

## Report of the Head of Planning, Transportation and Regeneration

**Address** ST ANDREW'S PARK HILLINGDON ROAD UXBRIDGE

**Development:** Reserved matters (layout, scale, appearance and landscaping) for the erection of 294 dwellings and up to 469 sq.m of retail floorspace (use classes F.2, E and Public House/Takeaway (Sui Generis), formerly A1-5) developmen together with associated parking and landscaping within the Town Centre Extension (West) Phase of planning permission ref. 585/APP/2015/848 dated 21-12-2015.

**LBH Ref Nos:** 585/APP/2016/4504

**Drawing Nos:** 400101-BDP-16-B1-DR-A-0001\_C  
400101-BDP-16-B1-DR-A-0002\_C  
400101-BDP-16-B1-DR-A-0003\_B  
400101-BDP-16-B1-DR-A-0004\_B  
400101-BDP-16-B1-DR-A-0005\_B  
400101-BDP-16-B1-DR-A-0006\_C  
400101-BDP-16-B1-DR-A-0007\_C  
400101-BDP-16-B1-DR-A-0008\_C  
400101-BDP-16-B1-DR-A-0009\_C  
400101-BDP-16-ELE-DR-A-0401\_B  
400101-BDP-16-ELE-DR-A-0402\_B  
400101-BDP-16-ELE-DR-A-0403\_B  
400101-BDP-16-ELE-DR-A-0404\_B  
400101-BDP-16-ELE-DR-A-0405\_B  
400101-BDP-16-ELE-DR-A-0406\_B  
400101-BDP-16-ELE-DR-A-0407\_B  
400101-BDP-16-DET-DR-A-0801\_B  
400101-BDP-16-SCH-DR-A-0901\_A  
400101-BDP-16-XX-DR-A-0608\_A  
400101-BDP-16-XX-DR-A-0609\_B  
5105977-ATK-UBX-TCW-DR-5001\_P2\_Block 1 Proposed Ca  
5105977-ATK-UBX-TCW-DR-5002\_P2\_Block 3 and Town H  
5105977-ATK-UBX-TCW-DR-5003\_P2\_Town House (South)  
Landscape Management Specification 2683-MP-01  
Planting Plan 2683-PP-01-P1  
Planting Plan 2683-PP-02-P1  
Planting Plan 2683-PP-03-P1  
Planting Plan 2683-PP-04-P1  
Private Courtyards GA 2683-LA-03  
Public Realm GA 2683-LA-04  
Public Realm GA 2683-LA-05  
Public Realm GA 2683-LA-06  
Soft Landscape Specification 2683-SP-01  
STMQ3006 - TCW\_Planning Statement FINAL  
400101-BDP-16-00-DR-A-0011\_B  
400101-BDP-16-00-DR-A-0012\_B  
400101-BDP-16-B1-DR-A-0101\_A  
400101-BDP-16-02-DR-A-0104\_A  
400101-BDP-16-01-DR-A-0103\_B

400101-BDP-16-03-DR-A-0105\_B  
400101-BDP-16-00-DR-A-0102\_A  
400101-BDP-16-05-DR-A-0106\_A  
400101-BDP-16-RF-DR-A-0107\_A  
400101-BDP-16-RF-DR-A-0110\_A  
400101-BDP-16-01-DR-A-0109\_A  
400101-BDP-16-00-DR-A-0108\_A  
400101-BDP-16-B1-DR-A-0111\_A  
400101-BDP-16-00-DR-A-0013\_C  
400101-BDP-16-ELE-DR-A-0410\_B  
400101-BDP-16-ELE-DR-A-0411\_B  
400101-BDP-16-ELE-DR-A-0412\_B  
400101-BDP-16-ELE-DR-A-0413\_B  
400101-BDP-16-ELE-DR-A-0414\_B  
400101-BDP-16-ELE-DR-A-0420\_B  
400101-BDP-16-ELE-DR-A-0421\_B  
400101-BDP-16-ELE-DR-A-0422\_B  
400101-BDP-16-ELE-DR-A-0423\_B  
400101-BDP-16-ELE-DR-A-0424\_A  
400101-BDP-16-ELE-DR-A-0441\_B  
400101-BDP-16-ELE-DR-A-0451\_A  
400101-BDP-16-ELE-DR-A-0452\_A  
400101-BDP-16-ELE-DR-A-0453\_A  
400101-BDP-16-ELE-DR-A-0454\_A  
400101-BDP-16-ELE-DR-A-0455\_A  
400101-BDP-16-ELE-DR-A-0430\_B  
400101-BDP-16-ELE-DR-A-0456\_A  
400101-BDP-16-ELE-DR-A-0457  
400101-BDP-16-02-DR-A-0114\_B  
400101-BDP-16-03-DR-A-0115\_A  
400101-BDP-16-01-DR-A-0113\_B  
400101-BDP-16-00-DR-A-0112\_B  
400101-BDP-16-03-DR-A-0116\_A  
400101-BDP-16-RF-DR-A-0117\_A  
400101-BDP-16-00-DR-A-0118\_B  
400101-BDP-16-02-DR-A-0120\_B  
400101-BDP-16-01-DR-A-0119\_B  
400101-BDP-16-XX-DR-A-0701\_B  
400101-BDP-16-XX-DR-A-0705\_B  
400101-BDP-16-XX-DR-A-0702\_B  
0101-BDP-16-XX-DR-A-0706\_A  
400101-BDP-16-XX-DR-A-0707\_A  
400101-BDP-16-XX-DR-A-0703\_B  
400101-BDP-16-XX-DR-A-0704\_B  
400101-BDP-16-XX-DR-A-0708\_A  
400101-BDP-16-00-DR-A-0010\_B  
09 December 2016  
400101-BDP-16-ELE-DR-A-0425\_B

**Date Plans Received:** 19/12/2016

**Date(s) of Amendment(s):** 19/12/2016

**Date Application Valid:** 19/12/2016

29/12/2017

04/01/2018

## 1. **SUMMARY**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for 'The Town Centre Extension' phase of the St Andrew's Park development. There are only limited conditions attached to this reserved matters application, this is because the outline planning permission conditions (ref: 585/APP/2015/848) remain relevant to this reserved matters application and will be submitted for approval following the grant of permission of this reserved matters application.

The application site forms part of St Andrews Park (the former RAF Uxbridge Site) which is currently under construction, for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development. This reserved matters application is submitted pursuant to S73 planning permission reference 585/APP/2015/848 which supersedes the original outline permission reference 585/APP/2009/2752. The Reserved Matters application relates to the south and western parts of 'The Town Centre Extension', an area of land located to the north of site between the 'Residential Triangle' phase and Uxbridge Town Centre.

This application is the final reserved matters application on the St Andrew's Park site as the outline consent has now expired. The application was submitted in December 2016 within the permitted timeframe for reserved matters applications, but could not be recommended for approval due to a potential conflict with the adjacent Theatre Site use (residential amenity, highways). Subject to confirmation that a theatre is no longer being delivered adjacent to this site, the application can be considered by planning committee without raising these objections. The final areas of the St Andrew's Park site would be subject to future planning applications separate to the outline planning consent.

The proposed scheme would provide in total 294 residential units, providing a mix of 1, 2 and 3 bedroom dwellings. Also proposed are two commercial units in Block 1 in the northern area of the site, providing up to 469 sq m of floorspace (use classes F.2, E and Public House/Takeaway (Sui Generis), formerly A1-5). The proposed development consists of four apartment buildings which would provide 267 apartments. To the south of the apartments 27 townhouses are proposed. There would be 175 car parking spaces (including 3 for visitors), the majority of which would be located under podiums within the proposed blocks. In addition 324 cycle spaces are proposed to be located across the site.

The overall development is considered to be of an acceptable scale and design and will

provide a significant number of residential units in accordance with the outline consent, therefore, the application is recommended for approval.

## **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:

400101-BDP-16-00-DR-A-0010 Rev B  
400101-BDP-16-00-DR-A-0013 Rev C  
400101-BDP-16-00-DR-A-0011 Rev B  
400101-BDP-16-XX-DR-A-0609 Rev B  
400101-BDP-16-02-DR-A-0104 Rev A  
400101-BDP-16-03-DR-A-0105 Rev B  
400101-BDP-16-01-DR-A-0109 Rev A  
400101-BDP-16-05-DR-A-0106 Rev A  
400101-BDP-16-RF-DR-A-0107 Rev A  
400101-BDP-16-RF-DR-A-0110 Rev A  
400101-BDP-16-00-DR-A-0108 Rev A  
400101-BDP-16-02-DR-A-0114 Rev B  
400101-BDP-16-03-DR-A-0115 Rev A  
400101-BDP-16-01-DR-A-0113 Rev B  
400101-BDP-16-03-DR-A-0116 Rev A  
400101-BDP-16-RF-DR-A-0117 Rev A  
400101-BDP-16-XX-DR-A-0701 Rev B  
400101-BDP-16-XX-DR-A-0702 Rev B  
400101-BDP-16-XX-DR-A-0703 Rev B  
400101-BDP-16-XX-DR-A-0705 Rev B  
400101-BDP-16-XX-DR-A-0706 Rev A  
400101-BDP-16-XX-DR-A-0707 Rev A  
400101-BDP-16-XX-DR-A-0704 Rev B  
400101-BDP-16-XX-DR-A-0708 Rev A  
400101-BDP-16-00-DR-A-0118 Rev C  
400101-BDP-16-01-DR-A-0119 Rev C  
400101-BDP-16-02-DR-A-0004 Rev B  
400101-BDP-16-02-DR-A-0120 Rev C  
400101-BDP-16-03-DR-A-0005 Rev B  
400101-BDP-16-04-DR-A-0006 Rev C  
400101-BDP-16-05-DR-A-0007 Rev C  
400101-BDP-16-06-DR-A-0008 Rev C  
400101-BDP-16-07-DR-A-0009 Rev C  
400101-BDP-16-B1-DR-A-0101 Rev B  
400101-BDP-16-ELE-DR-A-0457  
400101-BDP-16-00-DR-A-0002 Rev D  
400101-BDP-16-00-DR-A-0102 Rev B  
400101-BDP-16-00-DR-A-0112 Rev C  
400101-BDP-16-01-DR-A-0003 Rev C  
400101-BDP-16-01-DR-A-0103 Rev C  
400101-BDP-16-B1-DR-A-0001 Rev D  
400101-BDP-16-B1-DR-A-0111 Rev B  
400101-BDP-16-ELE-DR-A-0401 Rev C  
400101-BDP-16-ELE-DR-A-0402 Rev C

400101-BDP-16-ELE-DR-A-0403 Rev C  
400101-BDP-16-ELE-DR-A-0404 Rev C  
400101-BDP-16-ELE-DR-A-0405 Rev C  
400101-BDP-16-ELE-DR-A-0406 Rev C  
400101-BDP-16-ELE-DR-A-0407 Rev C  
400101-BDP-16-ELE-DR-A-0410 Rev C  
400101-BDP-16-ELE-DR-A-0411 Rev C  
400101-BDP-16-ELE-DR-A-0412 Rev C  
400101-BDP-16-ELE-DR-A-0413 Rev C  
400101-BDP-16-ELE-DR-A-0414 Rev C  
400101-BDP-16-ELE-DR-A-0420 Rev C  
400101-BDP-16-ELE-DR-A-0422 Rev C  
400101-BDP-16-ELE-DR-A-0423 Rev C  
400101-BDP-16-ELE-DR-A-0424 Rev B  
400101-BDP-16-ELE-DR-A-0425 Rev C  
400101-BDP-16-ELE-DR-A-0441 Rev C  
400101-BDP-16-ELE-DR-A-0451 Rev B  
400101-BDP-16-ELE-DR-A-0452 Rev B  
400101-BDP-16-ELE-DR-A-0453 Rev B  
400101-BDP-16-ELE-DR-A-0454 Rev B  
400101-BDP-16-ELE-DR-A-0421 Rev C  
400101-BDP-16-ELE-DR-A-0455 Rev B  
400101-BDP-16-ELE-DR-A-0456 Rev B  
400101-BDP-16-ELE-DR-A-0430 Rev B  
400101-BDP-16-DET-DR-A-0801 Rev B  
400101-BDP-16-XX-DR-A-0608 Rev A  
5105977-ATK-UBX-TCW-DR-5001 Rev P2  
5105977-ATK-UBX-TCW-DR-5002 Rev P2  
5105977-ATK-UBX-TCW-DR-5003 Rev P2  
2683-PP-01 Rev P1  
2683-PP-02 Rev P1  
2683-PP-03 Rev P1  
2683-PP-04 Rev P1  
2683-LA-03  
2683-LA-04 Rev P1  
2683-LA-05 Rev P1  
2683-LA-06 Rev P1; and shall thereafter be retained/maintained for as long as the development remains in existence.

