

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

**Address** FORMER RAF UXBRIDGE HILLINGDON ROAD UXBRIDGE

**Development:** Reserved matters (appearance, landscaping, layout and scale) in compliance with conditions 2 and 3 for the construction of the central access of planning permission ref: 585/APP/2009/2752 dated 18/01/2012, for the proposed mixed-use redevelopment of the RAF Uxbridge site.

**LBH Ref Nos:** 585/APP/2013/1963

**Drawing Nos:** 5105977/UXB/CA/0103 A01  
5105977/UXB/CA/0101 A06  
5105977/UXB/CA/0111 A01  
5105977/UXB/CA/0112 A01  
5105977/UXB/CA/1301 A02  
5105977/UXB/CA/0145 A01  
5105977/UXB/CA/0141 A01  
5105977/UXB/CA/0122 A02  
5105977/UXB/CA/0142 A01  
5105977/UXB/CA/0142 C1  
5105977/UXB/CA/0144 A01  
Design and Access Statement (July 2013)

**Date Plans Received:** 12/07/2013                      **Date(s) of Amendment(s):**  
**Date Application Valid:** 12/07/2013

### 1. SUMMARY

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping in respect of the detailed designs of road infrastructure works for the construction of the central access into the former RAF Uxbridge site, from Hillingdon Road. This follows on from the outline consent granted on 18th January 2012, application ref: 585/APP/2009/2752, for a major mixed use development on the site.

It is important to recognise that this application relates to the reserved matters only. Details relating to signals and junction improvements are dealt with in detail through the S106 legal agreement (off site highway works) and condition 8 of the consent, which also control what must be completed before the road can be used.

Detailed technical requirements to highways drainage and lighting specifications will comprise part of the S278/38 Agreements.

Access was approved at the outline stage. This included the creation of a number of new access to the site, including a new signalised junction (known as the central access) will be provided off Hillingdon Road into the site between phases 3 and 4 of the development.

The design of the access consists of a main vehicular carriageway measuring 8.6 metres in width, opening into a junction, with a 2 metre wide pedestrian pavement on either side.

The access has been designed in accordance with the parameter plans and design code approved at outline stage. The proposed layout has been reviewed by the Highways

Officer who has raised no objection to the proposal in terms of highway and pedestrian safety. The materials selected and 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.

The layout has been developed since outline stage following inputs from a range of specialist Council officers and is now satisfactory in terms of safety, accessibility, design and functional effectiveness with regard to pedestrian and vehicle movements. The scale of these infrastructure works is appropriate in relation to the context of the site and the volume of traffic movements anticipated.

## **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:

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5105977/UXB/CA/0101 A06  
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5105977/UXB/CA/0112 A01  
5105977/UXB/CA/1301 A02  
5105977/UXB/CA/0141 A01  
5105977/UXB/CA/0122 A02  
5105977/UXB/CA/0142 A01  
5105977/UXB/CA/0142 C1  
5105977/UXB/CA/0144 A01  
5105977/UXB/CA/0145 A01  
Design and Access Statement (July 2013)

The scheme shall thereafter be retained/maintained for as long as the development remains in existence.

### **REASON**

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (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
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
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.
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
OL5	Development proposals adjacent to the Green Belt
LPP 2.6	(2011) Outer London: vision and strategy
LPP 2.8	(2011) Outer London: Transport
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 6.7	(2011) Better Streets and Surface Transport
LPP 6.9	(2011) Cycling
LPP 6.10	(2011) Walking
LPP 6.11	(2011) Smoothing Traffic Flow and Tackling Congestion and reducing traffic
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 7.21	(2011) Trees and woodland

### 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 site consists of 1.8 hectare, roughly L-shaped plot of land, which covers the areas where the southern section of the new spine road will be developed within the application

site. Previously contained within the application site were sections of vacant buildings, which formed part of the former RAF Uxbridge Base. These buildings were approved for demolition as part of the outline consent and the majority have been subsequently demolished. Construction of the development has commenced across the earlier phases of the site.

