

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

**Address** ST ANDREWS PARK HILLINGDON ROAD UXBRIDGE

**Development:** Reserved Matters Application for the erection of 1 x 5 storey office building and 1 x 4 storey office building with associated plant, parking and landscaping

**LBH Ref Nos:** 585/APP/2015/1297

**Drawing Nos:** BDP\_TP\_20\_A3\_203  
BDP\_TP\_OS\_21\_AD\_103 Rev D  
BDP\_TP\_OS\_21\_AD\_104 Rev D  
DP\_TP\_OS\_21\_AD\_202 Rev B  
DP\_TP\_OS\_21\_AD\_201 Rev D  
BDP\_TP\_20\_A3\_201  
BDP\_TP\_20\_A3\_202  
BDP\_TP\_20\_A3\_204  
BDP\_TP\_OS\_(00)\_AP\_001 Rev C  
BDP\_TP\_OS\_(00)\_AP\_002 Rev C  
BDP\_TP\_OS\_(00)\_AP\_003 Rev C  
BDP\_TP\_OS\_(00)\_AP\_004 Rev F  
BDP\_TP\_OS\_(20)\_AP\_003 Rev C  
BDP\_TP\_OS\_(20)\_AP\_004 Rev C  
BDP\_TP\_OS\_(20)\_AP\_005 Rev C  
BDP\_TP\_OS\_(20)\_AP\_006 Rev C  
2152-STM-LA-04 Rev P4  
2152-STM-PP-01 Rev P3  
2014-295 101 P4  
DRHSS - Infra 100 Rev A  
Offices Rev E  
2152-STM-LA-01 Rev P4  
BDP\_TP\_OS\_(20)\_AP\_102 Rev B  
BDP\_TP\_OS\_(20)\_AP\_103 Rev A  
BDP\_TP\_OS\_20\_AS\_101 Rev C  
BDP\_TP\_OS\_20\_AS\_102 Rev C  
Landscape Specification  
Covering Letter  
BDP\_TP\_OS\_20\_AE\_102 Rev D  
BDP\_TP\_OS\_20\_AE\_103 Rev D  
BDP\_TP\_OS\_20\_AE\_104 Rev D  
BDP\_TP\_OS\_21\_AD\_101 Rev D  
BDP\_TP\_OS\_21\_AD\_102 Rev D  
BDP\_TP\_OS\_20\_AE\_101 Rev E  
BDP\_TP\_OS\_(20)\_AP\_007 Rev C  
BDP\_TP\_OS\_(20)\_AP\_008 Rev C  
BDP\_TP\_OS\_(20)\_AP\_100 Rev C  
BDP\_TP\_OS\_(20)\_AP\_101 Rev E  
STM/UXB/RMC/3 Rev E  
BDP\_TP\_OS\_21\_AD\_301  
BDP\_TP\_OS\_(20)\_AP\_002 rev H  
BDP\_TP\_OS\_(20)\_AP\_001 rev G  
DAS - STM/UXB/RCM/4 Rev E

<b>Date Plans Received:</b>	09/04/2015	<b>Date(s) of Amendment(s):</b>	01/09/2015
<b>Date Application Valid:</b>	19/05/2015		12/05/2016
			25/04/2016
			07/06/2016
			09/04/2015
			21/03/2016

## 1. SUMMARY

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for two office blocks in close proximity to Uxbridge Town Centre.

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 triangular plot of land, located in the northern area of the Town Centre Extension Phase of the St Andrews Park Site.

The application proposes the erection of 1 no. 5 storey office building and 1 no. 4 storey office building plus plant, landscaping and basement parking. The parking proposed will be implemented in accordance with the details contained within the approved Car Park Management Plan V5 (September 2012), as approved under planning application reference 585/APP/2012/1662.

The proposed development has been designed in accordance with the parameter plans that were approved under the outline consent and under application reference 585/APP/2015/848 (Section 73 application to vary the approved layout of the Town Centre Extension). The design and appearance of the office blocks are considered to have a positive impact on the visual amenities of the surrounding area.

The overall development will provide an appropriate amount of office floor space in accordance with the outline consent, therefore, the application is recommended for approval.