#### REASON

To ensure the development complies with the provisions Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

#### **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:

Design and Access Statement Rev B 03.01.18

Planning Statement STMQ3006 - Rev 1

Planning Statement Addendum July 2021

Fire Engineering Planning Principles (Fire Strategy) F10314 Version 02 11/06/21

Internal Daylight and Sunlight Report P2777 V1 June2021

Landscape Management Specification 2683-MP-01 December 2016

Soft Landscape Specification 2683-SP-01 December 2016

Transport Statement December 2016

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 Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

**3 NONSC Privacy Solution**

Notwithstanding the submitted details, no development shall take place above ground level until details of an architectural solution (such as oriel windows) for the windows in the northern Block (Block 1) that face towards the internal east and west elevations to protect future resident's privacy have been submitted to and approved in writing by the Local Planning Authority.

Thereafter the development shall be constructed in accordance with the approved details and shall be retained as such.

**REASON**

To ensure that the development provides an acceptable level of residential privacy in accordance with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (2020).

**4 NONSC Fire Strategy**

Prior to the commencement of this phase of the development, a revision of the Fire Strategy Report, produced by a suitably qualified assessor, shall be submitted to and approved in writing by the Local Planning Authority. The revised statement should detail how the development proposal will function in terms of:

1. The building's construction: methods, products and materials used, including manufacturers' details;
2. The means of escape for all building users: stair cores, escape for building users who are disabled or require level access, and the associated evacuation strategy approach (including suitable space for fire evacuation lifts);
3. Features which reduce the risk to life: fire alarm systems, passive and active fire safety measures and associated management and maintenance plans;
4. Access for fire service personnel and equipment: how this will be achieved in an evacuation situation, water supplies, provision and positioning of equipment, firefighting lifts, stairs and lobbies, any fire suppression and smoke ventilation systems proposed, and the ongoing maintenance and monitoring of these;
5. How provision will be made within the site to enable fire appliances to gain access to buildings; and
6. Ensuring that any potential future modifications to the building will take into account and not compromise the base build fire safety/protection measures.

The development shall be implemented in accordance with the approved Fire Statement and retained as such for the lifetime of the development, unless otherwise agreed in writing by the Local Planning Authority.

**REASON**

To ensure that the development meets Fire Safety Standards in accordance with policy D12 of the London Plan (2021).

**5 NONSC Arboricultural Survey**

No site clearance or construction work shall take place until an updated Arboricultural/Tree survey has been submitted to and approved in writing by the Local Planning Authority.

**REASON**

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy DMHB 14 of the Hillingdon Local Plan Part 2 (2020).

**6 COM20 Air extraction system noise and odour**

No air extraction system shall be used within the development until a scheme for the control of noise and odour emanating from the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of measures as may be approved by the LPA. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

**REASON**

To safeguard the amenity of the occupants of surrounding properties in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

**7 NONSC Hours of Use**

The commercial premises (Use Classes F.2, E and Public House/Takeaway (Sui Generis), formerly A1-5) shall not be open for customers outside the following hours: -  
[0800 to 2330], Mondays - Fridays  
[0800 to 2330] Saturdays  
[1000 to 1800] Sundays, Public or Bank Holidays.

**REASON**

To safeguard the residential amenity of the occupiers of adjoining and nearby properties in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

**8 NONSC Non Standard Condition**

Prior to the commencement of works above ground level, full details of the developments Overheating Strategy shall be submitted to and approved in writing by the Local Planning Authority. The submission shall demonstrate how the development mitigates overheating risk for each unit for both daytime and night time. The approved details shall thereafter be implemented and retained for the lifetime of the development.

**REASON:**

To prevent the overheating of the proposed residential units, in accordance with Policy SI 4 of the London Plan (March 2021).

**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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMCI 3	Public Open Space Provision
DMCI 4	Open Spaces in New Development
DMCI 5	Childrens Play Area
DMCI 7	Planning Obligations and Community Infrastructure Levy
DMEI 1	Living Walls and Roofs and Onsite Vegetation
DMEI 10	Water Management, Efficiency and Quality
DMEI 11	Protection of Ground Water Resources
DMEI 12	Development of Land Affected by Contamination
DMEI 14	Air Quality
DMEI 2	Reducing Carbon Emissions
DMEI 3	Decentralised Energy
DMEI 9	Management of Flood Risk
DMH 1	Safeguarding Existing Housing
DMH 2	Housing Mix
DMH 7	
DMHB 1	Heritage Assets
DMHB 10	High Buildings and Structures
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
DMAV 1	Safe Operation of Airports
LPP D1	(2021) London's form, character and capacity for growth
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP D13	(2021) Agent of change
LPP D14	(2021) Noise
LPP D2	(2021) Infrastructure requirements for sustainable densities
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP D8	(2021) Public realm
LPP D9	(2021) Tall buildings
LPP DF1	(2021) Delivery of the Plan and Planning Obligations
LPP G1	(2021) Green infrastructure
LPP G5	(2021) Urban greening
LPP G6	(2021) Biodiversity and access to nature



LPP G7	(2021) Trees and woodlands
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP GG6	(2021) Increasing efficiency and resilience
LPP H10	(2021) Housing size mix
LPP HC1	(2021) Heritage conservation and growth
LPP SD6	(2021) Town centres and high streets
LPP SI1	(2021) Improving air quality
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP SI3	(2021) Energy infrastructure
LPP SI4	(2021) Managing heat risk
LPP SI5	(2021) Water infrastructure
LPP SI7	(2021) Reducing waste and supporting the circular economy
LPP SI8	(2021) Waste capacity and net waste self-sufficiency
LPP T2	(2021) Healthy Streets
LPP T3	(2021) Transport capacity, connectivity and safeguarding
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
LPP T6.5	(2021) Non-residential disabled persons parking
LPP T7	(2021) Deliveries, servicing and construction
LPP T9	(2021) Funding transport infrastructure through planning

### **3 I59 Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

### **4 I70 LBH worked applicant in a positive & proactive (Granting)**

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.

## **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 (and amended under S73 application reference 585/APP/2015/848) for a residential led, mixed-

use development.

The Reserved Matters application relates to a parcel of land, located in the area of the Town Centre Extension Phase of the St Andrews Park Site. To the east of the application site is the 'Residential Triangle' (four residential blocks totalling 249 dwellings) of the Town Centre Extension Phase. To the north of the application site is St Andrew's Road. To the south are further residential phases of the St Andrew's Park development.

The entire site subject to this reserved matters application is situated within the Uxbridge Town Centre and is a Developed Area as identified in the policies of the Hillingdon Local Plan (November 2012).

### **3.2 Proposed Scheme**

The proposed scheme would provide 294 residential units, providing a mix of 1, 2 and 3 bedroom dwellings. Also proposed are two commercial units in Block 1 in the northern area of the site, providing up to 469 sq m of floorspace (use classes F.2, E and Sui Generis, formerly A1-5).

The proposed development consists of four apartment buildings referred to in the submission as Blocks 1A-C, Block 2A and Block 3A and 3B-C which provide 267 apartments. To the south of the apartments 27 x 3 bed townhouses are proposed. The proposed development consists generally of eight to five storey apartment buildings and three storey Townhouses. The residential blocks step down in height in response to the gradient of the terrain and the urban context.

The following mix of dwellings are proposed:

- 113 one bed apartments
- 151 two bed apartments
- 3 three bed apartments
- 27 townhouses - three bed dwellings

175 car parking spaces (including 3 for visitors) are proposed, the majority of which would be located under podiums within the apartment blocks. The car parking is proposed to be located:

- Block 1, 96 apartments - 48 spaces at 0.5 spaces per apartment;
- Block 2, 171 apartments - 86 spaces at 0.5 spaces per apartment;
- Townhouses, 27 - 41 spaces at 1.5 spaces per unit; and
- 3 spaces included within total provision for visitor parking.

In addition 324 cycle spaces are proposed to be located across the site, with 1 and 2 bed units provided with 1 space and 3 bed apartments and Townhouses provided with 2 spaces each.

There is a total of 6,809.17sqm of external amenity space proposed across the site, which includes 414sqm of informal play space.

### **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 GI 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

585/APP/2015/2657 St Andrews Park Hillingdon Road Uxbridge

Erection of 249 dwellings comprising 3no studio apartments, 92no. 1bed apartments, 130no. 2 bed apartments, 24no. 3 bed apartments together with associated parking and landscaping, and all details required by Conditions 2 and 3 relating to the reserved matters of layout, scale, appearance and landscaping.

**Decision:** 17-09-2015 Approved

585/APP/2015/848 St Andrews Park Hillingdon Road Uxbridge

Variation of condition 5 of planning permission ref: 585/APP/2009/2752 dated 18/01/2012 (redevelopment of former RAF Uxbridge site) to amend approved plans and drainage strategy regarding the Town Centre Extension phase of the development.

**Decision:** 21-12-2015 Approved

585/APP/2016/3733 St Andrews Park Hillingdon Road Uxbridge

Reserved matters (layout, scale, appearance and landscaping) for the erection of 58 dwellings together with associated parking and landscaping, in compliance with conditions 2 and 3 for

Phase 6 of planning permission ref: 585/APP/2015/848 (Variation of condition 5 of planning permission ref: 585/APP/2009/2752 dated 18/01/2012 (redevelopment of former RAF Uxbridge site) to amend approved plans and drainage strategy regarding the Town Centre Extension phase of the development).

**Decision:** 20-06-2017 Approved

585/APP/2016/3776 St Andrew'S Park Hillingdon Road Uxbridge

Reserved matters (appearance, landscaping, layout and scale) in compliance with conditions 2 and 3 for Phase 3C the 'Parade Ground' of outline planning permission ref: 585/APP/2015/848 (Variation of condition 5 of planning permission ref: 585/APP/2009/2752 dated 18/01/2012 (redevelopment of former RAF Uxbridge site) to amend approved plans and drainage strategy regarding the Town Centre Extension phase of the development).

**Decision:** 23-06-2017 Approved

585/APP/2016/4442 St Andrew'S Park Hillingdon Road Uxbridge

Reserved matters (layout, scale, appearance and landscaping) for the erection of 101 dwellings together with associated parking and landscaping within the Town Centre Extension (East/Dice) Phase of planning permission ref. 585/APP/2015/848 dated 21-12-2015.

**Decision:** 10-01-2018 Approved

585/APP/2017/139 St Andrew'S Park Hillingdon Road Uxbridge

Reserved matters (layout, scale, appearance and landscaping) for the erection of 7 dwellings together with associated parking and landscaping within Phase 4 of permission reference 585/APP/2015/848

**Decision:** 24-04-2017 Approved

585/APP/2017/2819 Land East Of Mons Barrack Block, St Andrew'S Park Hillingdon Road

Outline planning application with means of site access from the central access road (internal access, layout, scale, appearance and landscaping reserved for subsequent approval) for the erection of up to 90 dwellings (Use Class C3), sustainable urban drainage features and all other necessary ancillary and enabling works.

**Decision:** 01-08-2018 Approved

585/APP/2019/829 Land Off Thompson Rd & St Luke'S Rd, Former Raf Uxbridge Hillingdon

Erection of a building containing 72 assisted living apartments and communal facilities (Use Class C2) with associated parking and landscaping.

**Decision:** 21-08-2019 Approved

#### **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.

An application for a non-material amendment to vary the Phasing Plan was approved in January 2015 (Application Ref. 585/APP/2014/4023). An application to amend the approved parameter plans for the outline consent was approved under planning permission reference 585/APP/2015/848. This permission supersedes the original outline permission reference 585/APP/2009/2752.

Various applications for Reserved Matters relating to Phases 1, 2, 3, 4 and the 'Dice' phase have since been submitted and approved, with development significantly commenced on site.

Application reference 585/APP/2015/2657 (Erection of 249 dwellings comprising 3no studio apartments, 92no. 1bed apartments, 130no. 2 bed apartments, 24no. 3 bed apartments together with associated parking and landscaping, and all details required by Conditions 2 and 3 relating to the reserved matters of layout, scale, appearance and landscaping) granted planning consent for the 'Residential Triangle' Phase adjacent to the application site.

