

# **FULL PLANNING APPLICATION FOR THE DEMOLITION OF EXISTING BUILDINGS AND THE CONSTRUCTION OF A SINGLE BUILDING FOR EMPLOYMENT PURPOSES CLASS E(G)III, B2 AND B8, ALONG WITH A GATEHOUSE, ASSOCIATED INFRASTRUCTURE INCLUDING; SERVICE YARD, CAR PARKING, DRAINAGE AND HARD AND SOFT LANDSCAPING**

## **PLANNING STATEMENT**

### **HAYES BRIDGE RETAIL PARK**

**ON BEHALF OF OXW Hayes S.à.r.l**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)  
PLANNING AND COMPULSORY PURCHASE ACT 2004**



**Pegasus Group**

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**DESIGN** **ENVIRONMENT** **PLANNING** **ECONOMICS** **HERITAGE**

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## INTRODUCTION

Pegasus Group have been instructed by Graftongate on behalf of OXW Hayes S.à.r.l. to prepare and submit a planning application for the redevelopment of the site edged in red on the location plan, known as Hays Bridge Retail Park, Uxbridge Road, Hayes UB4 0RH for the demolition of existing buildings and the erection of a single commercial building for employment purposes Class E(g)iii, B2 and B8, along with ancillary offices, gatehouse, associated infrastructure including; service yard, car parking, drainage and hard and soft landscaping.

This Planning Statement accompanies and supports a full planning application for the development identified above.

The application is supported by the following documents;

- Planning Drawing Pack prepared by UMC Architects
- Design and Access Statement prepared by UMC Architects
- Planning Statement prepared by Pegasus Group
- Economic Benefits Statement prepared by Pegasus Group
- Landscape Concept Plan prepared by Barry Chinn Associates
- Tree Constraints Plan prepared by Barry Chinn Associates
- Tree Protection and Removal Plan prepared by Barry Chinn Associates
- Landscape Design Statement prepared by Barry Chinn Associates
- Landscape Maintenance and Management Proposals prepared by Barry Chinn Associates
- Sustainability Statement prepared by Briar Consulting Engineers Ltd
- Fire Strategy /Statement prepared (incorporated within DAS) by UMC Architects
- Transport Assessment and Travel Plan prepared by Apex Transport Planning
- Flood Risk Assessment and Drainage Strategy prepared by Burrows Graham
- Noise Assessment prepared by Kairus Ltd
- Air Quality Assessment prepared by Kairus Ltd
- Ecological Assessment prepared by RPS Group

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- Arboricultural Assessment prepared by Barry Chinn Associates
  - Energy Assessment prepared by Briar Consulting Engineers Ltd
  - Phase 1 Geo- Environmental Risk Assessment prepared by Paragon
  - Lighting Scheme prepared by Briar Consulting Engineers Ltd
  - Wind Assessment prepared by Create Consulting Engineers
  - Urban Greening Factor Assessment prepared by Barry Chinn Associates
  - Townscape and Visual Impact Assessment prepared by Barry Chinn Associates
  - Utility Statement prepared by Briar Consulting Engineers Ltd

The aim of this Statement is to demonstrate that the proposal is acceptable in planning terms. It will consider relevant planning policy, bring together the technical work and provide an assessment of the development, setting out the reasons why planning permission should be granted.

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## **SITE AND SURROUNDING AREA**

The site is relatively flat and is predominantly covered in buildings and a surfaced car park. The site has an area of 2.88ha.

The site is currently host to a range of large buildings occupied by various retail uses. These include: -

- Currys PC World
- Halfords
- Harveys and Bensons for Beds
- Dreams
- Office Outlet
- Argos
- AHF
- Tapi Carpets

As a consequence of the pandemic and the changing nature of retail, resulting in a significant shift to online sales, four of the referenced units have expressed an immediate interest in terminating their leases and vacating with immediate effect, two of the companies have recently gone into administration and one company will be consolidating its existing interests in a nearby store.

Within the southern corner of the site is a Metro Bank, which is to be retained.

The existing units have a combined footprint of approximately 12,867 m2. The buildings are situated in proximity to the western site boundary and there is a large surface car park to their frontage. There is a service yard to the rear of the buildings.

The retail units are served by an existing access off Uxbridge Road. There is a further service yard access to the rear of the site, located on Bullsbrook Road.

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There is a landscape belt to the eastern site boundary and further soft landscaping to the rear (southern) boundary and along the site frontage. The western site boundary is secured by a perimeter wall.

The site occupies a plot on a large industrial estate. Immediately adjacent to the sites southern, eastern and western boundaries are existing industrial buildings. To the site frontage is Uxbridge Road. On the opposite side of this main route is a large residential area.

The site is situated within the London Borough of Hillingdon and is allocated in the Local Plan as a Strategic Industrial Location (SIL), which comprise of a series of established industrial locations throughout Hayes, broadly on either side of the Paddington to Swansea Railway Line. The London Plan specifically identifies this SIL as a Preferred Industrial Location (PIL), reflecting that existing uses are predominantly industrial in nature and is supportive of the 'principle' of such uses.

## **THE PROPOSED DEVELOPMENT**

The proposed development comprises of the demolition of the existing retail units and the erection of a single building to accommodate use classes E(g), B2 and B8, as illustrated on the accompanying plans.

The building would have a gross internal floor area of 16,168 m<sup>2</sup> occupying a site area of 2.88 hectares. The proposal would result in between 234 – 444 permanent full-time jobs (not including construction related employment) as further set out within the Economic Benefits Statement.

As illustrated on the accompanying CGI and elevations, the building would have a maximum height of approximately 19.1 metres and a shallow, ridged roof design.