## 2. RECOMMENDATION

**That delegated powers be given to the Head of Planning and Enforcement to grant planning permission with the following conditions imposed subject to changes negotiated by the Head of Planning and Enforcement prior to issuing the decision:**

### 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:

BDP\_TP\_OS\_(00)\_AP\_001 Rev C  
BDP\_TP\_OS\_(00)\_AP\_002 Rev C  
BDP\_TP\_OS\_(00)\_AP\_003 Rev C  
BDP\_TP\_OS\_(00)\_AP\_004 Rev F  
BDP\_TP\_OS\_(20)\_AP\_001 Rev G  
BDP\_TP\_OS\_(20)\_AP\_002 Rev H  
BDP\_TP\_OS\_(20)\_AP\_003 Rev C  
BDP\_TP\_OS\_(20)\_AP\_004 Rev C  
BDP\_TP\_OS\_(20)\_AP\_005 Rev C  
BDP\_TP\_OS\_(20)\_AP\_006 Rev C  
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BDP\_TP\_OS\_(20)\_AP\_100 Rev C  
BDP\_TP\_OS\_(20)\_AP\_101 Rev E  
BDP\_TP\_OS\_(20)\_AP\_102 Rev B  
BDP\_TP\_OS\_(20)\_AP\_103 Rev A  
BDP\_TP\_OS\_20\_AS\_101 Rev C  
BDP\_TP\_OS\_20\_AS\_102 Rev C  
BDP\_TP\_OS\_20\_AE\_101 Rev E  
BDP\_TP\_OS\_20\_AE\_102 Rev D  
BDP\_TP\_OS\_20\_AE\_103 Rev D  
BDP\_TP\_OS\_20\_AE\_104 Rev D  
BDP\_TP\_OS\_21\_AD\_101 Rev D  
BDP\_TP\_OS\_21\_AD\_102 Rev D  
BDP\_TP\_OS\_21\_AD\_103 Rev D  
BDP\_TP\_OS\_21\_AD\_104 Rev D  
DP\_TP\_OS\_21\_AD\_202 Rev B  
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2152-STM-LA-01 Rev P4  
2152-STM-LA-04 Rev P4  
2152-STM-PP-01 Rev P3  
2014-295 101 P4  
2014-295 100 P4  
DRHSS - Infra 100 Rev A  
Offices Rev E  
BDP\_TP\_OS\_20\_AS\_103  
BDP\_TP\_OS\_21\_AD\_301; 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 (November 2012) and the London Plan (2015).

#### **2 COM5 General compliance with supporting documentation**

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

- Planning Statement (STM/UXB/RMC/2 Rev 1)
- Design and Access Statement (STM/UXB/RCM/4 Rev C)
- Transport Statement (STM/UXB/RMC/3 Rev 5)
- Landscape Specification (STM/UXB/RMC/5)
- Landscape Management Specification (STM/UXB/RMC/6)
- Materials Schedule (STM/UXB/RMC/7)

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

**REASON**

To ensure that the development complies with the objectives of Policies of the Hillingdon Local Plan (November 2012) and the London Plan (2015).

**3 NONSC Non Standard Condition**

No development shall take place until details of the management of the shared parking in the basement car-park are submitted to and agreed in writing by the Local Planning Authority. The submitted details shall include:

- (i) Hours of operation of the basement car-park
- (ii) Details of any control barriers
- (iii) Details of how lifts will be kept operational
- (iv) Details of any charging regimes
- (v) Details of any designated parking areas
- (vi) Details of accessible parking spaces

The basement parking shall be maintained in accordance with the agreed strategy for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

**REASON**

Car Park Management Plan V5 (September 2012) approved under reference 585/APP/2012/1662 requires shared usage of town centre-expansion parking, this is essential to ensure both the suitable management of parking within the town centre expansion area and the vitality and viability of other uses within the town centre expansion area, in accordance with policies Pt.1.10, AM14, AM15, AM16 of the Hillingdon Local Plan Saved Policies (November 2012) and Policy E5 Hillingdon Local Plan Part 1 (November 2012).

**4 NONSC Non Standard Condition**

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the construction, materials and appearance of the planting pits (or containers), the associated seating within the external areas, details of hard surfacing with details of demarcation of pedestrian only areas and shared surface areas.

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

**REASON**

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE38, AM8 and BE38 of the Hillingdon Local Plan (November 2012).