Non-material amendment application reference 585/APP/2016/4052 was submitted to amend three of the approved parameter plans. This application was approved on 04.01.17. The amended parameter plans allowed a slight increase in basement depths.

To the north of the application site an application (ref. 585/APP/2019/829) was approved on 18-02-20 for the 'Erection of a building containing 72 assisted living apartments and communal facilities (Use Class C2) with associated parking and landscaping'.

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

##### Development Plan

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)  
The Local Plan: Part 2 - Development Management Policies (2020)  
The Local Plan: Part 2 - Site Allocations and Designations (2020)  
The West London Waste Plan (2015)  
The London Plan (2021)

##### Material Considerations

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

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

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

##### Part 1 Policies:

PT1.BE1 (2012) Built Environment  
PT1.CI1 (2012) Community Infrastructure Provision  
PT1.EM1 (2012) Climate Change Adaptation and Mitigation  
PT1.EM4 (2012) Open Space and Informal Recreation  
PT1.EM6 (2012) Flood Risk Management  
PT1.EM7 (2012) Biodiversity and Geological Conservation  
PT1.EM8 (2012) Land, Water, Air and Noise  
PT1.H1 (2012) Housing Growth  
PT1.HE1 (2012) Heritage  
PT1.T1 (2012) Accessible Local Destinations

##### Part 2 Policies:

DMCI 3	Public Open Space Provision
DMCI 4	Open Spaces in New Development
DMCI 5	Childrens Play Area
DMCI 7	Planning Obligations and Community Infrastructure Levy
DMEI 1	Living Walls and Roofs and Onsite Vegetation
DMEI 10	Water Management, Efficiency and Quality
DMEI 11	Protection of Ground Water Resources
DMEI 12	Development of Land Affected by Contamination
DMEI 14	Air Quality
DMEI 2	Reducing Carbon Emissions
DMEI 3	Decentralised Energy
DMEI 9	Management of Flood Risk
DMH 1	Safeguarding Existing Housing
DMH 2	Housing Mix
DMH 7	
DMHB 1	Heritage Assets
DMHB 10	High Buildings and Structures
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
DMAV 1	Safe Operation of Airports
LPP D1	(2021) London's form, character and capacity for growth
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP D13	(2021) Agent of change
LPP D14	(2021) Noise
LPP D2	(2021) Infrastructure requirements for sustainable densities
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing

LPP D8	(2021) Public realm
LPP D9	(2021) Tall buildings
LPP DF1	(2021) Delivery of the Plan and Planning Obligations
LPP G1	(2021) Green infrastructure
LPP G5	(2021) Urban greening
LPP G6	(2021) Biodiversity and access to nature
LPP G7	(2021) Trees and woodlands
LPP GG1	(2021) Building strong and inclusive communities
LPP GG2	(2021) Making the best use of land
LPP GG6	(2021) Increasing efficiency and resilience
LPP H10	(2021) Housing size mix
LPP HC1	(2021) Heritage conservation and growth
LPP SD6	(2021) Town centres and high streets
LPP SI1	(2021) Improving air quality
LPP SI2	(2021) Flood risk management
LPP SI3	(2021) Sustainable drainage
LPP SI3	(2021) Energy infrastructure
LPP SI4	(2021) Managing heat risk
LPP SI5	(2021) Water infrastructure
LPP SI7	(2021) Reducing waste and supporting the circular economy
LPP SI8	(2021) Waste capacity and net waste self-sufficiency
LPP T2	(2021) Healthy Streets
LPP T3	(2021) Transport capacity, connectivity and safeguarding
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
LPP T6.5	(2021) Non-residential disabled persons parking
LPP T7	(2021) Deliveries, servicing and construction
LPP T9	(2021) Funding transport infrastructure through planning

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

**5.1** Advertisement Expiry Date:- **15th July 2021**

**5.2** Site Notice Expiry Date:- **15th July 2021**

## **6. Consultations**

### **External Consultees**

When the application was originally submitted consultation letters were sent to 41 local owner/occupiers and the Vine Lane and North Uxbridge Residents' Associations on 05-01-17. Site notices were also posted. No letters of objection or support were received.



Due to the time which has passed since the initial consultation and the construction of the adjacent Residential Triangle buildings, a further full consultation period was undertaken with consultation letters sent out to 288 local owner/occupiers and additional site notices posted. The second consultation period expired 14-07-21 and two letters of objection were received that can be summarised as:

- lack of parking, damage to cars, increased congestion
- impact on private community

#### METROPOLITAN POLICE

Having had numerous meetings and I clearly understand that this development has a site wide SBD condition, I have reviewed the documentation and have no objections to this application.

#### ENVIRONMENT AGENCY

Thank you for consulting us on the above application. This portion of the site lies outside of any constraints within our remit and we have no comments to make on the reserved matters.

#### HISTORIC ENGLAND

This application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

#### THEATRES TRUST

The Theatres Trust has significant concerns with this application, in particular, that the residential areas are proceeding before the concept for the proposed theatre, public square and commercial elements have been developed. It is difficult to determine the impact of this development on those future uses, and vice versa.

We understand from the limited information available that the proposed theatre will have approximately 1200 seats, an ancillary cafe/restaurant, an orchestra pit, and a 30m high fly tower to be able to stage large scale touring productions. As we have noted in previous submissions, the standard articulated delivery vehicles used for larger touring shows are approximately 16.5m in length and will need space free of obstructions and other vehicles to manoeuvre, park, and reverse directly to the loading dock of the theatre. Whilst I recognise the theatre is not part of the application, it is extremely important that Council establish whether the area can sustain a theatre of this capacity within the local catchment, given competition with existing touring theatres in Windsor, High Wycombe, Reading, Watford and indeed central London that draw audiences from the London Borough of Hillingdon. This is essential for the long term financial sustainability of the theatre and will also determine the design criteria needed for a successful theatre in this location, and thus how it corresponds with the surrounding buildings seeking approval in this application.

We also have significant concerns about the disconnect between this town centre extension and the town centre proper, being separated by a major road and roundabout. This is a significant barrier to pedestrian movement, with the existing underpass making the crossing difficult and unattractive to users, and being entirely unappropriated for large audiences, particularly at night. In order to make the wider scheme work, there needs to be a commitment to providing an at grade pedestrian crossing, or similar, to ensure the town centre is genuinely connected. Otherwise the theatre, and other supporting retail/commercial activity will struggle.

Theatres are technically complex buildings that need to be carefully designed to ensure they operate effectively and efficiently and are easily compromised by insensitive adjoining development. Without plans for the theatre at this stage, it is impossible to understand the relationship between the theatre, museum, square and the proposed residential buildings in this application. Questions that need to be asked:

- Has sufficient space has been left for the theatre and all the necessary support functions?
- Which way is the theatre oriented and where is the main entry?

- What are the main access routes for the audience?
- Where is the back of house, stage door and loading dock area to be located?
- Where will the supporting uses such as a cafe/ bar/ restaurant be located?
- Is the theatre to be operational all day, or just open for shows in the evening?
- What servicing is required for the theatre before the surrounding development hinders that? Has sufficient power been planned for a large scale theatre or is an additional substation needed?
- What other A1-A5 offer is to be provided to ensure the square and area is active and enough of a drawcard to make the town centre extension work?
- What signage is proposed, and will it be illuminated/ digital/ etc.?
- What are the dimensions of the theatre building, and how will that affect light in the proposed flats? Or will the theatre be restricted by right to light concerns?
- What amount of parking is needed and where is that located? The current public parking is considerable distance away, and this residential site may be needed for parking to address this need. Inconvenient parking does impact on the desirability of going to a particular venue, and therefore its economic viability.

While I can't give specific feedback, given the unanswered questions above, based on the dotted outline of the theatre, we do provide the following general comments on this residential scheme that must be addressed to ensure the theatre, when provided, is not compromised.

1. Clarification is needed about the treatment of the indicative HGV turning area. It is essential that this area is fenced and gated to ensure the area is always free from obstructions for deliveries and movements, for security, and for public safety. It would be acceptable to also use this area to jointly service the museum, however, general parking and other access would be unacceptable.
2. The road layout needs to be amended to provide a drop off area for taxis and cars, including a large bay (and associated turning area) for coaches.
3. The layout of the flats near the theatre are a concern, particularly those with bedrooms facing the theatre and HGV turning area, rather than kitchens and living rooms. These will be most exposed to noise for the standard operation of a theatre such as deliveries and the movement of audiences before and after a show. Touring shows also often need to load HGVs at night after a show ends. We would recommend those flats are redesigned to take this into consideration.
4. In addition, the new flat buildings must ensure that higher than usual levels of noise mitigation are incorporated into the design of the flats in the block 1, 2, 3B and 3C. I refer you to the PPG 8 on Noise, in the context of knowing this site is allocated for theatre use. It would be highly regrettable for the new residents to seek a noise abatement notice on the new theatre, thereby restricting its operation.
5. Depending on the design and treatment of the theatre building, these residential flats will be facing what is usually a utilitarian service yard and fly tower at the rear of the theatre. Has the orientation and design of the flats taken that view into consideration?

The Trust would therefore recommend the application is withdrawn until the theatre plans are ready, or that the plans are amended to satisfactorily safeguard the theatre site and ensure its eventual design and operation is not compromised any further.

#### THEATRES TRUST 2nd response

Thank you for consulting Theatres Trust on the above reserved matters application at St Andrew's Park. We have been notified because the wider redevelopment includes provision of a new theatre.

The site plan shows this application refers to a different part of the site to that of the theatre. Therefore we wish to make no comment.

#### THAMES WATER

The reserved matters application does not affect Thames Water and as such we have no observations to make.

## THAMES WATER 2nd comments

### Waste Comments

Foul Water network capacity - No objection -. Thames Water are aware of some network constraints in the vicinity of the proposed development. We are however confident that should the planning application be approved, any investigations to understand the network performance in more detail and if required, associated upgrades can be delivered in time to serve the development. We will therefore not be seeking a planning condition relating to foul water network matters.

With regard to Surface Water drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection. Management of surface water from new developments should follow Policy SI 13 Sustainable drainage of the London Plan 2021. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website.

### Water Comments

With regard to water supply, this comes within the area covered by the Affinity Water Company. For your information the address to write to is - Affinity Water Company The Hub, Tamblin Way, Hatfield, Herts, AL10 9EZ - Tel - 0845 782 3333.

### NATIONAL AIR TRAFFIC SERVICES (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.

### GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

Having considered the proposals with reference to information held in the Greater London Historic Environment Record and/or made available in connection with this application, I conclude that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest.

The area of the site, and wider area surrounding it, were subject to archaeological evaluation trenching in 2012. This revealed low potential for buried archaeological remains.

No further assessment or conditions are therefore necessary.

### **Internal Consultees**

#### HIGHWAYS

The planning application has been reviewed by the Highway Authority which has found that the number of car parking spaces proposed is in accordance with the published London Plan (2021) Policy T6 Car Parking and the Hillingdon Local Plan: Part 2 Development Management Policies (2020) Policy DMT 6: Vehicle Parking.

The number of cycle parking spaces is also in accordance with published London Plan (2021) Policy T5 Cycling and the Hillingdon Local Plan: Part 2 Development Management Policies (2020) Policy DMT 5: Pedestrians and Cyclists.

Further highway and traffic matters can be addressed using Condition 9. of the outline consent.

There are no highway objections to this proposal.

#### SUSTAINABILITY OFFICER

I have no objections to the reserved matters detail.

#### FLOOD AND WATER MANAGEMENT OFFICER

It is not clear that the surfacing proposed is permeable where possible. Any plans here need to be compatible with the drainage proposals for the site.

#### Case Officer's comments

Conditions attached to the amended outline consent (application reference 585/APP/2015/848) requires details of flooding and drainage to be submitted and approved by the Council.

#### WASTE STRATEGY

This application has raised concerns in terms of the waste management strategy. From the application it shows that each block will have a bin collection point where bins will be placed on collection day. Could the developer please provide more details in regards to the below points:

- Who will be responsible for pulling the bins to the collection point before collection and returning them back after? Please be aware that all bulk bins will need to be displayed at the collection point no later than 6am on the day of collection.
- Where will these collection points be located - the map shows that these collection points may be located on footpaths or on the the road blocking access - Will there be an allocated hard standing space off the road and paths for these bins - some of the bin collection points will require at least 13 1100 bulk bins which will occupy a great deal of space.
- I understand that the car park in block 3 will be underground in the basement meaning that the bin stores will also be in the basement - We have concerns relating to the gradient going down into the basement and how the bulk containers will be pulled up this gradient as the bins are heavy when full.
- A swept path analysis will be required to ensure that the collection vehicle can safely make it around the site especially between block 3 and the townhouses where the vehicle may need to reverse in. Also in order to collect waste from the townhouses furthest away from block 3 (Townhouses 4C). Can a collection vehicle access the properties at Block 4C safely while cars are parked outside the properties?
- The London Borough of Hillingdon do not supply 240 Litre bins. Crews emptying these bins will be required to hand pick sacks from each of the containers and dispose of them by hand into the collection vehicle, LBH collection vehicles do not have the capacity to empty these bins with our vehicles. The car parking spaces could show issues with transporting waste from the 240 Litre bins to the collection vehicle. The Townhouses will also have garden waste and food recycling collections.