The proposed colour palette will comprise of varying shades of grey and the elevations will be broken, and interest added through the incorporation of glazing and the alternating use of colour, texture and finish.

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A large surface carpark would be provided adjacent to the site frontage, buffered by existing and enhanced soft landscaping.

The existing access off Uxbridge Road (A4020) would be used (and upgraded) as detailed within the Transport Statement, to serve the proposal. The site access would lead to a secure service yard providing HGV docking, loading and parking bays, along with a turntable to allow vehicles to exit the site in a forward gear.

Soft landscaping would be retained along the eastern site boundary.

As detailed within the Transport Statement, vehicle parking provision would include spaces for cars, disabled visitors, cycles and HGV's.

The breakdown is as follows: -

- Cars: 128 bays
- Disabled spaces: 6 bays
- Lorries: 17 bays
- Cycles: 50 bays

And the site would be accessed via the exiting, upgraded access from Uxbridge Road.

The building has been designed to achieve the highest BREEAM rating of 'Excellent'.

## **PLANNING HISTORY**

Through conducting a search on the Councils Public Access site, over 70 planning applications have been identified. The majority of these relate to signage and minor alterations. However, a number of these are of relevance to this application:



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Original Consent for use as retail Park – Application ref: 1911BJ/95/895 - Redevelopment of the site to provide 9,290m<sup>2</sup> of Class A1 (non-food retail) floorspace and 278m<sup>2</sup> of Class A3 (food and drink) floorspace plus associated parking and landscaping (involving demolition of existing record factory) (outline application) – Approved January 1996

An application for reserved matters relating to the above permission was approved May 1996 application ref: 1911/BM/96/0326

Application ref: 51487/APP/2008/724 - Change of use of unit 8 from class A3 (restaurants, snack bars, cafes) to class A1 (shops) (application for a certificate of lawfulness for a proposed use or development) – Approved February 2008

Application ref: 71371/APP/2018/580 - Application for planning permission for physical works to reconfigure and extend Unit 7B to create two new units for use as a foodstore (Class A1) and a cafe (mixed use including Classes A1 and A3) – Refused February 2018

Application ref: 1911/APP/2018/1273 - Erection of a new building measuring 214 sq. m (GIA) for use within Use Classes A1 and/or A3 and associated physical works to site layout – Approved April 2018

Application ref: 51733/APP/2018/3424 - Change of use from retail (Use Class A1) to a 24 hour flexible retail/gym/fitness centre use (Use Classes A1/D2) – Approved September 2018

Application ref: 1911/APP/2020/2720 - Erection of a new building measuring 114 sq. m (GIA) for use as retail, restaurant and/or takeaway with associated physical works to site layout – Approved August 2020

## **RELEVANT PLANNING POLICY**

This section sets out the key local and national planning policy which is material to the

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determination of this planning application.

## **The Development Plan**

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

This section sets out the development plan policies which are relevant to the determination of this application.

The development plan for LBH includes the following plans, which this application will be assessed against:

The London Plan (March 2021);

The Local Plan: Part 1 Strategic Policies (LPP1) (November 2012) (LPP1);

The Local Plan: Part 2 Development Management Policies and Site Allocations and Designations (January 2020) (LPP2); and

The West London Waste Plan (July 2015).

Aside from the West London Waste Plan, the remaining plans are directly relevant.

### Hillingdon Local Plan

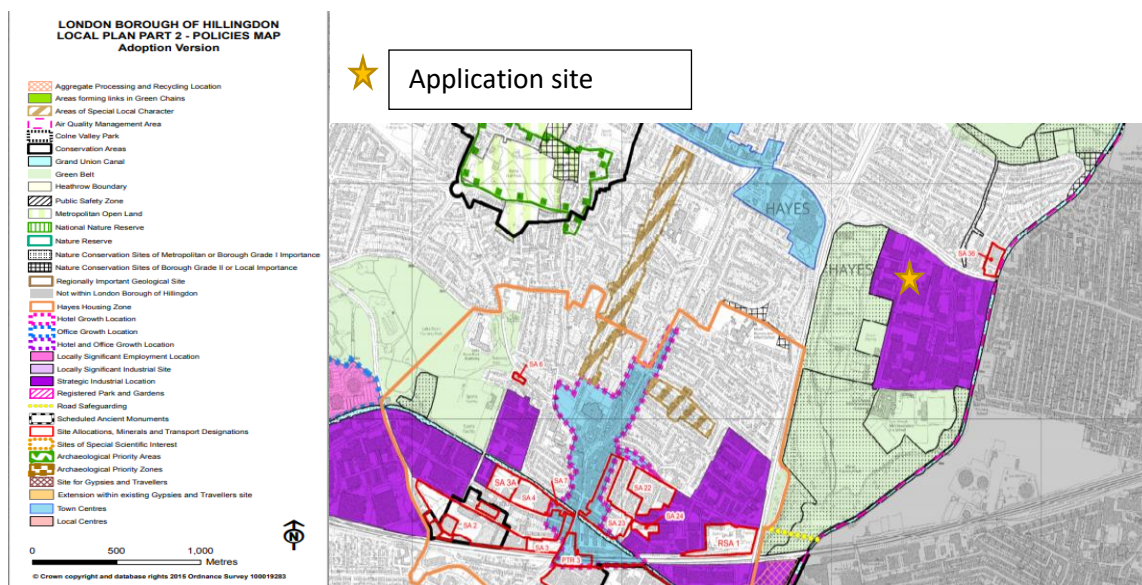
The Local Plan in split into part 1 and part 2, together they form the Council's future development strategy for the borough. They set out a framework and detailed policies to guide planning decisions

and are the starting point for considering whether planning applications should be approved.