The application only relates to the central access to the site from Hillingdon Road. This proposed new entrance will be one of three vehicular entrances into the site off Hillingdon and Park Roads. It is therefore an important gateway into this large and strategically significant regeneration site. Access points into and through the site, including the positioning of this application site, were approved as part of the 2012 outline scheme.

### **3.2 Proposed Scheme**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for the creation of the central access to the St Andrews Park Development (former RAF Uxbridge) as part of the infrastructure of the development.

The proposal is to create a new vehicular access into the former RAF site, as approved in principle in the outline planning consent, together with associated pedestrian access. The new route will enable vehicles to enter from Hillingdon Road, providing convenient access to the central and western portions of the site.

The design of the access consists of a main vehicular carriageway measuring 8.6 metres in width, opening into a junction, with a 2 metre wide pedestrian pavement on either side. The vehicle carriageway would be black tarmac with the pavements finished using tegula pavers. The kerbs would be conservation style kerbs, with drainage gulleys provided through the kerbs to ensure the flow surface water from the highway into the drainage system.

A small number of trees are to be felled to accommodate the new access junction's configuration. However the proposed Masterplan and landscaping plan allows for this, with comprehensive planting proposed across the site, which demonstrates a good quality of design with an appropriate degree of greenery and formality to signify this important entrance into and out of the site.

The road surfacing will be tarmac while the pavements will comprise tegula block paving. The kerbs are proposed to be a good quality 'conservation kerb'. New lighting is also proposed which adheres to the Council's lighting requirements and standards.

This new entrance will provide a link to connect to the major north-south spine road through the western part of the RAF Uxbridge site. The roads within the site and their junctions with Hillingdon Road, including this proposed junction, will then be adopted by the Council as highway authority.

### **3.3 Relevant Planning History**

585/APP/2009/2752          R A F Uxbridge Hillingdon Road Uxbridge

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 13,860sq.m; energy centre (Sui Generis) of up to 1,200sq.m; and retail (Class A1, A2, A3, A4, A5) of up to 2,850sq 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 150sq.m of retail (Class A1 and A2) and 225sq.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 600sq.m for a restaurant (Class A3) on the ground floor and 1,500sq.m of office (Class B1) on the ground, first and second floors;

**Decision:** 18-01-2012 Approved

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

Outline planning consent was granted on 18th January 2012, application ref: 585/APP/2009/2752, for a major mixed use development on the site. This consent also agreed 'Access' into and out of the site including at this junction.

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

#### **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.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM6 (2012) Flood Risk Management
- 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
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- 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.
- 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
- OL5 Development proposals adjacent to the Green Belt
- LPP 2.6 (2011) Outer London: vision and strategy
- LPP 2.8 (2011) Outer London: Transport
- 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 6.7 (2011) Better Streets and Surface Transport
- LPP 6.9 (2011) Cycling
- LPP 6.10 (2011) Walking
- LPP 6.11 (2011) Smoothing Traffic Flow and Tackling Congestion and reducing traffic
- 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 7.21 (2011) Trees and woodland

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

- 5.1** Advertisement Expiry Date:- Not applicable  
**5.2** Site Notice Expiry Date:- **9th August 2013**

## **6. Consultations**

### **External Consultees**

Consultation letters were sent to 21 local owner/occupiers on 18/07/13. The application was also advertised by way of site notices. No letters of objection were received.

### **TRANSPORT FOR LONDON:**

TfL is concerned with any application which could have an impact on the transport networks. Hillingdon Road (A4020) is part of the strategic road network.

Having reviewed the supporting information, TfL have no problems in principle with the application. The Borough and the developer are working with TfL signal colleagues on the detail of this new junction which may lead to amendments to the design.

### **Internal Consultees**

#### **HIGHWAYS OFFICER:**

No objection to the principle of the scheme, subject to the technical detail of the junction being approved.