From the number of apartments outlined in the application - 107 x 1 Bed, 157 x 2 bed and 3 x 3 bed, I have calculated that at least 35 x 1100 Litre bins will be required for the apartment blocks. Block 1 - 13 x 1100 Containers Block 2 - 9 x 1100 Containers Block 3 - 13 x 1100 Containers Town Houses - 6 x 1100 Containers \*Please be aware that this is only a guide and additional bins may be required to contain excess waste generated. I also advise to have a 50/50 split of Recycling and Refuse. Bin stores should also allow sufficient space for at least 1 x 240 litre wheelie bin per bin store as the council have plans to introduce food waste recycling to flats in the near future.

Please ensure that the bin collection point is located close to a dropped kerb for access to the collection vehicle. The council has a policy whereby our collection crew can only pull a bit a maximum of 10 meters. Please ensure that the bin collection point is located within 10 meters of where a collection vehicle can safely stop and have access to a dropped kerb.

#### Case Officer's comments:

The above comments were provided to the applicant who responded with additional information via email (dated 15.09.21).

#### WASTE STRATEGY 2nd comments

If the developers would like to keep the trees, the bays would be required to have a level and stable path for the collection crews to take when transporting the sacks. The tree would have to be regularly maintained to ensure that the crew can comfortably pass through without tree branches obstructing their path, with that said the 1300mm space for the crew to pass through is acceptable.

#### ACCESS OFFICER

I have considered the detail of this Reserved Matters application and have no accessibility concerns in relation to the wheelchair accessible housing.

#### ACCESS OFFICER 2nd comments

The details submitted with this Reserved Matters application appear to provide no detail on how the principles of Accessibility and Inclusion have been considered within the external environment.

Further details on how the design and layout meets the needs of older and disabled people is a pre-requisite to any approval. It remains unclear if the materials, design and layout would be compatible with the prescribed standards set out in BS8300:2018, and therefore an accessibility objection is raised.

#### Case Officer's comments:

Condition 24 of the amended outline consent (application reference 585/APP/2015/848) requires details of accessibility to be submitted and approved by the Council.

#### LANDSCAPE ARCHITECT

This site is located in the north-west corner of the St Andrews Park site, known as the Town Centre Extension (West), located to the north of Burton Road and west of Churchill Road. The retained Mons block is situated in the south-west corner of the site and the southern boundary is defined by Burton Road which connects Hillingdon Road to the heart of the site.

Much of the site has been cleared, however, the most significant retained landscape feature is the avenue of Horse chestnut trees along the southern edge of the site, lining the north verge of Burton Road. Trees on the site are protected by TPO 736.

The submission includes a D&AS Rev B, by Turley, dated 03/01/2018 which analyzes the site and surroundings, provides the project background and sets out the vision for the development.

Chapter 7 sets out the landscape strategy and objectives. This describes the landscape masterplan, the tree strategy, public realm, private amenity space, private courtyards, outdoor play provision, street lighting and furniture and boundary treatments. A brief palette of hard and soft landscape materials is provided.

#### Tree Strategy

Landmark Trees prepared the original tree survey for the whole site masterplan which was to be re-surveyed / reviewed as the phases of development were brought forward. The report by Landmark Trees submitted with the current application was last updated on 14 September 2016. The report confirms (p.2) that tree surveys are generally invalid after 2 years, due to the life cycle of trees as they mature and eventually decline. Although the removal and retention strategy was agreed at the time of issue, the report is now almost 5 years old and an updated survey is required.

#### Landscape Proposals

Planting proposals for the public realm courtyards by Allen Pyke Associates have been submitted, dated December 2016. These include drawing ref. 2683-PP-01 Rev P1, 02 Rev P1, 03 Rev P1, 04 Rev P1.

General arrangement of hard and soft landscape components are provided on drawing Nos. 2683-LA-03, 04 Rev P1, 05 Rev P1 and 06 Rev P1.

The planting plans are supported by a soft landscape specification ref. 2683-SP-01 and a Landscape Management Specification, ref. 2683-MP-01, both dated December 2016.

The landscape layout and proposals are consistent with character and typology of the earlier phases of development which have been successfully implemented.

#### Recommendation

No objection subject to the need to re-survey the trees and any other minor amendments which may be forthcoming.

#### Case Officer's comments:

Conditions attached to the amended outline consent (application reference 585/APP/2015/848) requires details of landscaping to be submitted and approved by the Council. However it is recommended that a condition is added to require an up to date arboricultural/tree survey to be submitted and approved by the Council.

#### CONSERVATION AND DESIGN

The application relates to a reserved matters application for the approval of 294no. dwellings at St Andrew's Park, Uxbridge. The application seeks approval for:

'Erection of 294 dwellings and up to 469 sq m of retail floorspace (use class A1-5) development together with associated parking and landscaping, and all details required by Conditions 2 and 3 of permission 585/APP/2015/848 relating to the reserved matters of layout, scale, appearance and landscaping.'

The proposed development consists generally of eight to five-storey apartment buildings referred to as 1A-C, block 2A and Block 3A and 3B-C which provide 267 apartments and to the south of these blocks 27 three-storey Townhouses. The residential blocks step down in height in response to the gradient of the terrain and the urban context. The scale of the development is within the agreed scale parameters of the outline planning permission and is acceptable.

Detailed written comments have previously been provided by design officers along with subsequent design meetings with the applicant. This has resulted in a number of amendments being undertaken to the proposed layout and design of the development with adjustments being made to the treatment of the carriageways and footways, the terrace outside block 1 and the gable end of block 2.

The elevations for the scheme have been improved with the introduction of metal railings which add more architectural interest to the elevations than the previously proposed glass. The brick palette of materials is acceptable in principle and respects the wider St. Andrews site. There are some reservations with the white 'engineering' bricks which provide a strong speckled appearance to some of the elevations when mixed in with the grey multi which in my view looks incongruous. The approval of the materials will, however, be picked up under separate materials conditions.

The development relates and integrates well with the character and context of the surrounding approved and emerging schemes of the wider St. Andrew site.

The proposed development is, therefore, considered to be in accordance with policies BE1 (Built Environment) and DMHB 11 (Design of New Development) which requires new development to be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscape and views.

No objection

## **7. MAIN PLANNING ISSUES**

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

The principle of the proposal, including the proposed residential use on the site was considered and approved as part of the original outline consent (reference:

585/APP/2009/2752, dated 18th January 2012). The principle of the development is therefore deemed acceptable and in accordance with the outline consent.

Policy H1 of the Local Plan: Part One (2012) requires the Council to exceed or meet its minimum strategic dwelling requirements, where this can be achieved, in compliance with other Local Plan policies. The development of 294 residential units will significantly contribute towards achieving this requirement in accordance with Policy H1.

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

Policies H1 and SD6 of the London Plan (2021) encourage the comprehensive mixed use redevelopment of sites to enable the provision of high density residential and mixed use development in accessible locations, whilst also supporting the overall vitality of town centres. Policies D1 to D4 of the London Plan (2021) place greater emphasis on a designed approach to ensure development makes the best use of land, with consideration given to site context, public transport, walking and cycling accessibility and the capacity of surrounding infrastructure.

Policy DMHB 17 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states Hillingdon will apply the density standards in a flexible manner, according to local circumstances. It recognises that areas such as Uxbridge town centre are more suited to higher density development, which in some cases may exceed London Plan Standards.

Numerical density standards have recently been removed from the adopted London Plan 2021 to avoid the quantitative standards being applied mechanistically.

The Reserved Matters Application proposes the creation of 294 residential units within this section of the St Andrew's Park development. Application reference 585/APP/2015/848 permitted a total of 618 units within the Town Centre Extension phase and so far 249 dwellings have been approved within 'The Residential Triangle' Phase and 106 dwellings within the 'The Dice' Phase. The current proposals would therefore result in 636 dwellings being approved within the Town Centre Extension. This is an increase of 18 dwellings in the number of residential units within this phase from the total units agreed as part of the s73 consent. However, the overall number of dwellings (1,340) permitted by the outline planning permission will not be exceeded and this minor increase within the Town Centre Extension area is considered acceptable. The relative small increase in units is not deemed to have a detrimental impact on the development or on the locality and will provide new dwellings in an accessible brown field location.

The increase in units is not considered to be significant against the unit density which has already been approved for the development through the outline and S73 consent. As such the proposed density is considered to be acceptable and in accordance with Policies H1 and SD6 of the London Plan (2021) and Policy DMHB 17 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

### **Unit Mix**

Policy H10 of the London Plan (2021) states that schemes should generally consist of a range of unit sizes and sets out a number of factors which should be considered when determining the appropriate housing mix on a particular scheme. This includes local evidence of need. Policy DMH 2 of Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need. Paragraph 4.6 outlines that there is a substantial borough-wide requirement

for larger affordable and private market units, particularly three-bedroom properties.

Family housing is defined within the glossary of the London Plan (2021) and outlines it must generally be of a size that has three or more bedrooms. It is worth noting that the Secretary of State directed changes to Policy H10, in order address the need for new family housing, to prevent families from being forced to move outside of London. These changes were incorporated into the final version of the London Plan (2021).

In terms of factors specific to a site, Policy H10 also includes a need to consider, the mix of uses in the scheme, the range of tenures in the scheme and the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity.

Residential accommodation is proposed in the form of apartments and town houses, incorporating a mix of market and affordable accommodation of varying sizes. The residential unit mix is provided below:

- 113 one bed apartments
- 151 two bed apartments
- 3 three bed apartments
- 27 townhouses - three bed dwellings

The scheme therefore proposes 11.4% family dwellings (3 bedrooms or more). Whilst the proportion of family-sized units is below the proportion outlined within the Council's latest information on housing need, the Council also must take into account the site-specific variables outlined within Policy H10 of the London Plan (2021). The site is located within Uxbridge Town Centre and Policy H10 therefore indicates that the site is generally more appropriate for a higher proportion of one and two bed units as development will generally but at higher densities with less scope for private amenity and play space provision. Therefore while the proposed proportion of family housing is low, on balance it is considered acceptable in accordance with Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) and policy H10 of the London Plan 2021 given the constraints associated with this specific town centre location.

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

#### **LISTED/LOCALLY LISTED BUILDINGS**

The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that the Local Planning Authority pay special regard to the desirability of preserving listed buildings, their setting and any architectural features that they possess.

The NPPF (2021) Chapter 16 requires the conserving and enhancing of the historic environment. Paragraphs 189-208 require consideration of the impact of a proposed development on the significance of a designated heritage asset and assessment of the identification of any harm. In particular, where there is harm identified. Paragraph 201 states that "Where a proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use".

Policy HC1 of the London Plan (2021) requires development to identify, value, conserve, restore, re-use and incorporate heritage assets, including registered historic parks, where appropriate. Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.



Policy HE1 of the Local Plan: Part One (2012) states the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes Registered Parks and Gardens and historic landscapes, both natural and designed.

Policy DMHB 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states:

A) The Council will expect development proposals to avoid harm to the historic environment. Development that has an effect on heritage assets will only be supported where:

- i) it sustains and enhances the significance of the heritage asset and puts them into viable uses consistent with their conservation;
- ii) it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss, in accordance with the NPPF;
- iii) it makes a positive contribution to the local character and distinctiveness of the area;
- iv) any extensions or alterations are designed in sympathy, without detracting from or competing with the heritage asset;
- v) the proposal would relate appropriately in terms of siting, style, scale, massing, height, design and materials;
- vi) buildings and structures within the curtilage of a heritage asset, or in close proximity to it, do not compromise its setting; and
- vii) opportunities are taken to conserve or enhance the setting, so that the significance of the asset can be appreciated more readily.