The Local Plan Part 1 comprises the strategic document. This defines the overall level and broad locations of growth up to 2026 and was adopted in November 2012. It comprises a spatial vision and strategy, strategic objectives, core policies and a monitoring and implementation framework. These strategic policies, are supported by more detailed policies and allocations set out in the Local Plan Part 2.

The Local Plan Part 2 contains the Development Management Policies, Site Allocations and Designations and the Policies Map. This Plan was adopted in January 2020.

An extract from the Policies Map is below. This illustrates the application sites designation as a 'Strategic Industrial Location'.

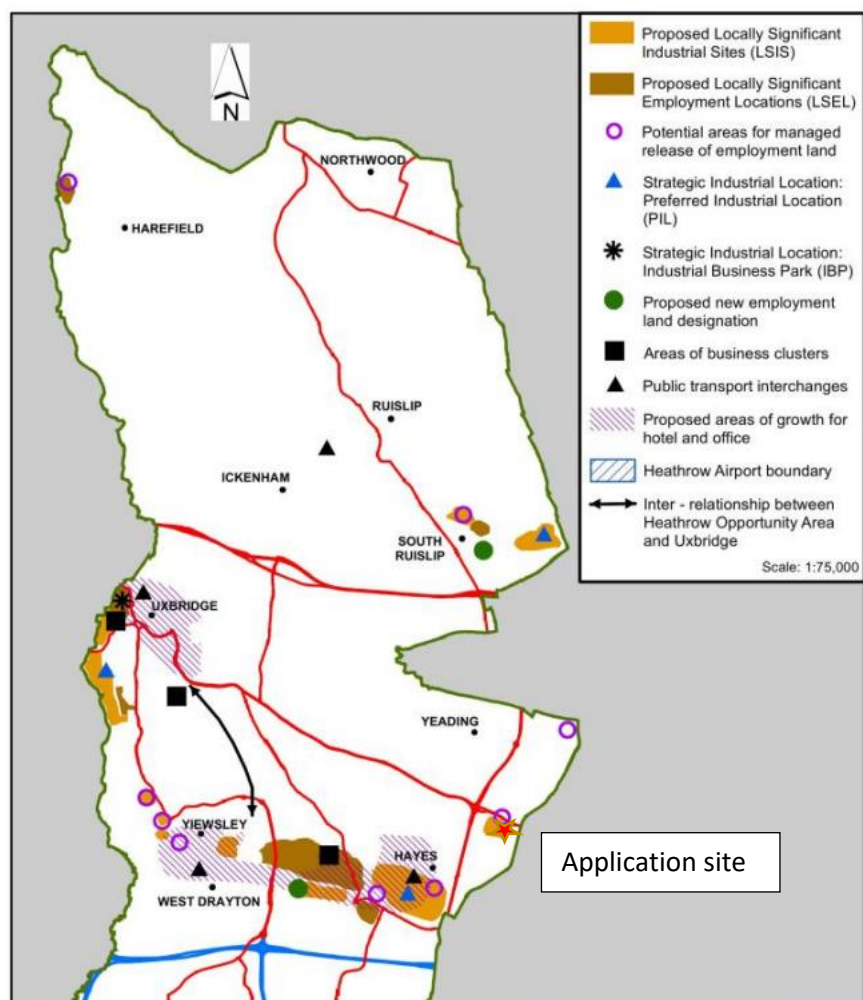


The site is situated on the perimeter of the Hayes and West Drayton Corridor. This is a key location for employment growth in the Heathrow Opportunity Area. The plan acknowledges that while traditional manufacturing in this area has declined, the logistics and distribution sector has strengthened.

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The plan further acknowledges that some employment sites in the Hayes/West Drayton Corridor will be partially released for mixed use development. It is stated that cross rail will be a catalyst for growth and regeneration in the Corridor, particularly around Hayes town centre where the station will be modernised as a public transport interchange. Furthermore, the Grand Union Canal is recognised as a key open space and blue/ green corridor with improved public access, strong biodiversity habitats, and increased opportunities for recreation and leisure activities.

**Map 5.1 Locations for Employment Growth**



As illustrated by the extract above, the application site is a 'Proposed Locally Significant Industrial Site' (LSIS) with the purple circle indicating a 'potential area for the release of employment land'.

### Part 1 Policies

The most applicable policies relating to the principle of development are Policies E1 and E2. (extracts below)

### **Policy E1: Managing the Supply of Employment Land**

The Council will accommodate growth by protecting Strategic Industrial Locations and the designation of Locally Significant Industrial Sites (LSIS) and Locally Significant Employment Locations (LSEL) including the designation of 13.63 hectares of new employment land.

Areas for managed release of employment land are shown on Map 5.1.

### **Policy E2: Location of Employment Growth**

The Council will accommodate 9,000 new jobs during the plan period. Most of this employment growth will be directed towards suitable sites in the Heathrow Opportunity Area, Strategic Industrial Locations (SILs), Locally Significant Employment Locations (LSEL), Locally Significant Industrial Sites (LSIS), Uxbridge Town Centre and Hayes Town Centre with a particular focus around transport nodes. The Council will promote development in highly accessible locations that delivers sustainable travel patterns and contributes to the improvement of existing networks to reduce emissions and impacts on air quality. The Council will accommodate a minimum of 3,800 additional hotel bedrooms, and new hotels and visitor facilities will be encouraged in Uxbridge, Hayes, on sites outside of designated employment land on the Heathrow perimeter and in other sustainable locations.