Officer Comment: The technical approval of the junction is considered under separate legislation, and will form part of the Section 38 and Section 278 approvals for the development.

#### **TREE AND LANDSCAPE OFFICER:**

This submission includes Atkins' drawing Nos. 505977/UXB/CA010 Rev A06, CA/0122 Rev A02, LA/1301 Rev A02 (amongst others) showing details of the proposed central access, including associated footways, and the removal of existing trees to accommodate the new works. These works appear to be in accordance with the approved site masterplan of 24 January 2011. Site fencing and/or tree protection should be indicated to safeguard the trees on the periphery of the site. Landscape proposals and replacement trees planting is required for the adjacent soft landscape areas to the inner edge of the new footpaths.

## **7. MAIN PLANNING ISSUES**

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

The principle of a new vehicular and pedestrian access point into the site in this location was established at outline consent stage in January 2012. The creation of an additional pedestrian entrance is considered acceptable in that it allows for disabled access by ensuring a sufficiently gentle gradient.

### **7.02 Density of the proposed development**

Not applicable given the application is for infrastructure works.

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

The development does not involve any works within the setting of a listed building, or within a Conservation Area. As such, there would be no impact on the heritage of the borough.

#### **7.04 Airport safeguarding**

The proposed development is within the height parameters approved at outline stage to which National Air Traffic Services raised no objection. Therefore, the proposed development is considered to have an acceptable impact in terms of airport safeguarding. The proposals accord with relevant conditions on the outline permission.

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

The development would not encroach onto the green belt land to the west and the development is not considered to cause harm to the setting of the Green Belt. Therefore, the development is considered to comply with Policy OL5 of the Hillingdon Local Plan.

#### **7.06 Environmental Impact**

Not applicable given the application is for infrastructure works.

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

The scheme has been carefully designed and well landscaped. It will not therefore have an adverse impact on the character and appearance of the site.

The access will form one of the primary vehicle access points into the St Andrews Park development. The materials selected for highway are in keeping with the prominence of the site and the wider area. It is, therefore, considered that the design and appearance of the spine road 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 highway access, the proposed development would cause no significant harm to residential amenity of the 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 streetlights around the access point, however, these have been designed to ensure no unacceptable light spill from the site, and would be in keeping with the lighting provided on any major road street such as this. Therefore, the development is considered to comply with Policy OE1 of the Hillingdon Local Plan.

#### **7.09 Living conditions for future occupiers**

Not applicable given the application is for infrastructure works.

#### **7.10 Traffic impact, car/cycle parking, pedestrian safety**

The principle of the development for this new junction was granted outline consent in January 2012, application ref: 585/APP/2009/2752. The detailed designs that form part of this application have been designed to ensure a safe and accessible junction for all users and residents of the RAF Uxbridge site.

The applicant has been in extensive pre-application discussions with regards to highways safety, given the location of the access points. Furthermore, the spine road will be limited to 20 mph to ensure a greater level of pedestrian and highway safety. The Highways Officer have reviewed the final design, including the access points into the smaller residential side streets and is satisfied that the development will ensure the protection of highway and pedestrian safety in accordance with Policy AM7 of the Hillingdon Local Plan.



The proposed development has included pavements within the design of the access into the site. At 2 metres the width of the pedestrian footways are considered acceptable and suitable crossing points have been provided at the junctions. The highways officer has reviewed this arrangement and raised no objection. Therefore, the development is considered to comply with Policy AM8 of the Hillingdon Local Plan.

No car parking is proposed as part of this application.

#### **7.11 Urban design, access and security**

The design of the junction is in accordance with the Design Code approved at Outline Stage and is considered acceptable in terms of Urban Design. The road surfacing will be tarmac while the pavements will comprise tegula block paving. The kerbs are proposed to be of a good quality 'conservation kerb'.

The detailed designs are accompanied by a landscape plan that provides for a good quality scheme that will create a green and well planted entrance to the site. New street lighting is proposed to ensure a well lit environment, further enhancing pedestrian safety.