**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 (2015) and national guidance.

BE13	New development must harmonise with the existing street scene.
BE14	Development of sites in isolation
BE18	Design considerations - pedestrian security and safety
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE26	Town centres - design, layout and landscaping of new buildings
BE36	Proposals for high buildings/structures in identified sensitive areas
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
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
R16	Accessibility for elderly people, people with disabilities, women and children
LE6	Major officer and other business proposals in town centres
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
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM16	Availability for public use of parking spaces in commercial developments in town centres and other areas
AM17	Provision of short stay off-street parking space for town centres
LPP 2.15	(2015) Town Centres
LPP 4.2	(2015) Offices
LPP 4.3	(2015) Mixed use development and offices
LPP 5.13	(2015) Sustainable drainage
LPP 5.5	(2015) Decentralised energy networks

LPP 5.6	(2015) Decentralised Energy in Development Proposals
LPP 7.16	(2015) Green Belt
LPP 7.2	(2015) An inclusive environment
LPP 7.3	(2015) Designing out crime
LPP 7.4	(2015) Local character
LPP 7.5	(2015) Public realm
LPP 7.6	(2015) Architecture
LPP 7.7	(2015) Location and design of tall and large buildings
LPP 8.2	(2015) Planning obligations
NPPF2	NPPF - Ensuring the vitality of town centres
NPPF7	NPPF - Requiring good design

### 3

1. Induction loops should be specified to comply with BS 7594 and BS EN 60118-4 and a long term contract planned for their maintenance.
2. Care must be taken to ensure that overspill and/or other interference from induction loops in different/adjacent areas does not occur.
3. Flashing beacons/strobe lights linked to the fire alarm should be carefully selected to ensure they remain within the technical thresholds not to adversely affect people with epilepsy.

### 4

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 the 'Saved' UDP 2007, Local Plan Part 1, 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.

### 5

With respect to condition 03 for charging regimes the Council seeks confirmation that any tariffs imposed will be continually bench-marked against existing local parking charges. With respect to operation of lifts the Council seeks confirmation that contractual arrangements will be in place to ensure broken lifts are quickly repaired and brought back into operation.

## 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 triangular plot of land, located in the northern area of the Town Centre Extension Phase of the St Andrews Park Site. To the south of the application site are the remaining elements of the Town Centre Extension (hotel, theatre, retail, cinema and residential uses). To the east of the application site is part of Phase 5 of St Andrews Park, which will consist of sheltered housing, residential properties or a mixture of these uses. Further to the east is the northern part of the district park which is

located within the green belt. To the north are existing residential properties and to the west is Park Road.

The site is situated within a Developed Area as identified in the policies of the Hillingdon Local Plan (November 2012).

### **3.2 Proposed Scheme**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for a development to provide a projected total area of 13,850m<sup>2</sup> of B1 (a) office use.

The accommodation proposed is 1 no. 5 storey office building, 56m in length and 35m wide, that will provide 8,550m<sup>2</sup> GEA and 1 no. 4 storey office building, 48m in length and 35m wide, providing 5,300m<sup>2</sup>. The proposal includes 140 shared basement parking spaces (in accordance with the details contained within the approved Car Park Management Plan V5 (September 2012), as approved under planning application reference 585/APP/2012/1662), public realm improvements and the creation of a vehicular access point off the Spine Road. A lift and stair Pavilion is also proposed in the western corner of the site that would provide access for non-office users to the basement car park.

The two buildings incorporate horizontal banding, inspired by the 'Metroland' architecture that is present within Uxbridge town centre. White horizontal spandrel panels include a wing shaped pattern, inspired by the RAF history of the site. Two contrasting versions of the glass are used. Office 1 is based on a transparent wing pattern on white glass, and Office 2 has a white enamelled wing pattern on transparent glass.

It is proposed to incorporate a copper mesh within some of the glazing, which is intended to provide a warmth to the buildings and also create a connection with existing and proposed brick buildings, for instance the emerging proposals for residential buildings within the Town Centre Extension. Bronze coloured vertical mullions are proposed on the ground floor to provide privacy to office users.

The entrance areas facing the 'Commercial Square' will incorporate full height glazing with an aluminium brise-soleil fixed in front. This will act as an entrance marker and will prevent south-facing solar gain. Back painted coloured glazing, using RAF-inspired colours, will act as a feature to the entrance areas. It is proposed to incorporate horizontal louvered cladding on the northern escape stair cores. A horizontal louvered enclosure will screen the external plant at roof level.

The plan of the two buildings is designed to respond to the triangular nature of the site. The layout is arranged to ensure entrances to both buildings are visible from the vehicular access off the Spine Road and the pedestrian access from the west. A single centralised ramp positioned between the buildings provides access to the basement car park entrance.

The entrances to both buildings face onto a commercial square and are expressed through a different cladding material to the overall buildings. Use of shared surfaces will help create a public realm that responds to both the vehicular and pedestrian access to the buildings.

At the northern end of the site a private landscaped area will provide a small area of additional amenity space for office staff. A new electrical sub-station has been positioned to the western side of the site.