The applicable criteria based policies are as follow:-

### **Policy E7 – Raising Skills**

This encourages the development of major sites for construction and end use occupiers ensures a ranges of training and employment opportunities, and LBH encourage workforce development initiatives and training programmes.

### **Policy BE1 – Built Environment**

This seeks to ensure that all new development is of high quality, responds to local character, improves environmental quality, and includes a safe network of routes.

### **Policy EM1 – Climate Change Adaptation and Mitigation**

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This requires that various climate change mitigation measures to be addressed at every stage of the development process. This includes to encourage a modal split away from the private car, promote the use of decentralised energy, incorporate low carbon strategies, and provide for renewable energy generation. The policy also encourages the location of new development on previously developed land, promotes the use of green walls/roofs as well as passive design, and seeking to focus development on those areas that are not subject to sensitivities.

#### **Policy EM6 – Flood Risk Management**

In line with national planning policy, this sets a framework that focusses new development (particularly where vulnerable) into Flood Zone 1 rather than within Flood Zones 2 and 3. It states that all developments should use SUDs unless demonstrated it is not viable

#### **Policy EM7 - Biodiversity and Geological Conservation**

This states that LBH's biodiversity will be maintained and enhanced and that this will be achieved through the retention and enhancement of designated ecological sites and the provision of ecological enhancements (including green roofs and living walls) for new development.

#### **Policy EM8 - Land, Water, Air and Noise**

This seeks to maintain water quality. Specifically, in relation to air quality, it places the requirement for major developments in AQMAs to demonstrate air quality neutrality. With regard to noise, it indicates that LBH will seek to ensure that noise sensitive development and noise generating development are only permitted if noise impacts can be adequately controlled and mitigated.

#### **Policy EM11 – Sustainable Waste Management**

This policy seeks to reduce the amount of waste produced in the Borough and work in conjunction with its partners in West London, to identify and allocate suitable new sites for waste management

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facilities within the West London Waste Plan. The policy 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 T1 – Accessible Local Destinations**

This seeks to focus new development in accessible and sustainable locations.

#### **Policy T3 – North-South Sustainable Transport Links**

This policy states that the Council will improve north-south public transport links in the borough and link residential areas directly with employment areas and transport interchanges.

#### **Policy CI1: Community Infrastructure Provision**

The policy seeks to ensure that community and social infrastructure is provided in Hillingdon to cater for the needs of the existing community and future populations. This includes implementing a borough-wide Community Infrastructure Levy (CIL) to fund community infrastructure provision.

#### Part 2 Policies

The application site is situated within a Strategic Industrial Location and specifically a preferred Industrial location. The plan sets out that such areas are suitable for general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions and other industrial related uses. (i.e. generally Use Classes B1 (c), B2 and B8.

The Plan continues that Locally Significant Industrial sites (the application site) are primarily for industrial activities.



The most applicable Policy concerning the principle of development is DME1 (extract further below).

This is supportive industrial and warehousing uses on locally significant industrial sites.

**Policy DME 1: Employment Uses on Designated Employment Sites**

**A)** The Council will support employment proposals in Strategic Industrial Locations (SILs) - Preferred Industrial Locations (PIL) or Industrial Business Parks (IBP) - in accordance with relevant policies in the London Plan.

**B)** The Council will support industrial and warehousing uses (Use Classes B1 (c), B2 and B8) and Sui Generis uses that are appropriate in an industrial area within Locally Significant Industrial Sites (LSIS).

**C)** The Council will support light industrial, office and research & development activities (B1 (a) (b) (c) Use Classes) within Locally Significant Employment Locations (LSELs).

**D)** Proposals for other uses will be acceptable in SILs, LSELs and on LSIS only where:

- i) There is no realistic prospect of the land being developed in accordance with criterion A, B or C; or
- ii) Sites have been vacant and consistently marketed for a period of 2 years; and
- iii) The proposed alternative use does not conflict with the policies and objectives of this Plan.

**E)** Development adjacent to SILs, LSIS and LSELs must be located and/or designed so as to not to compromise the integrity or operation of these employment areas.

**F)** Proposals for small scale ancillary development which supports

The applicable criteria-based Policies are as follow: -

**Policy DMHB 11: Design of New Development**

This is a general design policy, stating that new development should be appropriate to its context (in terms of scale and composition), use high quality materials, protected designated and undesignated heritage, biodiversity, and landscape assets, and be acceptable on amenity grounds. It is accompanied by the Accessible Hillingdon Supplementary Planning Document which provides

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further guidance on inclusive design.

#### **Policy DMHB 12: Streets and Public Realm**

This requires that development is well integrated with the surrounding area and is accessible. Proposals that improve legibility, improve the public realm, provides safe pedestrian and cycle connectivity, and promote inclusive design are supported.

#### **Policy DMHB 14 Trees and Landscaping**

This encourages the retention of existing landscape features as well as the inclusion of landscaping works as part of new proposals.

#### **Policy DMHB 15: Planning for Safer Places**

This encourages the design of new buildings to incorporate secured by design principles.

#### **Policy DMEI 1: Living Walls and Roofs and on-site Vegetation**

This identifies the requirements for all major developments in Air Quality Management areas to incorporate living roofs or walls.

#### **Policy DMEI 2: Reducing Carbon Emissions**

This encourages all development to achieve the London Plan renewable energy targets, stating that development should be accompanied by an Energy statement, and, where they don't meet necessary standards, make a payment in lieu.

#### **Policy DMEI 3: Decentralised Energy**

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This requires developments to be designed to be plugged-in to decentralised energy networks. Major development that is within 500m of an existing network or a network that will come online in the next three years are required to be connected to the network.