To the east of the application site is the Former Cinema Building, which is a statutory Grade 2 Listed Building. There is also one Locally Listed building, known as the 'Mons Block' which sits within the south east area but is not part of, the application site. Due to the layout and design of the development proposed, with the lower elements of the proposal such as the Town Houses located closest to these buildings, the impact on these heritage assets is considered acceptable.

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, noting that concerns over a proposed material can be resolved through the discharge of a condition attached to the outline consent. Residential buildings were approved in this location as part of the section 73 consent for the development and the buildings have been designed to a high standard with architectural interest and respond appropriately to the heritage assets. The Council's Conservation and Design Officer has commented that the development relates and integrates well with the character and context of the surrounding wider St. Andrews Park site.

As such the proposal is considered to be acceptable and in accordance with Policies HC1 of the London Plan (2021), HE1 of the Local Plan: Part One (2012) and DMHB 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

## ARCHAEOLOGY

Section 16 of the NPPF (2021) and Policy Policy HC1 of the London Plan (2021) recognise the positive contribution of heritage assets of all kinds and make the conservation of archaeological interest a material planning consideration. Paragraph 194 of the NPPF (2021) states applicants should provide an archaeological assessment if their development

could affect a heritage asset of archaeological interest.

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

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 Officer and the Greater London Archaeological Advisory Service who were satisfied the proposal would meet the required programme of archaeological work. The condition was discharged under application reference: 585/APP/2012/2163 (dated 25/09/15).

#### **7.04 Airport safeguarding**

Policy DMAV 1 of the Local Plan: Part Two (2020) notes that the Council will support the continued safe operation of Heathrow Airport and RAF Northolt and will consult with the relevant airport operators on proposals in safeguarded areas. Proposals that may be a hazard to aircraft safety will not be permitted.

The proposed use and scale of development were considered and approved under the original outline application. The National Air Traffic Services (NATS) and Heathrow Airport Ltd have been consulted on the current proposals and NATS have confirmed that they have no objections. Condition 67 of the amended outline consent also requires that a Bird Hazard Management Plan be submitted and approved prior to commencement for each phase of the development.

As such the proposal is considered to be acceptable and in accordance with Policy DMAV 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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

Policy DMEI 6 of the Local Plan: Part Two (2020) states that new development adjacent to the Green Belt, Metropolitan Open Land, Green Chains, Sites of Importance for Nature Conservation, Nature Reserves, countryside, green spaces or the Blue Ribbon Network should incorporate proposals to assimilate development into the surrounding area by the use of extensive peripheral landscaping to site boundaries. Dowding Park is designated as Green Belt land and lies 100metres from the site.

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. The proposed development is within the parameters approved under these consents. In addition the proposed development would be separated from the green belt by both the 'Dice' and 'Residential Triangle' phases.

As such the proposal is considered to be acceptable and in accordance with Policy DMEI 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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

Policies D1-D3 of the London Plan (2021) requires all development to make the best use of land by following a design led approach that optimises the capacity of sites. The policies set out a range of urban design principles relating to the quality of public realm, the provision of convenient, welcoming and legible movement routes and the importance of designing out crime by, in particular, maximising the provision of active frontages and minimising inactive frontages and improving permeability and overlooking.

Policy D9 Tall Buildings of the London Plan (2021) states :

#### Definition

A - Based on local context, Development Plans should define what is considered a tall building for specific localities, the height of which will vary between and within different parts of London but should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey.

#### Locations

B - 1) Boroughs should determine if there are locations where tall buildings may be an appropriate form of development, subject to meeting the other requirements of the Plan. This process should include engagement with neighbouring boroughs that may be affected by tall building developments in identified locations.

2) Any such locations and appropriate tall building heights should be identified on maps in Development Plans.

3) Tall buildings should only be developed in locations that are identified as suitable in Development Plans.

#### Impacts

C - Development proposals should address the following impacts:

##### 1) visual impacts

a) the views of buildings from different distances:

i long-range views - these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views

ii mid-range views from the surrounding neighbourhood - particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality

iii immediate views from the surrounding streets - attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy.

b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding

c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan

d) proposals should take account of, and avoid harm to, the significance of London's heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm. The buildings should positively contribute to the character of the area

e) buildings in the setting of a World Heritage Site must preserve, and not harm, the Outstanding Universal Value of the World Heritage Site, and the ability to appreciate it

f) buildings near the River Thames, particularly in the Thames Policy Area, should protect

and enhance the open quality of the river and the riverside public realm, including views, and not contribute to a canyon effect along the river

g) buildings should not cause adverse reflected glare

h) buildings should be designed to minimise light pollution from internal and external lighting

2) functional impact

a) the internal and external design, including construction detailing, the building's materials and its emergency exit routes must ensure the safety of all occupants

b) buildings should be serviced, maintained and managed in a manner that will preserve their safety and quality, and not cause disturbance or inconvenience to surrounding public realm. Servicing, maintenance and building management arrangements should be considered at the start of the design process

c) entrances, access routes, and ground floor uses should be designed and placed to allow for peak time use and to ensure there is no unacceptable overcrowding or isolation in the surrounding areas

d) it must be demonstrated that the capacity of the area and its transport network is capable of accommodating the quantum of development in terms of access to facilities, services, walking and cycling networks, and public transport for people living or working in the building

e) jobs, services, facilities and economic activity that will be provided by the development and the regeneration potential this might provide should inform the design so it maximises the benefits these could bring to the area, and maximises the role of the development as a catalyst for further change in the area

f) buildings, including their construction, should not interfere with aviation, navigation or telecommunication, and should avoid a significant detrimental effect on solar energy generation on adjoining buildings

3) environmental impact

a) wind, daylight, sunlight penetration and temperature conditions around the building(s) and neighbourhood must be carefully considered and not compromise comfort and the enjoyment of open spaces, including water spaces, around the building

b) air movement affected by the building(s) should support the effective dispersion of pollutants, but not adversely affect street-level conditions

c) noise created by air movements around the building(s), servicing machinery, or building uses, should not detract from the comfort and enjoyment of open spaces around the building

4) cumulative impacts

a) the cumulative visual, functional and environmental impacts of proposed, consented and planned tall buildings in an area must be considered when assessing tall building proposals and when developing plans for an area. Mitigation measures should be identified and designed into the building as integral features from the outset to avoid retro-fitting.

Public access

D Free to enter publicly-accessible areas should be incorporated into tall buildings where appropriate, particularly more prominent tall buildings where they should normally be located at the top of the building to afford wider views across London.

Policy BE1 of the Local Plan: Part One (2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents.

Policy DMHB 10 High Buildings and Structures of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) requires that developments i) be located in

Uxbridge or Hayes town centres or an area identified by the Borough as appropriate for such buildings; ii) be located in an area of high public transport accessibility and be fully accessible for all users; iii) be of a height, form, massing and footprint proportionate to its location and sensitive to adjacent buildings and the wider townscape context. Consideration should be given to its integration with the local street network, its relationship with public and private open spaces and its impact on local views.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) re-emphasises the importance of good design in new development by A) requiring all new buildings and extensions to be designed to the highest standards, which incorporate principles of good design, such as harmonising with the local context by having regard to the scale, height, mass and bulk of surrounding buildings; using high quality materials and finishes; having internal layouts and design which maximise sustainability and the adaptability of the space; protecting features which contribute positively to the area and providing landscaping that enhances amenity, biodiversity and green infrastructure; B) avoiding adverse impacts on the amenity, daylight and sunlight of adjacent property and open space; C) safeguarding the development potential of adjoining sites and D) making adequate provision for refuse and recycling storage.

Policy DMHB 12 of the Local Plan: Part Two (2020) re-emphasises the need for new development to be well integrated with the surrounding area and provides design criteria as to how this would be achieved.

In terms of tall buildings, it is first necessary to consider whether proposal can be considered to be a tall building. London Plan policy D9 sets a 'floor' for the definition of a tall building requiring that it should not be less than 6 storeys or 18 metres. It then requires to Development Plans to define what is a tall building for specific localities. The supporting text to Local Plan policy DMHB10 defines high or tall structures as those which are substantially taller than their surroundings, causing a significant change to the skyline.

Considering the specifics of this design proposal, it is clear from the definitions above that not all scheme elements could be regarded as tall as they are under six stories. However, there are also some taller elements up to eight stories. The height parameter plans agreed as part of the Outline Planning Application are also relevant as they set out surrounding heights of other developments brought forward under the outline. It shows that the outline application envisaged an overall increase in building heights within this part of the application site, including six to eight-storey elements. Immediately to the north, a site known as the 'Triangle' is being developed as a six-storey building. There is also an assisted living scheme to the northeast, which has been permitted at six storeys.

Consequently, it is considered that the proposed development would not be substantially taller than its surroundings or cause a substantial change to the skyline. Furthermore, it remains within the height parameters determined through the outline planning permission. Based on the information set out, the proposed development is not considered to include any tall buildings.

As the proposal does not include tall buildings, the remaining criteria in policies D9 and DMHB10 do not apply to this reserved matters application.

The proposed development has been subject to pre-application discussions and advice. The scheme seeks to introduce a high density of developments in a well designed form that complements the surrounding area and adjacent consented development. The

majority of the car parking and servicing has been located within covered podiums to enable active frontages and uncluttered streetscenes to be proposed. The separation between the two blocks will enable a link to be created between the existing town centre and the new district park (Dowding Park) to the east.

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, noting that concerns over a proposed material can be resolved through the discharge of a materials condition attached to the outline consent. Residential buildings were approved in this location as part of the section 73 consent for the development and the buildings have been designed to a high standard with architectural interest and respond appropriately to the height and form of adjacent phases such as the Residential Triangle Phase and the Assisted Living development to the North East. The Council's Conservation and Design Officer has commented that the development relates and integrates well with the character and context of the surrounding St. Andrews Park site.

As such the proposal is considered to be acceptable and in accordance with Policies D1-D3 of the London Plan (2021), BE1 of the Local Plan: Part One (2012) and DMHB 10, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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

Policy BE1 of the Local Plan: Part One (2012) requires developments to be appropriately designed so that they do not adversely affect their surroundings or the local character.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that:

B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Paragraph 5.38 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states: "The Council will aim to ensure that there is sufficient privacy for residents and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties, schools or onto private open spaces. A minimum of 21 metres separation distance between windows of habitable rooms will be required to maintain levels of privacy and to prevent the possibility of overlooking. In some locations where there is a significant difference in ground levels between dwellings, a greater separation distance may be necessary."

Paragraph 5.40 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states: "For the purposes of this policy, outlook is defined as the visual amenity enjoyed by occupants when looking out of their windows or from their garden. The Council will expect new development proposals to carefully consider layout and massing in order to ensure development does not result in an increased sense of enclosure and loss of outlook."

Paragraph 5.41 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states: "The Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space".

#### **Privacy Distances**

The principle of residential buildings has already been approved in this location as part of

the section 73 consent for the development. The proposed Blocks 1a, 2a and 3a would be located between approximately 19m and 19.22m from the consented scheme to the east named the 'Residential Triangle' phase. Given that there is an intervening road between the application site, this relationship is common within an urban context and considered to be acceptable. There are no other existing residential properties within 21m of the proposed development and as such the impact of the proposals on neighbouring properties is considered to be acceptable.

#### Commercial Use

The s73 to the outline consent for the wider St Andrews development includes conditions that relate to non-residential uses. These conditions include Condition 36 which limits the loading or unloading of goods outside the hours of 08:00 to 18:00 hours Mondays to Fridays, 08:00 to 13:00 Saturdays, with no deliveries on Sundays, Bank or Public holidays. Condition 37 prevents amplified or other music being played except between 0800 hours and 2000 hours Mondays to Fridays, between 0800 hours and 1600 hours on Saturdays and at no time on Sundays, Public or Bank Holidays unless consent to any variation is first obtained in writing. Condition 72 of the s73 consent requires that the rating level of the noise emitted from the plant, equipment and any air conditioning units shall be at least 5dB lower than the existing background noise level.

In addition to the above it is recommended that conditions be attached limiting the hours of use and requiring details of any proposed extraction systems.

Subject to the above conditions there are no concerns raised regarding the impact of the proposed commercial units on adjacent occupiers. The conditions noted above attached to the s73 are applicable and with the additional conditions proposed it is considered that the proposal does not result in an un-neighbourly form of development and complies with the requirements of Policy DMHB 11 of the Local Plan: Part 2 - Development Management Policies (2020).

#### Adjacent 'Theatre site'

Schedule 9 of the s106 Legal Agreement attached to the outline planning consent requires VSM to transfer a parcel of land to the Council for the purpose of constructing a new theatre. Although there is outline consent for a 1200 seat theatre, no reserved matters have come forward for approval.