The 140 car parking spaces are proposed at basement level that will be provided and implemented in accordance with the details contained within the approved Car Park Management Plan V5 (September 2012), as approved under planning application reference 585/APP/2012/1662. These spaces will therefore be shared with other non-residential uses in the Town Centre Extension and will not be dedicated for the sole use of the office buildings.

In accordance with the requirements of the outline planning permission, the development will achieve a BREEAM 'Excellent' rating, and will include security measures to achieve the 'Secured by Design' accreditation.

The office development will provide approximately 10,965sqm of net internal floor area. Based on the net internal area, the applicants have advised that approximately 914 jobs (full-time equivalent) could be generated.

### **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 600sqm 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 various Reserved Matters Applications relating to early Phases of the development have been submitted and approved along with numerous discharge of conditions applications. An application for a non-material amendment to vary the Phasing Plan was approved in January 2015 (ref. 585/APP/2014/4023). This enabled the Town Centre Extension to be brought forward as and when the improving market allowed.

A further non-material amendment was submitted and approved in July 2015 (ref. 585/APP/2015/1609) that allowed for an increase in height of 19m to 21m for the residential blocks within the Town Centre Extension Phase.

A Section 73 application (reference 585/APP/2015/848) was submitted to alter the layout of the proposed Town Centre Extension. This application was approved on 26th August 2015.

#### **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 (March 2015)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Guidance - Air Quality  
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

Part 2 Policies:

BE13 New development must harmonise with the existing street scene.  
BE14 Development of sites in isolation  
BE18 Design considerations - pedestrian security and safety  
BE20 Daylight and sunlight considerations.  
BE21 Siting, bulk and proximity of new buildings/extensions.  
BE24 Requires new development to ensure adequate levels of privacy to neighbours.  
BE26 Town centres - design, layout and landscaping of new buildings  
BE36 Proposals for high buildings/structures in identified sensitive areas  
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  
OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures  
R16 Accessibility for elderly people, people with disabilities, women and children

LE6	Major officer and other business proposals in town centres
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
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
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NPPF2	NPPF - Ensuring the vitality of town centres
NPPF7	NPPF - Requiring good design

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

**5.1** Advertisement Expiry Date:- **23rd June 2015**

**5.2** Site Notice Expiry Date:- Not applicable

## **6. Consultations**

### **External Consultees**

Consultation letters were sent to circa 55 local owner/occupiers and the North Uxbridge Residents'

Association. Site notices were also posted. 2 letters of objection have been received which can be summarised as:

1. Office construction is completely out of keeping with the rest of the development. It is seen by many as a residential development. Offices and the associated work force would upset the balance and harmony of the whole project.
2. Concerned about the connection to the High Street. It is vital for the safety of pedestrians and cyclists that there is a safe underpass or similar. The pedestrian underpass is falling into disrepair and there are suggestions that the underpass will be filled in. I would be strongly against this as street level traffic lights would cause added congestion and cause danger to pedestrians and cyclists.

#### NATS

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria.

Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal.

#### HEATHROW AIRPORT LIMITED

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the condition detailed below:

##### Submission of a Bird Hazard Management Plan

Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of:

- Management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'. The Bird Hazard Management Plan shall be implemented as approved and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the flat roof in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Heathrow Airport.

##### Officers Comments:

Condition 66 of the original outline consent and Condition 67 of the S73 amended consent for the Town Centre Extension includes the requirement for a Bird Hazard Management Plan to be submitted for each phase of the development. There is therefore no requirement to add an additional condition to this effect.

#### METROPOLITAN POLICE

This development has already secured the requisite Secured by Design advice as in part 5.11 of the Design and Access Statement.

#### **Internal Consultees**

##### ACCESS OFFICER

Having reviewed the plans and the supporting Design & Access Statement, the details in respect of the planning permission to construct a five storey and four storey office block are deemed to be acceptable from an accessibility standpoint.

Recommended Informatives

1. Induction loops should be specified to comply with BS 7594 and BS EN 60118-4 and a long term contract planned for their maintenance.
2. Care must be taken to ensure that overspill and/or other interference from induction loops in different/adjacent areas does not occur.
3. Flashing beacons/strobe lights linked to the fire alarm should be carefully selected to ensure they remain within the technical thresholds not to adversely affect people with epilepsy.

Conclusion: acceptable

#### ENVIRONMENTAL PROTECTION UNIT

With reference to this planning application I have no adverse comments.

#### CONSERVATION AND URBAN DESIGN

The proposals for the two new offices blocks are in line with the pre-application discussions with officers. There are, therefore, no objections to the scheme as submitted in design terms.