**Policy DMEI 7: Biodiversity Protection and Enhancement**

This requires development to retain and enhance features of biodiversity value. Appropriate survey work is identified as being required to demonstrate the effects of development.

**Policy DMEI 9: Management of Flood Risk**

This seeks to focus development into Flood Zone 1 and provides a framework for what information should be submitted and how applications should be assessed, for proposals for development within Flood Zone 2 and Flood Zone 3. Within Flood Zone 2 there is a requirement to undertake a sequential test for high vulnerability uses. Where no appropriate sites are available, development should be located in portions with the lowest risk.

**Policy DMEI 10: Water Management, Efficiency and Quality**

This identifies a requirement for new development to incorporate SuDS measures and to include measures to facilitate the efficient use of water.

**Policy DMEI 12: Development of Land Affected by Contamination**

This provides guidance on what documentation is expected to be submitted for sites on contaminated land and how planning conditions can should be used in this regard.

**Policy DMEI 14 Air Quality**

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This identifies a requirement for development to be air quality neutral, and to include mitigation measures, and contribute to the improvement of air quality, particularly within Air Quality Management Areas.

### **Policy DMHB 10: High Buildings and Structures**

This provides criteria that proposals for tall buildings need to satisfy.

These are:-

*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;*

*iv) achieve high architectural quality and include design innovation. Consideration should be given to its silhouette, so that it provides a positive contribution to the skyline, its design at street level, facing materials and finishes, lighting and night time impact;*

*v) not adversely impact on the microclimate (i.e. wind conditions and natural light) of the site and that of the surrounding areas, with particular focus on maintaining useable and suitable comfort levels in public spaces;*

*vi) be well managed, provide positive social and economic benefits and contribute to socially*

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*balanced and inclusive communities;*

*vii) comply with aviation and navigation requirements and not adversely impact upon telecommunication, television and radio transmission networks; and*

*viii) demonstrate consideration of public safety requirements as part of the overall design, including the provision of evacuation routes*

#### **Policy DMT 1: Managing Transport Impacts**

This requires development to be accessible by walking/ cycling and by public transport, provide equal access measures for all, address servicing requirements, and have no significant adverse air quality or noise impact. It also states the requirement for Transport Assessments and Travel Plans for certain forms of development.

#### **Policy DMT 2: Highways Impacts**

This includes a requirement for new development to provide safe vehicular access, to not have a detrimental impact on amenity in terms of noise and air quality, to provide safe pedestrian and cycle access, and to incorporate mitigation and improvement measures where required.

#### **Policy DMT 4: Public Transport**

The policy seeks to support and promote the enhancement of public transport facilities, including at key interchanges that address the needs of the Borough and may require developers to mitigate transport impacts from development proposals by improving local public transport facilities and services.

#### **Policy DMT 5: Pedestrians and Cyclists**

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This Policy provides a continuation of Policy DMT2 through requiring the provision of safe and accessible pedestrian access through the retention and enhancement of existing facilities.

**Policy DMT 6: Vehicle Parking**

This requires car parking provision to be in accordance with adopted car parking standards.

**Policy DMT 7: Freight**

This requires development proposals that generate a high number and/or intensity of transport and movements such as those relating to logistics and distribution or freight to demonstrate that: i) they are conveniently located to enable direct routing to the strategic road network; and ii) there is no deleterious impact on residential areas, local air quality levels, local amenity or the highway network. The policy also supports the use of the Blue Ribbon Network for rail and freight transport.

Site Allocation

In terms of the specific site allocations, the extract below covers the application site:-

## REBALANCING EMPLOYMENT LAND

### Map C: Springfield Road, part of the Hayes Industrial Area SIL

#### 8) Springfield Road, to the east of Minet Country Park, Hayes

4.19 Springfield Road, Hayes is a vibrant employment site with a wide range of businesses. It has benefited from recent investment from the private sector. Vacancy rates are only slightly above the normal accepted churn rate. The Council is of the view that most of the existing Industrial Business Area should be regarded as forming part of the Hayes Industrial Area – Preferred Industrial Location.



### The London Plan

As the site is within the London Borough of Hillingdon, policies within the London Plan are also relevant.

The London Plan 2021 is the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years and the Mayor's vision for Good Growth.

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The Plan is part of the statutory Development Plan for London, meaning that the policies in the Plan should inform decisions on planning applications across the capital. Policies within the Local Plan are consistent with policies in the London Plan. On account of this where policies replicate one another there is no need to reiterate their content. The content of standalone Policy will however be summarised below.

### **GG2 Making the best use of land**

This sets out that to create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must: A enable the development of brownfield land, particularly in Opportunity Areas, on surplus public sector land, and sites within and on the edge of town centres, as well as utilising small sites.

### **GG3 Creating a healthy city**

Criterion F of this policy seeks to improve London's air quality, reduce public exposure to poor air quality and minimise inequalities in levels of exposure to air pollution.

### **GG5 Growing a good economy**

Seeks to conserve and enhance London's global economic competitiveness through a number of means, including the need to plan for sufficient employment and industrial space in the right locations to support economic development and regeneration (criterion c). The site is located within the Heathrow Opportunity Area which covers much of the southern part of the LBH. Over the plan period, the aim is for the delivery of 13,000 homes and 11,000 jobs within this area.

### **GG6 Increasing efficiency and resilience**

This policy seeks to help London become a more efficient and resilient city, those involved in planning and development must: A) seek to improve energy efficiency and support the move



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towards a low carbon circular economy, contributing towards London becoming a zero carbon city by 2050 and B) ensure buildings and infrastructure are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect.