#### **7.12 Disabled access**

Having reviewed plans and the Design & Access Statement related to the above Reserved Matters, the accessibility considerations would result in acceptable pedestrian access for people with restricted mobility. The design of the footpath has been undertaken to be DDA compliant and tactile paving would be provided at pedestrian crossing point for blind users of the road. Street furniture has been kept to a minimum along the pedestrian footways. Therefore, the development is considered to comply with the Hillingdon Design and Accessibility Statement Accessible Hillingdon and Policy 7.2 of the London Plan (July 2011).

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

Not applicable given the application is for infrastructure works.

#### **7.14 Trees, Landscaping and Ecology**

The location of the proposed access will require the removal of a number of trees from the site. The Trees and Landscaping Officer has reviewed the proposal and none of these trees would be considered as having a high landscape importance. Therefore no objection is raised to their removal or the proposed tree protection measures for the retained trees in close proximity of the access. Therefore, the development is considered to comply with Policy BE38 of the Hillingdon Local Plan.

While the proposal will result in the loss of trees on the site, a well designed landscape scheme will provide for a green and pleasant entrance in this location that is also safe to use.

#### **7.15 Sustainable waste management**

It is considered that the kerb radii would be acceptable to allow refuse vehicles to enter and exit the residential side streets. Therefore, no objection is raised in this regard.

#### **7.16 Renewable energy / Sustainability**

Not applicable given the application is for infrastructure works.

#### **7.17 Flooding or Drainage Issues**

The scheme has been designed with appropriate levels and gradients to ensure appropriate drainage and surface water run off. While the drainage will run into the existing system compensatory measures will counteract this run off elsewhere on the site.

Furthermore, the S106 also requires an Estate Management Plan to be submitted to the Council for its approval prior to the occupation of any dwelling. The Council has approved

the SUDS management plan and is in the process of agreeing the responsibilities of the estate management company. It is considered that the SUDS would provide an acceptable capacity and greenfield run-off rate and would not increase flood risk in the surrounding area. Therefore, the application is considered to comply with Policy OE7 of the Hillingdon Local Plan and Policy 5.12 of the London Plan (July 2011).

**7.18 Noise or Air Quality Issues**

Not applicable given the application is for infrastructure works.

**7.19 Comments on Public Consultations**

No public comments have been received.

**7.20 Planning Obligations**

Planning obligations were secured as part of the Outline Planning approval. Therefore, there is no requirement for any obligations as part of this Reserved Matters application.

**7.21 Expediency of enforcement action**

No Enforcement action is required in this instance.

**7.22 Other Issues**

No other issues are considered relevant to the application.

**8. Observations of the Borough Solicitor**

None.

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

None.

**10. CONCLUSION**

This application is for the approval of 'Reserved Matters' as they relate to infrastructure provision, namely the development of the central vehicular access point into the former RAF site. The works are required to enable the development of a major mixed use development on the site, approved in January 2012, ref. 585/APP/2009/2752, to commence.

The location of the vehicular access point and the volume of traffic it is to cater for was previously agreed as part of the outline consent.

This application presents the detailed designs for the new junction and associated landscaping works which have been worked up in close consultation with officers and which are now considered acceptable.