#### SUSTAINABILITY OFFICER

I have had a detailed look at the application now and confirm that it conforms to the original energy strategy.

I have no further comments.

#### HIGHWAYS

The quantum of the development remains the same as approved under the original outline consent. Therefore there are no overall variations to the trips generated affecting the highway network. An analysis of the office access junction with St Andrews Road indicates that no approaches to this junction will operate near or above RFC (ratio of flow to capacity) of 0.85, which is the threshold over which an arm/lane is deemed to be under stress.

The underground car park provides 140 shared car parking spaces, 236 cycle spaces and 9 motor bike spaces. Swept paths for the car park layout have been provided and are acceptable. A Condition is required to provide details of the car park ramp gradient and headroom to be submitted and approved prior to the commencement of the development.

Swept paths have also been provided for an 18 tonne rigid vehicle from St Andrews Road to the office access and servicing area and a large refuse vehicle navigating the office loop.

In order to address concerns relating to pedestrian safety for the use of a shared surface between pedestrians, and vehicles accessing the car park particularly during peak hours plans need to show appropriate demarcation for pedestrian only areas or alternatively a Condition requiring details submitted for approval prior to commencement of the development.

Case Officer's comments: The concern regarding the provision of ramp/headroom details raised by the Council's Highways Officer was passed on to the developer who responded with ramp details for consideration. The Council's Highways Officer has reviewed these details (reference Car Park Ramp BDP\_TP\_OS\_20\_AS\_103) and states they are satisfactory. A condition requesting these details is therefore not required.

A revised plan has been provided which indicates those parts of the shared surface that will be for pedestrians only (plan reference 2152-STM-LA-04 P4). However a condition is recommended to be attached to any consent that requires further details to clarify the materials proposed.

#### FLOOD AND WATER MANAGEMENT OFFICER

The proposal to control surface water on the officer site to a limit of 12.27 l/s/ha is acceptable.

## LANDSCAPE ARCHITECT

The 'Proposed site plan with levels' is indicated on BDP drawing No. 004 Rev D. The proposal is for two office buildings, with basement car parks, four/five floors above ground and plant on the roof, including an array of photovoltaic cells, as indicated on drawing No. 100 Rev C.

The evolution of the scheme is described in the Design & Access Statement, with the landscape concept explained in chapter 7. At 7.2 there is a landscape masterplan, with four distinct zones including the commercial square, the public square, a utility area and the northern boundary. The D&AS provides illustrative material for the site boundaries, surface finishes, a planting palette and indicative street furniture and lighting.

Drawing No. 100 Rev C illustrates that the new offices have a staggered set back from Park Road with the residual spaces used for soft landscape enhancement, including the planting of 20No. specimen trees along the west boundary which will contribute to the setting of the building and be appreciated from the road. In the south-east corner, to the front of unit 2, a small shared use plaza (cars and pedestrians) will be created with a further 7No. specimen trees.

The landscape submission is supported by document ref. STM/UXB/RMC/5 a 'Landscape specification', which is based on the NBS system (industry standard) and document ref. STM/UCXB/RMC/6, a 'Landscape management specification', by Allen Pyke Associates.

### Recommendations:

- This application has been subject to pre-application discussions and the site use complies with the use zoning approved masterplan for the former RAF Uxbridge site.
- No objection, subject to final landscape details which should be secured through condition

Case Officer's comments: The issues raised by the Council's Landscape Architect were passed on to the developer who responded with further details for consideration.

## LANDSCAPE ARCHITECT (second comments)

The LPA need to condition the raised planters/seats in the plaza area in front of the office. The trees will be planted above a car park and we have no idea how the multi-stemmed trees will be supported. Suggested wording:

The scheme shall include details of the construction, materials and appearance of the planting pits (or containers) and the associated seating.

Case Officer's comments: An appropriately worded condition requiring the above details for approval has been attached and is recommended to be included within any planning consent.

## **7. MAIN PLANNING ISSUES**

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

The principle of the proposal, including the proposed office use and scale of development was considered and approved as part of the original outline consent (reference 585/APP/2009/2752, dated 18th January 2012). The amended layout of the Town Centre Extension was considered and approved under application reference 585/APP/2015/848 on 26th August 2015.

The principle of the development is therefore deemed acceptable.

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

The Reserved Matters Application relates to the construction of two office blocks with no

residential properties proposed. Considerations in relation to residential density are not therefore relevant to the application.