The location of the proposed theatre is directly adjacent to the site of this reserved matters application which proposes a predominantly residential phase of development. Early conceptual work on a proposed theatre design undertaken by the Council raised significant concerns with respect to the amenity of surrounding residents as servicing for the theatre would take place in very close proximity to the proposed residential units. A theatre such requires a number of HGV movements throughout the day and night (movement of props/staging etc) to work operationally which create significant noise pollution.

As such, the applicants have lodged a Deed of Variation application (being heard on the same committee agenda-585/APP/2021/3906) seeking to delete the legal agreement for the transfer of land to provide a Theatre in this location. Subject to agreement of this Deed of Variation, there will no longer be a requirement to deliver a theatre adjacent to this site and therefore there are no longer concerns with regards to the impact on residential amenity of adjacent land uses. The land to the west of this application site would be subject to a future planning application should development be proposed, and that development

would need to be designed in such a way as to protect the residential amenity of the current proposals should this application be determined for approval by Planning Committee.

The Council has three entertainment venues that provide theatre performances. The Beck Theatre, Compass Theatre and Winston Churchill Hall. These 3 venues have previously provided a considerable range of performances from classical music, theatre, dance, pop music and performances that target different cultural groups in society. Collectively they provide a very varied and significant cultural offer. It should also be noted that these existing entertainment venues had various investments in the past decade to improve accessibility, safety and to address maintenance issues.

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

Policy D6 of the London Plan (2021) provides minimum quantitative standards for private internal space, private outdoor space and floor to ceiling heights that apply to all residential accommodation that is self-contained.

### Internal Space Standards

Policy DMHB 16: 'Housing Standards' requires that all housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this all residential development or conversions should meet or exceed the most up to date internal space standards.

All of the dwellings proposed comply with the internal space standards as set out in 'Minimum Space Standards for New Dwellings' of the London Plan 2021.

### Amenity Space

Policy DMHB 18: 'Private Outdoor Amenity Space' of the Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development and conversions will be required to provide good quality and useable private outdoor amenity space. Amenity space should be provided in accordance with the Council standards set out in Table 5.3. which are as follows:

- 1 bedroom flat - 20 sqm per flat
- 2 bedroom flat - 25 sqm per flat
- 3+ bedroom flat - 30 sqm per flat

Balconies should have a depth of not less than 1.5 metres and a width of not less than 2 metres. Any ground floor and/or basement floor unit that is non-street facing should have a defensible space of not less than 3 metres in depth in front of any window to a bedroom or habitable room. The design, materials and height of any front boundary must be in keeping with the character of the area to ensure harmonisation with the existing street scene.

The development proposed is required to deliver the following external amenity space:

- 1 Beds x 113 x 20m<sup>2</sup> = 2260m<sup>2</sup>
- 2 Beds x 151 x 25m<sup>2</sup> = 3775m<sup>2</sup>
- 3 Beds x 30 x 30m<sup>2</sup> = 900m<sup>2</sup>

Total = 6935m<sup>2</sup>

The application proposes a total of 6809m<sup>2</sup> of external amenity space across the site, including 4338m<sup>2</sup> of private garden and balcony amenity space and 2471m<sup>2</sup> of communal amenity space (336.5m<sup>2</sup> within Block 1 and 2134.7m<sup>2</sup> within Blocks 2-3). The townhouses area also includes 236sqm of access routes leading to the gardens, however these have



not been included in the above figures as they are not considered as amenity space.

In total 6809m<sup>2</sup> of private external amenity space for use by residents of the development is proposed, which is 126m<sup>2</sup> below the level required by Policy DMHB 18: 'Private Outdoor Amenity Space' of the Local Plan: Part 2 - Development Management Policies (2020). However the application is for reserved matters for a single phase of the much wider St Andrews Park development, which includes the new 40 acre (16.2 hectare) District Park (now named Dowding Park) delivered as part of the wider scheme. Dowding Park is located close to the development site with strong pedestrian links available.

The proposal would not therefore provide sufficient private outdoor amenity to fully comply with Policy DMHB 18. However given that each property would benefit from it's own private amenity space and the significant level of public open space already provided as part of the wider development, the proposed level of amenity for future occupiers is deemed acceptable on balance.

#### Child's Play

Policy DMHB 19 'Play Space' of the Local Plan: Part 2 - Development Management Policies (2020) states that new major residential developments which result in a significant net increase in child yield an occupancy of ten or more children will be required to provide children and young people's play facilities on-site. Where a satisfactory level of provision for children and young people's play facilities cannot be achieved on-site, the Council will seek a financial contribution towards the improvement of existing children and young people's play facilities within the local area.

Policy DMCI 5 'Children's Play Areas' of the Local Plan: Part 2 - Development Management Policies (2020) states that for all major development proposals, the Council will apply Hillingdon's child yields and the London Plan SPG; 'Providing for Children and Young Peoples Play and Informal Recreation', which specifies that 10sqm of play space should be provided for each child and an accessibility standard of 400 metres to equipped playgrounds. In areas of deficiency, there will be a requirement for new provision to be made to meet the benchmark standards for accessibility to play provision.

London Plan Policy S4 requires development proposals to make provisions for play and informal recreation based on the expected child population generated by a development. This is supported by the Mayor's supplementary planning guidance (SPG) 'Shaping Neighbourhoods: Play and Informal Recreation', which sets a benchmark of 10m<sup>2</sup> of useable child play space to be provided per child, with under-fives play space provided on-site as a minimum, and makes clear that play space should not be segregated by tenure.

Based on the above policies, the calculated the child yield for the reserved matters application proposals (utilising the GLA calculator) is a child yield of 99 children. There is therefore a requirement of 990m<sup>2</sup> of play space. This requirement is divided into 3 categories;

- age 0-4; door step play/within 100m;
- age 5-11 years; play within 400m of site;
- age 12+ years; play within 800m of site.

The proposed development is therefore only required to deliver the 0-4 years child play space on site. The proposals would provide a total of 414m<sup>2</sup> (92m<sup>2</sup> in Block 1 and 322m<sup>2</sup> in Block 2-3) of new play space on site and Dowding Park, which is located 100metres from the application site is capable of delivering the play space needs for all children within

the 5-11 and 12+ age range.

The development and the surrounding network of play spaces meets the needs of the future occupiers of this development in accordance with local and regional planning policies.

#### Public Open Space

Policy G4 of the Intend to Publish London Plan (December 2019) states that development proposals should:

- 1) not result in the loss of protected open spaces
- 2) where possible create areas of publicly accessible open space, particularly in areas of deficiency

Policy DMCI 4 (Open Spaces in New Development) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) encourages proposals for major new residential development to make provision for new open space, or enhancements to existing open space and says that proposals that fail to do so will be resisted.

The the wider St Andrews Park development proposals included the new 40 acre (16.2 hectare) Dowding Park as well as other smaller areas of public space across the site, therefore the level of public open space provided as part of the wider development is considered to be acceptable and accords with policies G4 of the London Plan (2021) and DMCI 4 of the Hillingdon Local Plan: Part 2 (2020).

#### Daylight/sunlight

The National Planning Policy Framework paragraph 123, part C stipulates that "local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site."

Planning Practice Guidance (2019) Paragraph 6 of the section 'Effective use of land' states that "Where a planning application is submitted, local planning authorities will need to consider whether the proposed development would have an unreasonable impact on the daylight and sunlight levels enjoyed by neighbouring occupiers, as well as assessing whether daylight and sunlight within the development itself will provide satisfactory living conditions for future occupants..."

Paragraph 7 states that "All developments should maintain acceptable living standards. What this means in practice, in relation to assessing appropriate levels of sunlight and daylight, will depend to some extent on the context for the development as well as its detailed design. For example, in areas of high density historic buildings, or city centre locations where tall modern buildings predominate, lower daylight and sunlight levels at some windows may be unavoidable if new developments are to be in keeping with the general form of their surroundings.

The Supplementary Planning Guidance on Housing (March 2016) states "An appropriate degree of flexibility needs to be applied when using the BRE guidelines to assess the daylight and sunlight impacts of new developments on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, larger sites and

accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time."

The application is supported by a Daylight and Sunlight Assessment. The Assessment focuses on the apartment blocks and communal amenity spaces only. The terraced houses have not been included as they are likely to be relatively unconstrained in regards to internal daylight and sunlight availability within the gardens. This position is considered to be acceptable given the scale and layout of the proposed townhouses.

#### Internal Daylight

The Assessment analysed each of the residential habitable rooms across all of the flats within the Proposed Development. This totals 377 habitable rooms comprised of 232 bedrooms, 144 living/kitchen/dining rooms (LKDs) and 1 study. The results of the analysis show that 361/377 (96%) habitable rooms will achieve the recommended Average Daylight Factor (ADF) targets for their relevant room uses. This can be broken down into 230 bedrooms (99%), 130 LKDs (90%) and 1 study (100%).

This is a high rate of compliance and as such it is considered that the design and layout of the apartment buildings enables the future occupants to receive appropriate levels of daylight.

#### Sunlight to Proposed Amenity Areas

The overshadowing assessments of the two podium amenity areas within the proposals has been carried out in accordance with the BRE methodology for the 2-hour sun on ground assessment on March 21st. An additional assessment has been undertaken on June 21st to indicate how the spaces will perform in midsummer, which is arguably when the spaces are more likely to be frequently used. This does however represent the day at which the maximum amount of sunlight available throughout the year.

The 2-hour sun on ground assessment on March 21st demonstrates that both spaces will meet the BRE criteria. The communal areas are shown to receive 2 hours of sun on ground to 71% and 86.2% of their areas, respectively. They would therefore appear adequately sunlit throughout the year. This is supported by the June assessment which demonstrates the spaces will receive 2 hours of sun on ground to 94.9% and 91.8% of their areas.

Overall, the Assessment demonstrates that the proposed podium amenity areas would have access to very good levels of sunlight throughout the year. Therefore, the future occupiers should have access to well sunlit external amenity spaces.

#### Privacy

DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) set out design guidance with regard to new and existing development. Appendix A of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) recommends that a minimum separation distance of 21 metres is required to avoid overlooking and loss of privacy.

As detailed within section 7.08 of this report the separation distances between the existing properties and the proposed development are considered to be acceptable. Due to the constraints of the site, there are a few instances where distances between the proposed blocks would fall below 19m. These 'pinch points' have been addressed in the elevational

treatment. The windows on the gable ends of Blocks 2a and 3a are secondary windows to habitable rooms. However, projecting windows angled towards the east have been provided in these instances to direct views away from each other. Similarly, windows on the gable-end of Block 1a facing onto Block 2a have been designed to overcome the reduced distance between them. The 'pinch point' between Block 3a & c does not lead to overlooking as the apartments to Block 3a look toward the staircore, which has no aspect at this point.

Within the internal corners of the scheme where blocks meet at right angles the windows have been located to reduce overlooking and allow only acute angled views. Where balconies adjoin it is considered that privacy screens would be appropriate to protect privacy without impacting on outlook from windows. These details can be secured through the discharge of Condition 3 of the amended outline consent, which requires 'Full drawings showing the siting, design and finish heights of obscure glazed privacy screens on all balconies and terraces' to be approved by the Council.

There is however a shortfall in separation distance between Block 1A and 1B where habitable room windows directly overlook each other. This concern was raised at pre-application stage and on submission by officers, however the applicant advises that due to site constraints it is not possible to increase the distance between the blocks. The proposed separation distance in this location is 19.05m and as such a condition is recommended to secure an appropriate architectural solution, such as angled/oriel windows, to resolve this concern and ensure acceptable levels of privacy are provided. Subject to this condition it is considered that the separation distances proposed and the location and angle of windows will create a development that provides acceptable levels of privacy for future occupiers. The proposal is therefore considered to be consistent with Policy DMHB 11 of the Hillingdon Local Plan: Part Two Development Management Policies (January 2020).

#### Outlook

In total, 59% of the 294 units would be dual or triple aspect, with the number of single aspect dwellings reduced through the design process in discussions with officers. Given the use of standard access lift cores/corridors in developments of this nature, the mix of single and dual aspect units is deemed acceptable. The taller sections of the blocks contain units around a core and have been designed so that corner units and gable units have a dual or triple aspect. No single aspect north facing units are proposed. The courtyard arrangement provides apartments either with an inward looking view over the communal gardens, or outward looking views over the surrounding urban realm. All apartments have been designed to have large windows (2.4m high) to maximise the amount daylight into the rooms. Most apartments have an eastern or western aspect, enjoying either morning or afternoon sun. All of the proposed units will therefore benefit from acceptable levels of outlook and the proposals are deemed to be in accordance with Policy DMHB 11 of the Hillingdon Local Plan: Part Two Development Management Policies (January 2020).