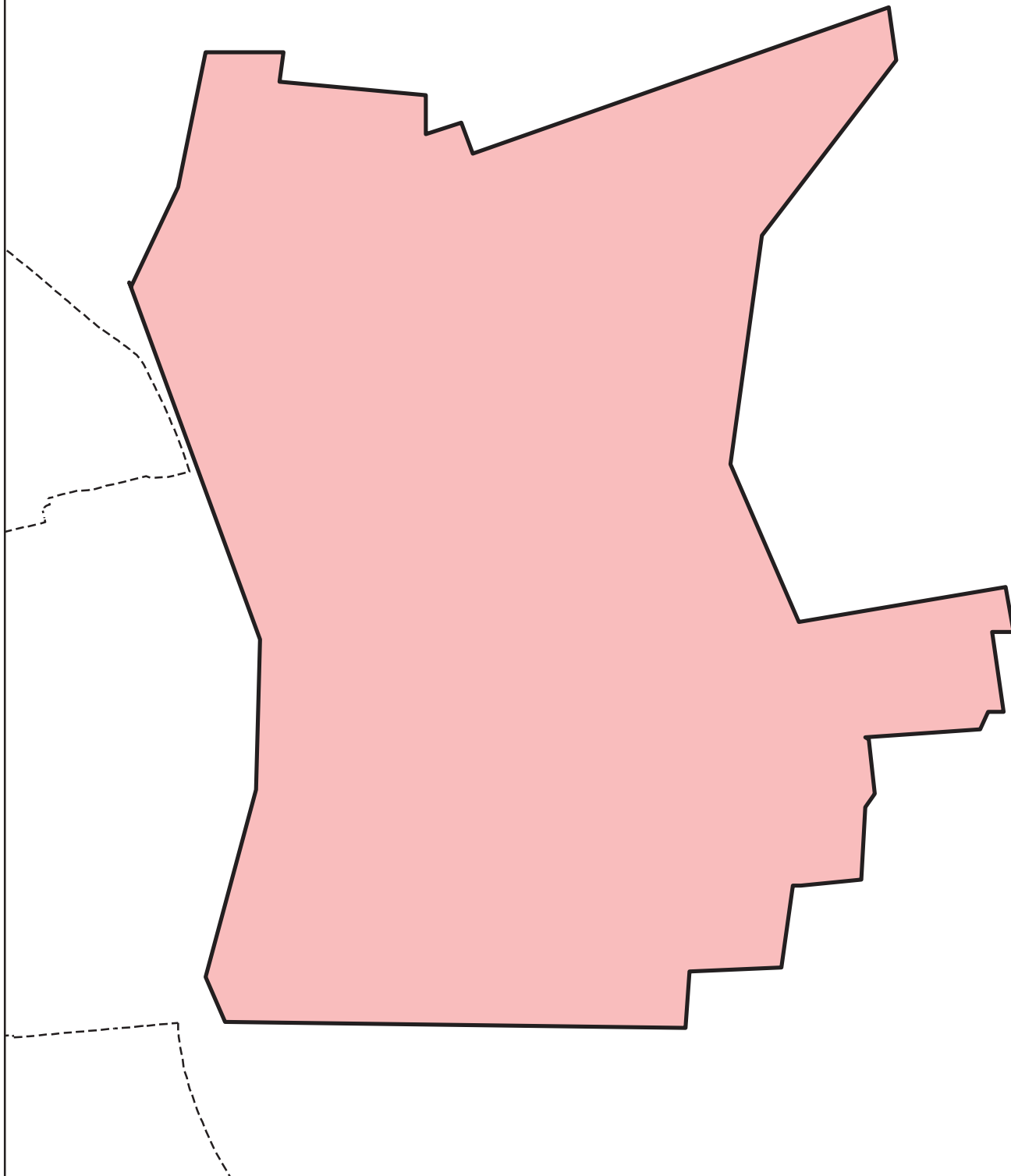
It is therefore recommended that planning consent be granted.

**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

**Contact Officer:** Adam Flynn

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**Notes**

 Site boundary

For identification purposes only.

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Site Address

**Former RAF Uxbridge  
Hillingdon Road  
Uxbridge**

**LONDON BOROUGH  
OF HILLINGDON  
Residents Services**

Civic Centre, Uxbridge, Middx. UB8 1UW  
Telephone No.: Uxbridge 250111

Planning Application Ref:

**585/APP/2013/1963**

Scale

**1:4,000**

Planning Committee

**Major Applications**

Date

**October  
2013**



**HILLINGDON**  
LONDON