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

A condition was attached to the outline consent (reference 585/APP/2009/2752, dated 18th January 2012) requesting an appropriate archaeological survey to be undertaken. A Written Scheme of Investigation for the Archaeological Evaluation was submitted and reviewed by the Conservation and Urban Design Officer and English Heritage who were satisfied the proposal would meet the required programme of archaeological work. The condition was therefore discharged under application reference 585/APP/2012/2163 (dated 25/09/15).

#### **7.04 Airport safeguarding**

The proposed use, building heights and scale of development were considered and approved under the original outline application and the Section 73 application to alter the layout of the Town Centre Extension phase of the wider St Andrews Park development site. NATS and Heathrow Airport Ltd were consulted as part of both previous applications and raised no objections to the proposals. They have also been consulted on the current proposals and again have raised no objections other than a request from HAL to include a condition requiring a Bird Hazard Management Plan to be submitted. The original outline consent and the S73 consent both include a condition requiring a Bird Hazard Management Plan to be submitted and therefore an additional condition to the same effect is not required.

The proposed development is therefore deemed acceptable from an airport safeguarding perspective.

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

The proposed uses, building heights and scale of development were considered and approved under the original outline application and the Section 73 application to alter the layout of the Town Centre Extension phase of the wider St Andrews Park development site. The proposed development is within the parameters approved under these consents and will be separated from the green belt by the northern section of Phase 5 of the development and a residential section of the Town Centre Extension Phase.

The development is considered to be sufficiently distanced from the Green Belt to ensure no significant harm would occur to its setting and four and five storey buildings were approved in this location as part of the Section 73 consent for the development. Therefore, the application is considered to comply with Policy OL5 of the Hillingdon Local Plan.

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

The Council's Conservation and Design Officer has been involved throughout the pre-application process and raises no objections to the design of the proposals. Four and five storey buildings were approved in this location as part of the section 73 consent for the development and the buildings have been designed to reflect the site and include features which refer to the RAF heritage of the locality.

The design of the proposals are therefore considered to be acceptable.

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

The principle of four and five storey buildings has already been approved in this location as part of the section 73 consent for the development. The nearest existing residential properties are on the opposite side of Park Road to the west and beyond Phase 5 to the north, with the closest property being on Jackson Road to the north east approximately 35m from the proposed new buildings. Given the distance of separation and the existing principle of the proposals being consented the impact on neighbouring occupiers is

deemed acceptable.

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

The Reserved Matters Application relates to the construction of two office blocks with no residential properties proposed. Considerations in relation to residential amenity for future occupiers are not therefore relevant to the application.

The proposed development is considered to create an acceptable environment for future occupiers of the office blocks.

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

The quantum of the development remains the same as approved under the original outline consent. Therefore there are no overall variations to the trips generated affecting the highway network. The underground car park provides 140 car parking spaces, 236 cycle spaces and 9 motor bike spaces. Swept paths for the shared car park layout have been provided and are acceptable.

The approved Car Park Management Plan for the wider St Andrew's Park site (as required by Condition 43 of the original consent (reference 585/APP/2009/2752) and approved under application reference 585/APP/2012/1662) states that non-residential car parking within the Town Centre Extension Phase, which includes land relevant to this planning application, shall be shared for non-residential uses. The proposed parking forming part of this application would therefore be shared with future non-residential uses within the Town Centre Extension and would not be dedicated for sole office use. Any proposal to dedicate the parking for the office buildings would be contrary to the approved Car Park Management Plan. Plan reference BDP\_TP\_OS\_21\_AD\_301 includes details of the Public Lift Pavilion and Plan references BDP\_TP\_OS\_(20)\_AP\_001 rev G and BDP\_TP\_OS\_(20)\_AP\_002 rev H indicate the location of this lift and how it will provide access for the non-office users to the basement car park. As the current reserved matters application provides a detailed layout (layout is one of the reserved matters under consideration), there is a need to further condition the detailed layout to ensure operational matters such as lift maintenance are appropriately managed with regards to the operation of the basement car park.

The Council's Highways Officer has reviewed the proposals and subject to a requirement for further details of the shared surface, to be secured by condition, has raised no objection to the proposals.

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

The proposals have been designed to conform to Secured by Design principles. The Metropolitan police have reviewed the details submitted and raise no objections to the development.

#### **7.12 Disabled access**

The Council's Access Officer has reviewed the details submitted with the Reserved Matters Application and raises no objections to the proposals.

It is considered the development is therefore in accordance with Policy AM13 of the Hillingdon Local Plan, Policy 3.8 of the London Plan and Hillingdon Design and Accessibility Statement Accessible Hillingdon.

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

The Reserved Matters Application relates to the construction of two office blocks with no residential properties proposed. Considerations in relation to affordable housing provision are not therefore relevant to the application.