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

Policy T1 of the London Plan 2021, states that developments within London should support the Mayor's modal shift targets set out in the London Transport Strategy, with the Mayor setting an overall target of 80% of journeys to be made by walking, cycling and public transport. To support this, outer London is expected to have a sustainable mode share of 75%.

Policy D8 of the London Plan (2021) requires development proposals to ensure the public

realm is well-designed, safe, accessible, inclusive, attractive, well-connected, related to the local and historic context, and easy to understand, service and maintain. Paragraph D in particular, expects development proposals demonstrate an understanding of how people use the public realm, and the types, location and relationship between public spaces in an area, identifying where there are deficits for certain activities, or barriers to movement that create severance for pedestrians and cyclists.

Policy D8, paragraph E of the London Plan (2021) seeks to ensure both the movement function of the public realm and its function as a place are provided for and that the balance of space and time given to each reflects the individual characteristics of the area. The priority modes of travel for the area should be identified and catered for, as appropriate. Desire lines for people walking and cycling should be a particular focus, including the placement of street crossings, which should be regular, convenient and accessible.

Policy T6.5 of the London Plan (2021) notes disabled persons parking bays should be located on firm and level ground, as close as possible to the building entrance or facility they are associated with.

Policy T7 of the London Plan (2021) requires development proposals should facilitate safe, clean, and efficient deliveries and servicing. Provision of adequate space for servicing, storage and deliveries should be made off-street, with on-street loading bays only used where this is not possible.

Policy H13 of the London Plan (2021) requires specialist older person housing to ensure pick up and drop off facilities are close to the principal entrance suitable for taxis (with appropriate kerbs), minibuses and ambulances.

Policy DMT 1 of the Local Plan: Part Two (2020) requires development proposals to meet the transport needs of the development and address its transport impacts in a sustainable manner.

Policy DMT 2 of the Local Plan: Part Two (2020) notes development proposals must ensure that safe and efficient vehicular access to the highways network is provided to the Council's standards.

Policy DMT 6 of the Local Plan: Part Two (2020) states that development proposals must comply with the relevant parking standards. For a development of this type it is required that the quantum of car parking provided is determined.

The Council's Highways Officer has reviewed the details submitted with the application and raised no objection to the proposals, noting that the proposed car and cycle parking is acceptable.

175 car parking spaces (including 3 for visitors) are proposed, the majority of which would be located under podiums within the apartment blocks. The car parking is proposed to be located:

- Block 1, 96 apartments - 48 spaces at 0.5 spaces per apartment;
- Block 2, 171 apartments - 86 spaces at 0.5 spaces per apartment;
- Townhouses, 27 - 41 spaces at 1.5 spaces per unit; and
- 3 spaces included within total provision for visitor parking.

In addition 324 cycle spaces are proposed to be located across the site, with 1 and 2 bed

units provided with 1 space and 3 bed apartments and Townhouses provided with 2 spaces each.

Condition 9 of the amended outline consent (application reference 585/APP/2015/848) requires full highways details to be submitted and approved by the Council. These details must include electric vehicle charging points, the allocation and designation of car parking spaces to both the non-residential and residential uses, provision for wheelchair and blue badge holders (10% of overall parking provided), proposed car club spaces, means of ingress and egress, details of all traffic arrangements and a delivery and servicing plan for the relevant phase. As such, and noting there is no objection to the details being considered from Highways, the proposal is considered acceptable and in accordance with policy.

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

Policy D11 of the London Plan (2021) requires development proposals to contribute to the minimisation of potential physical risks and include measures to deter crime and anti social behaviour.

The proposed development was reviewed by the Metropolitan Police Secure by Design Officer at outline stage and again at the current reserved matters stage and the development is considered to adhere to the principals of Secure by Design and no objections have been raised.

In addition Condition 32 of the outline planning permission requires full details of security measures to achieve the Secured by Design accreditation to be submitted prior to commencement of the phase.

#### **7.12 Disabled access**

Policy D3 of the London Plan (2021) seek to ensure that new development achieves the highest standards of accessible and inclusive design. Policy D5 of the London Plan (2021) requires that at least 10% of new build dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' (designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users); and all other new build dwellings must meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

All of the apartments within the proposals have been designed in accordance with Lifetime Homes criteria, which was a policy requirement at the time of submission. 30 flats (10% of the units proposed) have been designed with the capacity to be used as wheelchair accommodation. These units are distributed throughout ground level in all Blocks and are located on the 1st and 2nd floor in Blocks 1 and 3 where there is access to more than one lift.

The Council's Access Officer was consulted on the proposals and has raised concerns regarding the details submitted on the second round of consultations. These concerns were forwarded to the applicant who responded to confirm that the proposals comply with the required British Standard (BS8300-1 (2018)) at the submitted level of detail, with further capability for enhancements that would be provided at detailed condition discharge stage. This would be through the discharge of Condition 24 of the amended outline consent (application reference 585/APP/2015/848) which requires details of accessibility to be submitted and approved by the Council.

The pedestrian circulation is supported by 2m wide footpaths with gentle slopes and large level areas within the communal open spaces, and levels related to the access routes leading into/out of the communal open spaces are level or feature a gentle slope (not

greater than 1:20). Initial selection of surfacing materials has been indicated in the planning submission and is considered compliant at this stage, however there is scope for providing further details at condition stage to ensure further compliance with BS8300-1 (e.g. colour, pattern, edging information, type of gates, details on steps and handrails).

The Council's Access Officer has reviewed the further details provided and confirmed that, with the attachment of Condition 24 of the amended outline consent (application reference 585/APP/2015/848) the application is deemed acceptable in terms of accessibility.

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

Policy H13 of the London Plan (2021) states that specialist older persons housing should deliver affordable housing in accordance with borough and London Plan policies (Policies H4 and H5), which in the case of Hillingdon would equate to a minimum of 35% of homes to follow the fast-track route.

Policy H5 of the London Plan and Policy DMH7 of the Hillingdon Local Plan: Part Two require a minimum of 35% affordable housing. To follow the fast track route and not be required to submit a financial viability assessment, applicants must meet the following criteria:

- Meet or exceed the relevant threshold level of affordable housing on site (35%) without public subsidy
- Be consistent with the relevant tenure split (70/30 social rent/intermediate).

Policy H2 of the Local Plan: Part One (2012) requires sites with a capacity of 10 or more units, to provide an affordable housing mix to reflect the housing needs in the borough, particularly the need for larger family units.

Policy DMH 7 of the Local Plan: Part Two (2020) requires major residential developments to maximise the delivery of affordable housing on site. A minimum of 35% of all new homes should be delivered as affordable housing with a tenure split of 70% Social/Affordable Rent and 30% Intermediate. This should be of a value equivalent to 35% of the 161 proposed specialist older persons housing.

The S106 agreement attached to the outline consent requires that affordable housing across the whole development site must be provided at 15%. The adjacent Triangle Phase and Dice Phase as approved are delivering less than 15% on site affordable housing and as such, to compensate for the shortfall, the current reserved matters will provide 19% on site affordable housing so that across the three phases of the Town Centre Extension 15% Affordable Housing by habitable room is achieved in accordance with the outline planning permission.

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

Policy G5 of the London Plan (2021) requires major developments to incorporate high-quality landscaping.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) also requires that new development is high quality, sustainable, adaptable, and harmonises with the local context. Landscaping and tree planting should also enhance amenity, biodiversity and green infrastructure.

Policy DMHB 14 of the Local Plan: Part Two (2020) notes all developments will be expected to retain or enhance the existing landscape, trees, biodiversity and natural features of merit. Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees.

Paragraph 170 of the NPPF (February 2019) states that planning decisions should contribute to and enhance the natural and local environment by among other measures, minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Policy DMEI 7 of the Hillingdon Local Plan: Part Two (2020) requires the design and layout of new development should retain and enhance any existing features of biodiversity or geological value within the site.

The Council's Landscape Architect has reviewed the submitted details and confirmed that they have no objections to the proposed landscaping subject to a new arboricultural survey being submitted. Condition 3 of the amended outline consent requires details of landscaping to be submitted and approved by the Council. However it is recommended that a condition is added to require an up to date arboricultural/tree survey to be submitted and approved by the Council.

The application is considered to be well designed and to integrate successfully with the adjacent development and the new district park. Careful design work has also gone into the 'green link' for pedestrians between the Town Centre Extension and the new district park. Condition 3 noted above and Conditions 24 (Landscaping Scheme), 28 (Levels), 29 (Access), 61 (Trees to be retained) and 62 (Protection of Trees) of the amended outline consent (application reference 585/APP/2015/848) requires the submission of further details for approval by the Council.

As such the proposed landscaping details as submitted are deemed acceptable and will be supplemented by additional details, including details of existing trees subject to a proposed new condition, for review by the Council in due course.

#### Urban Greening Factor

London Plan Policy G5 seeks that major development proposals should contribute to the greening of London by including greening as a fundamental element of the site and building design.

The Reserved Matters proposes private amenity areas for residents in Block 1 and a communal garden serving blocks 2 and 3, alongside approximately 50 proposed street trees, which includes the replacement of 21 trees which are to be removed. An Urban Greening Factor Report has been prepared to support the application that confirms that the reserved matters provides an Urban Greening Factor score of 0.21. The Urban Greening Factor Report acknowledges that a variety of surface cover is proposed within the reserved matters including, green roof, trees, retained existing trees and flower rich perennial planting, the design and layout of these spaces are appropriate for their use and take on board site constraints and considerations.

For predominantly residential development proposals an Urban Greening Factor score of 0.4 should be achieved and the proposed score of 0.21 is clearly below this level. However the the Reserved Matters and Urban Greening Factor score should be considered within the context of the wider masterplan and the design framework within the outline planning permission, guided by the Design Code, Parameter Plans and Landscape Strategy.

The outline permission for St Andrews Park incorporated reserved matters (ref 585/APP/2013/979 and 585/APP/2013/2719) for the District Park (known as Dowding Park) which created a new 40 acre (16.2 hectare) publicly accessible open space for residents



and visitors. When taken into consideration as part of the wider outline development, the proposed reserved matters are deemed to be acceptable given the significant scale of the new publicly accessible district park.

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

Policy EM11 of the Local Plan: Part One (2012) requires all new development to address waste management at all stages of a development's life from design and construction through to the end use and activity on site, ensuring that all waste is managed towards the upper end of the waste hierarchy.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two (2020) states that development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

The Council's Waste Management Officer was consulted on the proposals and requested additional information be provided. Following the receipt of these details the Council's Waste Management Officer has confirmed that they have no objections to the application.

All proposed bin stores are confirmed to be within 10 metres of where a vehicle can safely stop and all collection points are adjacent to a car parking spaces where there are proposed to be dropped kerbs to ensure safe and short drag distances on collection days.

The development is required to provide at least 35 x 1100l refuse bins to meet the needs of the future occupants. The development will provide in excess of this across the townhouses and residential apartment blocks and will provide on site recycling provision. The applicants have also confirmed that due to the over provision on site, there is sufficient space to facilitate the boroughs food waste recycling on site.

Condition 31 (Waste) of the amended outline consent (application reference 585/APP/2015/848) requires the submission of waste storage and collection details for approval by the Council.

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

Policy SI 2 of the London Plan (2021) requires major developments to be net zero-carbon. Major development proposals are expected to include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided through a cash in lieu contribution to the borough's carbon offset fund, or off-site provided that an alternative proposal is identified and delivery is certain.

Policy SI 4 the London Plan (2021) requires major development proposals to demonstrate through an energy strategy how they will reduce the potential for internal overheating and reliance on air conditioning systems in accordance with the cooling hierarchy.

Policy EM1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will ensure that climate change mitigation is addressed at every stage of the development process.

Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) requires that: A) All developments make the fullest contribution to minimising carbon dioxide emissions in accordance with London Plan targets; B) All major development proposals must be accompanied by an energy assessment showing how these reductions will be achieved; C) Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, then it will seek an off-site contribution to make up for the shortfall. The contribution will be sought at a flat rate at of £/tonne over the lifetime of the development, in accordance with the current 'allowable solutions cost'.