#### **Policy D1 London's form, character and capacity for growth**

This provides a policy framework for delivering design. It identifies the requirements for assessing an area's characteristics and then sets out the steps for using this information to establish capacity for growth, and to ensure that sites are developed to an optimum capacity that is responsive to the site's context and supporting infrastructure.

#### **Policy D2 Infrastructure requirements for sustainable densities**

This continues from Policy D2, to consider how infrastructure requirements and the capacity of existing infrastructure may be balanced and thus proportionate to the scale of the development. This means that the development proposed takes the most appropriate form for the site, and will not necessarily mean the maximum capacity.

#### **Policy D3 Optimising site capacity through the design-led approach**

This sets out that all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity.

#### **Policy D4 Delivering Good Design**

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This identifies how development delivers good design, noting that the responsibility for undertaking the various process or actions suggested in the Policy, will depend on the nature of the development – however the key outcome is reiterated as this process must ensure the most efficient use of land is made so that development on all sites is optimised.

#### **Policy D5 (Inclusive Design)**

This policy expects development proposals to achieve the highest standards of accessible and inclusive design.

#### **Policy D8 Public Realm Development**

This policy states that development proposals should: A encourage and explore opportunities to create new public realm where appropriate. 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. It continues that landscape treatment, planting, street furniture and surface materials should be of good quality, fit-for-purpose, durable and sustainable. It states that lighting, should be carefully considered and well-designed in order to minimise intrusive lighting infrastructure and reduce light pollution

#### **Policy D9 Tall buildings**

##### Definition

The policy explains that these should be defined upon the local context and that 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.

#### **Policy D11 Safety, security and resilience to emergency**

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This policy requires that development proposals should maximise building resilience and minimise potential physical risks, including those arising as a result of extreme weather. Development should include measures to design out crime that – in proportion to the risk – deter terrorism, assist in the detection of terrorist activity and help mitigate its effects. These measures should be considered at the start of the design process to ensure they are inclusive and aesthetically integrated into the development and the wider area.

#### **Policy D12 Fire safety**

This policy sets out that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety.

#### **Policy D14 Noise**

This sets out how proposals should reduce, manage and mitigate noise to improve health and quality of life.

#### **Policy E2 Providing suitable business space**

Within part B, this requires that the development of B Use Class business uses should ensure that the space is fit for purpose having regard to the type and use of the space.

#### **Policy E4 Land for industry, logistics and services to support London's economic function**

This policy, along with its supporting text sets out the framework for boroughs to ensure that a sufficient supply of land and premises is provided and maintained to meet current and future demand for industrial and related functions.

#### **Policy E5 Strategic Industrial Locations (SIL)**

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This Policy relates to London's 55 SIL's, which include the Hayes industrial Area (in which the site is located). The policy states that development proposals in SILs should be supported where the uses proposed fall within the industrial-type activities set out in Policy E4 (which includes storage and logistics/distribution (Use Class B8), as well as emerging industrial-related sectors). Part D of this policy also requires that development proposals within or adjacent to SILs should not compromise the integrity or effectiveness of these locations in accommodating industrial-type activities and their ability to operate on a 24-hour basis.

#### **Policy E6 Locally Significant Industrial Sites**

This policy identifies the locally significant industrial sites and containing criteria for their development.

#### **Policy E7 Industrial intensification, co-location and substitution**

This policy sets out that Development Plans and development proposals should be proactive and encourage the intensification of business uses in Use Classes B1c, B2 and B8 occupying all categories of industrial land through: 1) introduction of small units 2) development of multi-storey schemes 3) addition of basements 4) more efficient use of land through higher plot ratios having regard to operational yard space requirements (including servicing) and mitigating impacts on the transport network where necessary. It continues that Development Plans and planning frameworks should be proactive and consider, in collaboration with the Mayor, whether certain logistics, industrial and related functions in selected parts of SIL or LSIS could be intensified to provide additional industrial development.

#### **Policy E8 Sector Growth Opportunities and Clusters**

This Policy is clear that the new London Plan should support business and employment across all sectors of the economy and capitalising on new growth opportunities in emerging sectors.

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### **Policy E11 Skills and opportunities for all**

This policy sets out that development proposals should support employment, skills development, apprenticeships, and other education and training opportunities in both the construction and end-use phases, including through Section 106 obligations where appropriate.

### **Policy G1 Green Infrastructure**

This requires that development proposals should incorporate appropriate elements of green infrastructure that are integrated into London's wider green infrastructure network.

### **Policy G5 Urban greening**

This policy requires that Major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage.

### **Policy SI 1 Improving air quality**

This sets out that Development Plans, through relevant strategic, site-specific and area-based policies, should seek opportunities to identify and deliver further improvements to air quality and should not reduce air quality benefits that result from the Mayor's or boroughs' activities to improve air quality.

### **Policy SI 2 Minimising greenhouse gas emissions**

This policy requires that Major development should be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in

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accordance with the identified energy hierarchy. The policy continues that Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy and that a minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development.

### **Policy SI 3 Energy Infrastructure**

This sets out that developers should engage at an early stage with relevant energy companies and bodies to establish the future energy and infrastructure requirements arising from large-scale development.

### **Policy SI 4 Managing heat risk**

This requires that development proposals should minimise adverse impacts on the urban heat island through design, layout, orientation, materials and the incorporation of green infrastructure and that Major development proposals should demonstrate through an energy strategy how they will reduce the potential for internal overheating and reliance on air conditioning systems.

### **Policy SI 5 Water Infrastructure**

This requires development proposal to achieve at least the BREEAM standard for the 'Wat 01' water category or equivalent, and incorporate measures to minimise the use of mains water, water supplies and resources.