#### **7.14 Trees, landscaping and Ecology**

The two office buildings frame the 'Commercial Square', which provides pedestrian and vehicular access to the buildings from the Spine Road. The square includes trees in raised planters with benches.

To the north of the office buildings, a communal garden serving the offices is proposed. This will comprise areas of hard and soft landscaping and is intended to provide a soft buffer to the development edge.

The western boundary along Park Road is defined by a vertical railing 1m high with a clipped 1m high hedge behind. This treatment continues around the top of the site adjacent to Chippendale Way roundabout and then southwards down the Spine Road. The southern site boundary is open as it provides a direct link to the public square. The proposed substation will be screened by tree, hedge and shrub planting.

The Council's Landscape Architect has been involved throughout the pre-application discussions for the development and raises no objections to the proposals.

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

The proposed development includes space allocated to the storage of waste on the ground floor of both office buildings. The Council's Waste Strategy Officer was consulted on the proposals and raised no objections.

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

In accordance with the requirements of the outline planning permission, the development will achieve a BREEAM 'Excellent' rating. The developer has also confirmed that the proposal will accord with the Energy Strategy approved with the Outline consent.

The Council's Sustainability Officer has reviewed the proposals and raised no objections to the development.

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

The Council's Flood and Water Management Officer has reviewed the details submitted with the application and raised no objections. The proposal to control surface water on the officer site to a limit of 12.27 l/s/ha is deemed acceptable.

A Condition was attached to both the outline consent and the s73 application to amend the layout of the Town Centre Extension that required details of the Drainage Strategy to be approved by the Council. Therefore should any drainage concerns arise they can be dealt with by the existing conditions.

#### **7.18 Noise or Air Quality Issues**

##### **NOISE**

The noise assessment provided as part of the outline consent raised no issues with regard to noise and EPU have raised no objections to the proposals.

##### **AIR QUALITY**

The air quality report provided as part of the outline consent raised no issues with regard to Air Quality and EPU have raised no objections to the proposals.

#### **7.19 Comments on Public Consultations**

2 letters of objection have been received which can be summarised as:



1. Office construction is completely out of keeping with the rest of the development. It is seen by many as a residential development. Offices and the associated work force would upset the balance and harmony of the whole project.
2. Concerned about the connection to the High Street. It is vital for the safety of pedestrians and cyclists that there is a safe underpass or similar. The pedestrian underpass is falling into disrepair and there are suggestions that the underpass will be filled in. I would be strongly against this as street level traffic light would cause added congestion and cause danger to pedestrians and cyclists.

Officer's comments:

1. The principle of the proposed office use was considered and approved as part of the original outline consent (reference 585/APP/2009/2752, dated 18th January 2012) and the s73 application to amended layout of the Town Centre Extension, approved under application reference 585/APP/2015/848. The principle of the proposed office use has already therefore been determined as acceptable.
2. The original outline consent included a section 106 agreement that required the developer to contribute towards improving the existing underpass. Discussions are ongoing to review the best option to improve the pedestrian connection between the wider St Andrew's Park site and the existing town centre. Any works or discussions on this matter fall outside of the red line boundary of the current Reserved Matters Application and instead relate to the site wide consent.

#### **7.20 Planning obligations**

The planning obligations for the development of the site were secured as part of the Outline Planning Permission and the following s73 application.

#### **7.21 Expediency of enforcement action**

Not applicable to this application

#### **7.22 Other Issues**

None

### **8. Observations of the Borough Solicitor**

General

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

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

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

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be

permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

#### Planning Obligations

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

#### Equalities and Human Rights

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

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

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

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

None

### **10. CONCLUSION**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for two office blocks in close proximity to Uxbridge Town Centre.

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 triangular plot of land, located in the northern area of the Town Centre Extension Phase of the St Andrews Park Site.

The application proposes the erection of 1 no. 5 storey office building and 1 no. 4 storey office building plus plant, landscaping and basement parking. The parking proposed will be implemented in accordance with the details contained within the approved Car Park Management Plan V5 (September 2012), as approved under planning application reference 585/APP/2012/1662. The proposed car parking will therefore be shared with other non-

residential uses in the Town Centre Extension Phase.

The proposed development has been designed in accordance with the parameter plans that were approved under the outline consent and under application reference 585/APP/2015/848 (Section 73 application to vary the approved layout of the Town Centre Extension). The design and appearance of the office blocks are considered to have a positive impact on the visual amenities of the surrounding area and the urban form of the development has improved since the outline stage.