The Council's Sustainability Officer was consulted on the application and has provided no objections. Condition 10 (Energy) of the amended outline consent (application reference 585/APP/2015/848) also requires that the proposals accord with the approved site wide energy strategy. An additional condition has been added to this reserved matters permission seeking to secure an overheating strategy for this phase of development to accord with the requirements of Policy SI 4 of the London Plan 2021.

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

Policy SI 13 of the London Plan (2021) requires development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. There should also be a preference for green over grey features, in line with the drainage hierarchy.

Policy DMEI 10 of the Local Plan: Part Two (2020) applications for all new build developments are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated in accordance with the London Plan Hierarchy.

The Council's Flood and Water Management Officer was consulted on the proposals and has requested further details regarding the proposed drainage. Conditions 68 (Drainage) and 69 (Foul and Surface Water) of the amended outline consent (application reference 585/APP/2015/848) requires the submission of further details for approval by the Council. Condition 87 requires that no development shall take place on site until details of the incorporation of sustainable urban drainage have been submitted to, and approved in writing by the Local Planning Authority. The approved details shall thereafter be installed on site and thereafter permanently retained and maintained.

With the above conditions required to be approved and discharged by the Council, the proposed scheme is considered to be acceptable from a flood and drainage perspective.

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

##### **Noise**

The National Planning Policy Framework (NPPF) provides the Government's guidance on noise issues and paragraph 182 states that planning decisions should ensure that new development can be integrated effectively with existing businesses and that existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business could have a significant adverse effect on new development (including changes of use to residential) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed. Policy 7.15 of the London Plan seeks to reduce noise and minimise the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals.

Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will seek to safeguard and improve all land, water, air and noise quality. All development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors. Policy 7.14 of the London Plan (March 2016) further supports this.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that development proposals should not adversely impact on the amenity of adjacent properties and open space.

Condition 9 of the amended outline consent (application reference 585/APP/2015/848) requires a delivery and servicing plan for the relevant phase, including measures to minimise the impact of noise, traffic and vibration associated with lorry movements on residential amenity.

Condition 14 requires a scheme for protecting the proposed development from road traffic noise and rail traffic noise shall be submitted for approval. The noise protection scheme shall meet acceptable noise design criteria both indoors and outdoors and provide adequate ventilation to indoor areas.

Condition 36 states that there shall be no loading or unloading of goods or fuel (including fuel for any biomass boiler) to the non residential elements of the development outside the hours of 08:00 to 18:00 hours Mondays to Fridays, 08:00 to 13:00 Saturdays. There shall be no deliveries to the premises on Sundays, Bank or Public holidays.

Condition 72 requires that the rating level of the noise emitted from the plant, equipment and any air conditioning units shall be at least 5dB lower than the existing background noise level. The noise levels shall be determined at the nearest residential premises.

The proposed scheme is primarily for a residential development and as such is unlikely to generate significant noise pollution. Where commercial elements are proposed the noise conditions attached to the outline consent listed above and those recommended to be attached are considered to ensure the proposal will not cause an unacceptable impact on existing and proposed residential amenity. As such it is considered that the scheme would be acceptable in terms of noise.

#### Air Quality

Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will seek to safeguard and improve all land, water, air and noise quality. All development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors. Policy 7.14 of the London Plan (March 2016) further supports this.

Policy DMEI 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states:

A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants.

B) Development proposals should, as a minimum:

i) be at least "air quality neutral";

ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and

iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.

The application site is within an air quality management area. Condition 27 of the amended outline consent (application reference 585/APP/2015/848) requires measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.

Condition 54 requires that prior to commencement of each phase a scheme designed to minimise the ingress of polluted air into buildings in the relevant phase shall be submitted to and approved in writing by the Local Planning Authority. The design must take into account climate change pollutants. Any suitable ventilation systems will need to address the following:

i) Take air from a clean location or treat the air and remove pollutants; ii) Be designed to minimise energy usage; iii) Be sufficient to prevent summer overheating; and iv) Have robust arrangements for maintenance.

The Council's Air Quality Officer has reviewed the submitted details and considering that the above conditions are attached to the outline consent and will require to be discharged they raise no objections to the proposals.

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

During the second period of consultation two letters of objection were received that can be summarised as:

- lack of parking, damage to cars, increased congestion
- impact on private community

The above concerns have been covered within the body of this report. The level of parking and traffic generated as a result of the proposals has been reviewed by the Council's Highways Officer and is considered to be acceptable. The Metropolitan Police Designing out Crime Officer has also raised no objections to the scheme.

#### **7.20 Planning obligations**

Policy DF1 of the London Plan (2021) requires development proposals to provide the infrastructure and meet relevant policy requirements necessary to ensure that they are sustainable and to support delivery of the Plan.

Policy DMCI 7 of the Local Plan: Part Two (2020) seeks to ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Planning obligations are sought on a scheme-by-scheme basis to ensure that development proposals provide or fund improvements to mitigate site specific impacts made necessary by the proposal.

The planning obligations for the development of the site were secured as part of the outline planning permission (ref: 585/APP/2009/2752) remain relevant to this reserved matters application.

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

Not applicable to this application.

#### **7.22 Other Issues**

Contaminated Land

Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy DMEI 12 and Policy DMEI 13 of the Hillingdon Local Plan: Part 2 Development Management

Policies (January 2020) seek to control the risk from contamination. Policy DMEI 12 (Development of Land Affected by Contamination) of the Local Plan: Part 2 - Development Management Policies (2020) in particular states that the Council will support planning permission for development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely used through remediation.

Conditions 73, 74 and 75 of the amended outline consent (application reference 585/APP/2015/848) require that prior to commencement of each phase a scheme to deal with contamination within the relevant phase or component of the full planning element shall be submitted and approved by the Council. Condition 79 prevents any contaminated soil or other materials from being imported into the site.

The proposed development is therefore deemed to be acceptable as any contamination risks can be resolved through the discharge of the relevant conditions.

#### Fire Safety

Policy D12 (Fire safety) of the London Plan (2021) states that in the interests of fire safety and to ensure the safety of all building users, development proposals must achieve the highest standards of fire safety. A fire statement has been provided which has been undertaken by qualified third party assessor. The report details how appropriate fire safety measures have been incorporated in the proposed design, layout, construction of the development, including means of fire detection and suppression, means of escape and access for emergency services.

Should the application be considered acceptable, a condition is recommended securing the implementation of a Fire Strategy for all parts of the development in accordance with Policy D12 (Fire safety) of the London Plan (2021).

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

#### General

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

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

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

#### Planning Conditions

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

### Planning Obligations

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

### Equalities and Human Rights

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

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

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

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

None

## **10. CONCLUSION**

The application seeks to discharge the reserved matters relating to Layout, Scale, Appearance and Landscaping for 'The Town Centre Extension' phase of the St Andrew's Park development.

The application site forms part of St Andrews Park (the former RAF Uxbridge Site) which is currently under construction, for which outline consent was granted under application reference 585/APP/2009/2752 for a residential led, mixed-use development. This reserved matters application is submitted pursuant to S73 planning permission reference 585/APP/2015/848. This permission supersedes the original outline permission reference 585/APP/2009/2752. The Reserved Matters application relates to the south and western parts of 'The Town Centre Extension', an area of land located to the north of site between the 'Residential Triangle' phase and Uxbridge Town Centre.

The proposed scheme would provide in total 294 residential units, providing a mix of 1, 2 and 3 bedroom dwellings. Also proposed are two commercial units in Block 1 in the northern area of the site, providing up to 469 sq m of floorspace (use classes F.2, E and Public House/Takeaway (Sui Generis), formerly A1-5). The proposed development

consists of four apartment buildings which would provide 267 apartments. To the south of the apartments 27 townhouses are proposed. There would be 175 car parking spaces (including 3 for visitors), the majority of which would be located under podiums within the proposed blocks. In addition 324 cycle spaces are proposed to be located across the site.

The overall development is considered to be of an acceptable scale and design and will provide a significant number of residential units in accordance with the outline consent, therefore, the application is recommended for approval.

#### **11. Reference Documents**

Hillingdon Local Plan: Part One - Strategic Policies (2012)

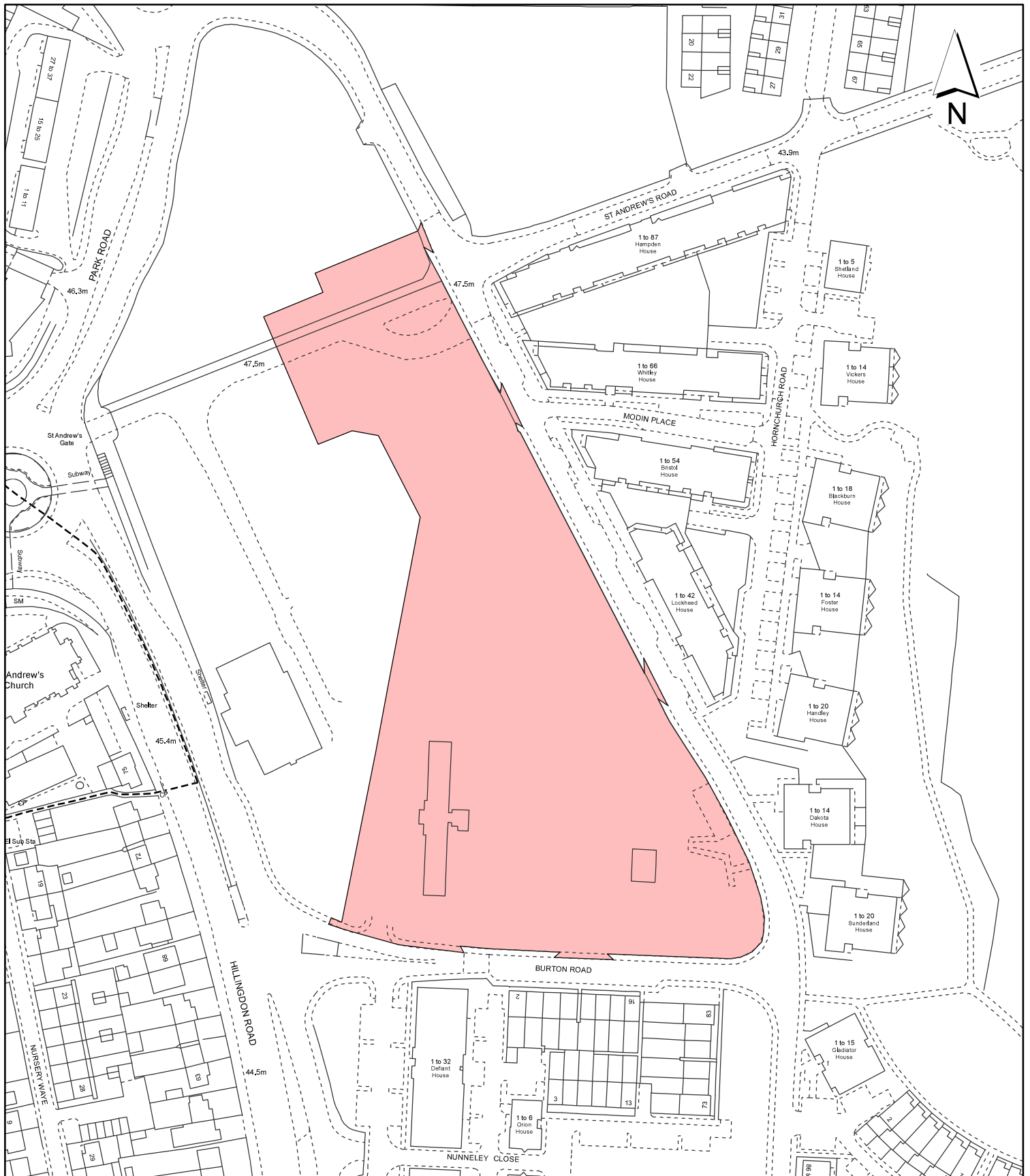
Hillingdon Local Plan: Part Two - Development Management Policies (2020)

London Plan (2021)

National Planning Policy Framework (2021)

**Contact Officer:** Ed Laughton

**Telephone No:** 01895 250230



**Notes:**

 Site boundary

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Site Address:

**St Andrew's Park  
 Hillingdon Road  
 Uxbridge**

**LONDON BOROUGH  
 OF HILLINGDON  
 Residents Services  
 Planning Section**  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

**585/APP/2016/4504**

Scale:

**1:1,750**

Planning Committee:

**Major**

Date:

**November 2021**



**HILLINGDON**  
 LONDON