### **Policy SI 6 Digital connectivity infrastructure**

This sets out that to ensure London's global competitiveness, development proposals should: 1) ensure that sufficient ducting space for full fibre connectivity infrastructure is provided to all end users within new developments, unless an affordable alternative 1GB/s-capable connection is made available to all end users 2) meet expected demand for mobile connectivity generated by the

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development 3) take appropriate measures to avoid reducing mobile connectivity in surrounding areas; where that is not possible, any potential reduction would require mitigation 4) support the effective use of rooftops and the public realm (such as street furniture and bins) to accommodate well-designed and suitably located mobile digital infrastructure.

#### **Policy SI 12 Flood Risk Management**

This requires that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed.

#### **Policy SI 13 Sustainable Drainage**

This sets out that development proposals should aim to achieve greenfield run-off rate and ensure that surface run-off is managed as close to the source as possible (in line with the drainage hierarchy).

#### **Policy T1 Strategic approach to transport**

This requires development proposals to facilitate the proposed transport schemes set out in the Plan, but also to facilitate the delivery of the Mayor's strategic target of 80% of all trips in London to be made by foot, cycle or public transport by 2041.

#### **Policy T3 Transport capacity, connectivity and safeguarding**

This sets out that development decisions should ensure the provision of sufficient and suitably-located land for the development of the current and expanded public and active transport system to serve London's needs.

#### **Policy T4 Assessing and mitigating transport impacts**

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This identifies the expectations for transport assessments, stating that these should focus on embedding the Healthy Streets Approach within and in the vicinity of the new development.

#### **Policy T5 Cycling and Policy T6 Car parking**

These policies all provide detail on cycle and car parking expectations and standards.

#### **Policy T6 Non-residential disabled persons parking**

This policy sets out that disabled persons parking should be provided in accordance with the levels set out in Table 10.6 (5%), ensuring that all non-residential elements should provide access to at least one on or off-street disabled persons parking bay. It continues that 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 Deliveries, Servicing and Construction**

This sets out various criteria, ones of which requires that development proposals facilitate safe, clean and efficient deliveries and servicing.

#### **Policy T9 Funding transport infrastructure through planning**

This sets out that the Mayor will charge the Mayoral Community Infrastructure Levy (MCIL) to secure funding towards transport infrastructure of strategic importance such as Crossrail 2, and potentially other strategic transport infrastructure.

#### **National Planning Policy Framework (the Framework) (July 2021)**

The Framework was originally published in March 2012. A revised version was subsequently



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published in July 2018 and was then updated in February 2019. More recently, the Government published the current version of the Framework in July 2021.

At the heart of the Framework is the presumption in favour of sustainable development; its policies are a material consideration in the determination of planning applications.

The three dimensions of sustainable development are set out at Paragraph 8 of the Framework, requiring the planning system to perform an economic, social and environmental role.

To ensure sustainable development is pursued in a positive way, the overarching policy objective of the Framework is the presumption in favour of sustainable development. At Paragraph 11, it is stated that for decision-making this means:

Approving development proposals that accord with the development plan without delay; or

Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless;

i) Specific policies in the Framework provide a clear reason for refusing the development proposed, or

ii) Any adverse impacts would significantly or demonstrably outweigh the benefits.

Section 4 sets out the approach to be taken by Local Planning Authorities in decision-making for proposed development in a positive and creative way. Paragraph 38 suggests that LPAs should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.

Section 6 of the Framework deals with building a strong and competitive economy and emphasises

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the Government's commitment to ensuring that the planning system does everything it can to support sustainable economic growth. Paragraph 81 states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Paragraph 83 sets out that planning policies and decisions should recognise and address specific locational requirements of different sectors, including storage and distribution operations at a variety of scales and in suitably accessible locations.

Section 9 of the Framework focuses upon the promotion of sustainable transport. Paragraph 105 advises that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. It makes clear at Paragraph 110 that when assessing sites for allocation in plans or specific applications for development, it should be ensured that:

- appropriate opportunities to promote sustainable transport modes can be taken up, given the type of development and its location,
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

The requirement to achieve well-designed places is set out in Section 12 of the Framework. Paragraph 130 states that planning decisions should aim to ensure that developments;

- function well and add to the overall character of the area, not just for the short term but over the lifetime of the development;
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- are sympathetic to local character and history, while not preventing or discouraging appropriate innovation or change;

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- establish or maintain a strong sense of place;
  - optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and
  - create places that are safe, inclusive and accessible.

Paragraph 134 advises that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Section 14 relates to planning for climate change and flood risk. In terms of flood risk the sequential approach to development is set out in paragraph 157-158 of the Framework.

To support the move to a low carbon future, new development should comply with any development plan policies on local requirements for decentralised energy supply, and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption (Paragraph 157).

Section 15 relates to conserving and enhancing the natural environment. Paragraph 180 deals with issues relating to biodiversity when determining planning applications. Local planning authorities are advised to apply the following principles:

- if significant harm resulting from a development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then the planning permission should be refused;
- opportunities to incorporate biodiversity in and around developments should be encouraged.

Paragraph 183 refers to sites should be suitable for their proposed use, taking account of ground conditions and any risks from land instability and contamination.

Paragraph 185 relates to the impact from noise and light pollution and ensures that new

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development is appropriate for its location taking into account the likely effects of pollution on health, living conditions and the natural environment. Planning policies and decisions should mitigate and reduce to a minimum potential adverse impact resulting from noise from new development, identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason, and, limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

Planning decisions should ensure that any new development complies with relevant limit values and takes into account the presence of AQMAs and Clean Air Zones. Opportunities to improve air quality or mitigate impacts should be identified, and at the decision-making stage it should be ensured that any new development in AQMAs and Clean Air Zones is consistent with the local air quality action plan (Paragraph 186).

