 of the Hillingdon Local Plan.

The development would include the erection of various landscape items and street furniture across the park. However, these are of a small scale, and have been designed to ensure no impacts occur to any surrounding properties. Therefore, the development is

considered to comply with Policy OE1 of the Hillingdon Local Plan.

**7.09 Living conditions for future occupiers**

Not applicable to this application.

**7.10 Traffic impact, Car/cycle parking, pedestrian safety**

This application seeks reserved matters approval for the district park. Vehicle access, parking and pedestrian safety are dealt with in other phases of the site's development.

**7.11 Urban design, access and security**

The design and layout of the park is in accordance with the Design Code approved at Outline Stage and are considered acceptable in terms of Urban Design.

**7.12 Disabled access**

Access across the park area would be improved with the refurbishment of the existing path network. No buildings are proposed as part of this application. As such there are not considered to be any access issues relating to the proposal.

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

Not applicable to this application.

**7.14 Trees, landscaping and Ecology**

The proposal includes the comprehensive landscaping of the park, which is generally in accordance with the design and landscaping approved as part of the outline permission. The Council's Tree and Landscape Officer raised some concerns with the details of the proposal as submitted, however, revised details of these issues have been received, which satisfy the Officer's concerns.

**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**

Flooding and drainage issues were dealt with and overcome as part of the Outline Planning Permission for the development.

**7.18 Noise or Air Quality Issues**

Not applicable to this application.

**7.19 Comments on Public Consultations**

No comments received.

**7.20 Planning obligations**

The planning obligations for the development of the site were secured as part of the Outline Planning Permission.

**7.21 Expediency of enforcement action**

Not applicable to this application.

**7.22 Other Issues**

No further issues for consideration.

**8. Observations of the Borough Solicitor**

None.

**9. Observations of the Director of Finance**

None.

**10. CONCLUSION**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for the seventh application of Phase 1 for the creation of the eastern side of the District Park within the site.

The application site forms part of St Andrews Park (the former RAF Uxbridge Site), for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development.

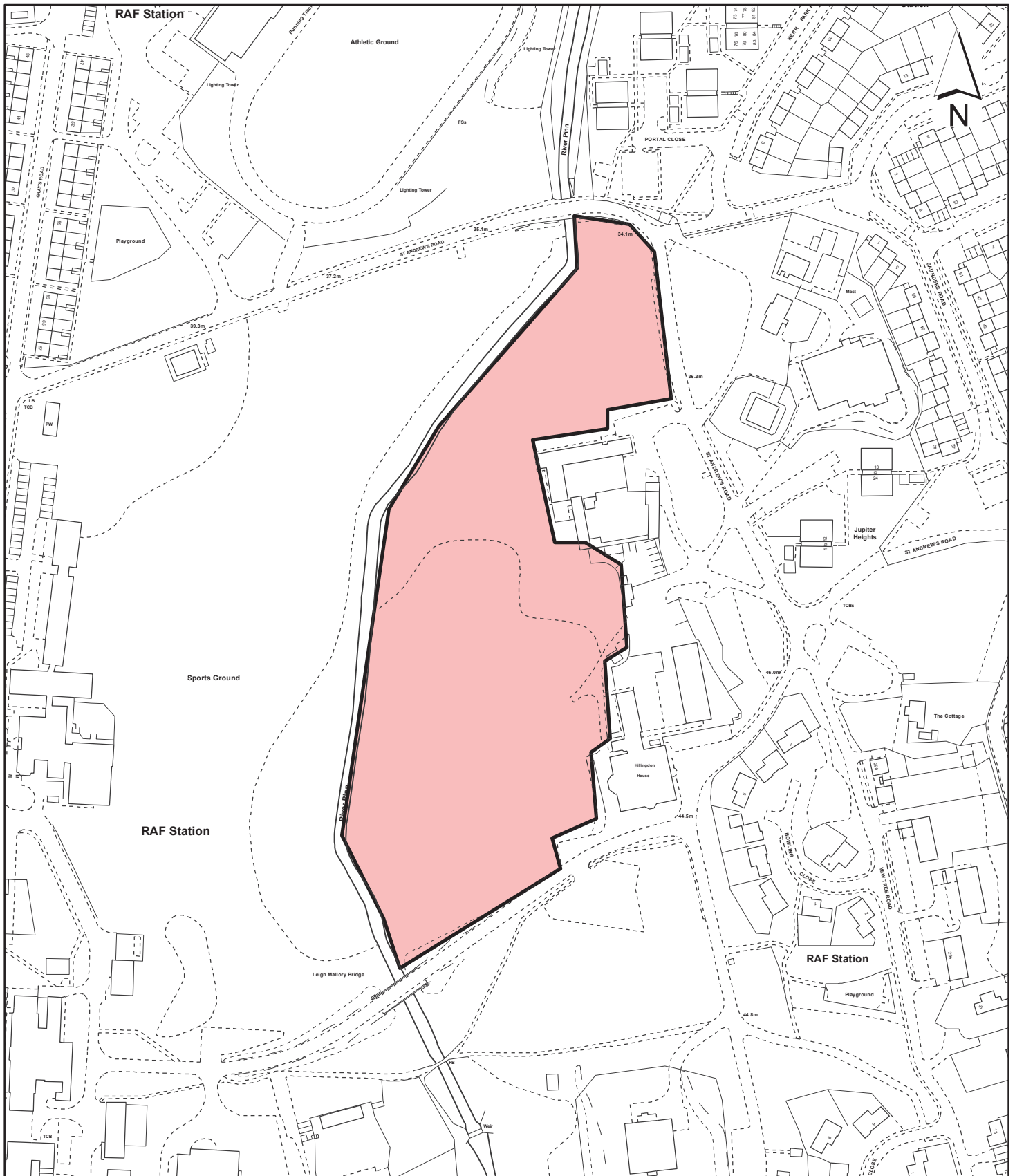
This area of park has been designed in accordance with the parameter plans and Landscape and Open Space Strategy approved at outline stage. The proposed landscaping would have a positive impact on the character and appearance of the surrounding area, in accordance with the vision of the approved design code. Therefore, it is recommended that the application be approved.



## **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (July 2011)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Residential Layouts  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Document - Planning Obligations  
Hillingdon Supplementary Planning Guidance - Community Safety by Design  
Hillingdon Supplementary Planning Guidance - Land Contamination

**Contact Officer:** Adam Flynn

**Telephone No:** 01895 250230



<p><b>Notes</b></p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.</p> <p>© Crown copyright and database rights 2013 Ordnance Survey 100019283</p>	<p>Site Address</p> <p align="center"><b>Former RAF Uxbridge Hillingdon Road Uxbridge</b></p>		<p><b>LONDON BOROUGH OF HILLINGDON</b></p> <p><b>Residents Services</b></p> <p>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p align="center"><b>585/APP/2013/979</b></p>	<p>Scale</p> <p align="center"><b>1:2,500</b></p>	 <p align="center"><b>HILLINGDON</b> LONDON</p>
	<p>Planning Committee</p> <p align="center"><b>Major Applications</b></p>	<p>Date</p> <p align="center"><b>May 2013</b></p>	