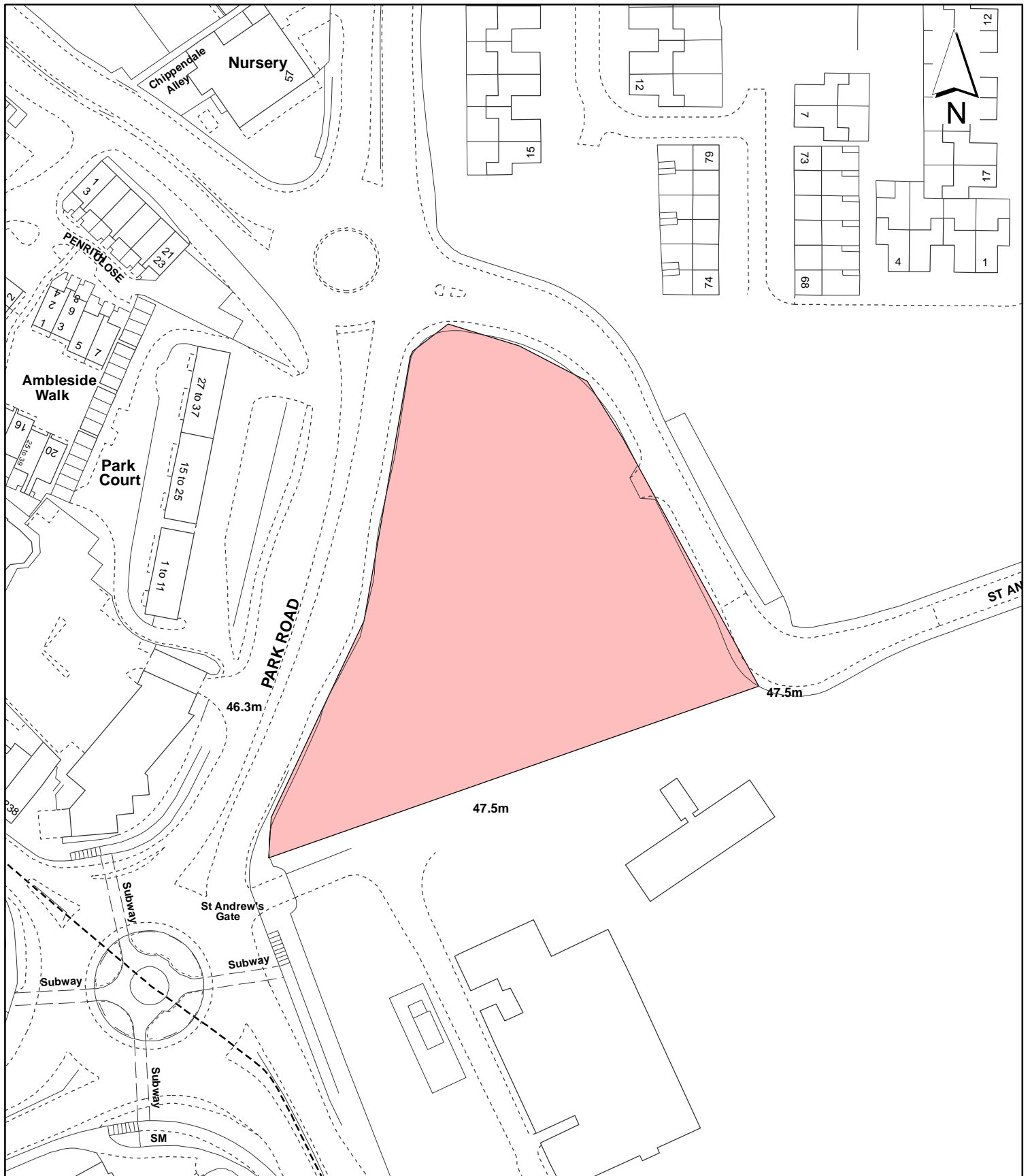
The overall development will provide an appropriate amount of office floor space in accordance with the outline consent, therefore, the application is recommended for approval.

## **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (March 2015)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Guidance - Air Quality  
Hillingdon Supplementary Planning Guidance - Community Safety by Design  
Hillingdon Supplementary Planning Guidance - Land Contamination

**Contact Officer:** Ed Laughton

**Telephone No:** 01895 250230



**Notes:**

 Site boundary

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Site Address:

**RMA Offices  
 St Andrews Park**

Planning Application Ref:  
**585/APP/2015/1297**

Planning Committee:  
**Major**

Scale:  
**1:1,250**

Date:  
**June 2016**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111