### **Planning Practice Guidance (PPG)**

The National Planning Practice Guidance (PPG) reinforces and provides additional guidance on the policy requirements of the NPPF. The PPG is a web based resource that is continually updated.

The PPG also provides extensive guidance on the matter of design, including listing the planning objectives that can be achieved via good design. These include considering local character, landscape setting, safe, crime prevention, security measures, access and inclusion, efficient use of natural resources and cohesive and vibrant neighbourhoods.

National Planning Policy Guidance (PPG) The Practice Guidance sets out broad methodologies for assessing the demand for and supply of housing and economic development. The Practice Guidance states that plan makers should liaise closely with the business community to understand their current and potential future requirements.

### **SPG - Planning Obligations**

The Planning Obligations Supplementary Planning Guidance has been considered, and the extract below provided in terms of CIL requirements.

**TABLE 1: PLANNING OBLIGATIONS GRID**

Local Plan Policy	Type of Obligation	Residential (Units)			Non Residential (sqm)		
		0-9	10-14	15+	<100	100-1000	>1000
H2	Affordable housing	x	√	√	x	x	x
T1	Travel plans	x	x	x	x	√	√
T1	Site specific transport works	√ calculated on site by site basis and may include travel plans for larger residential schemes					
EM8	Air quality improvements	√ but only where there is a net increase in traffic based trips					
EM8	Noise and vibration improvements	x	x	x	Dependant on nature of scheme		
E7	Employment and training provision	x	x	x	√	√	√
BE1	Community safety in the public realm	Dependant on nature of scheme					
EM7	Environmental impacts	Dependant on nature of scheme					
EM4	Open space and recreation	x	x	√	√	√	√
CI1	Community Infrastructure Provision	Dependant on the nature of the scheme. Only large projects generating on site requirements should fund provision of community facilities through Planning Obligations					

## Town and Country Planning Use Classes Amendment 2020

The Government on 21st July 2020 published The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020, which came into force on 1st September 2020. The most significant change and most relevant to this report is the introduction of a new 'Commercial, Business and Service' Use Class, Use Class E. This subsumes A1, A2, A3, B1, D1, D2 into one single class. This means that planning permission will no longer be required for change of use between these former different use classes. The residential (C classes), general industrial (B2) and storage and distribution (B8) use classes remain.



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## **ASSESSMENT OF PROPOSAL**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan, unless material considerations indicate otherwise.

Whilst the Framework does not change the statutory status of the Development Plan as the starting point in decision making, the Framework itself constitutes an important material consideration in the determination process. It presents the Government's view of what sustainable development means in practice for the planning system.

The Government's objective in publishing the Framework was to secure a significant culture change in the way planning applications are determined, with a clear presumption in favour of sustainable development. The Framework sets the overarching objectives in achieving sustainable development; an economic objective, a social objective and an environmental objective.

The economic objective helps to build a strong, responsive and competitive economy by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity.

The social objective supports strong, vibrant and healthy communities, through fostering a well-designed and safe built environment that reflects current and future needs and support communities' health, social and cultural well-being.

The environmental objective contributes to protecting and enhancing the natural, built and historic environment, making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, adapting to climate change and moving to a low carbon economy.

Local planning authorities should proactively drive and support sustainable economic development

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to deliver the homes, business and industrial units and infrastructure the country needs.

For decision taking, the Framework requires local planning authorities to approve development proposals that accord with the development plan without delay, or where there are no relevant development plan policies, or the policies are out-of-date, grant permission unless there is a clear reason for refusing the development proposed or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole.

The Development Plan in this case comprises of the Part 1 and Part 2 Local Plans.

The Local Plan Part 1 comprises the strategic document. It sets out the overall level and broad locations of growth up to 2026 and was adopted in November 2012.

These strategic policies are supported by more detailed policies and allocations set out in the Local Plan Part 2.

The Local Plan Part 2 comprises Development Management Policies, Site Allocations and Designations, and the Policies Map. This Plan was adopted in January 2020.

The London Plan also forms part of the development plan. This was adopted in 2021.

These plans are considered up to date and as such, should be attributed full weight in the decision making process.

## **Key Planning Issues**

The key planning issues identified in respect of the proposed development are as follow:

- The Principle of Development



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- Economic Considerations
  - Design, Character and Appearance
  - Access and Transport
  - Residential Amenity
  - Ground Conditions
  - Air Quality
  - Flood Risk and Drainage
  - Ecology and Biodiversity
  - Tall Buildings/Wind Assessment
  - Energy Usage/Sustainability
  - Engagement

### **Principle of Development**

Within the Local Plan Part 1, the application site is designated as a 'Proposed Locally Significant Industrial Site' (SIL) with Policy E1 seeking to accommodate growth by protecting designated sites (such as this) and allocating 13.63 hectares of new employment sites. Furthermore, Policy E2 states that the Council will accommodate 9000 new jobs.

In addition, policy DME1 of the Local Plan Part 2 seeks to support employment proposals on allocated employment sites, specifically stating that B1 (c) B2, B8 and Sui Generis uses will be appropriate on Locally Significant Industrial Sites.

The London Plan describes SILs as the “main reservoirs of industrial and related capacity” with Policy E5 of the London Plan, and also Policy E2 of the LPP1 and Policy DME 1 of the LPP2 DMP, offering support for (and going as far as to encourage in the London Plan) proposals that result in the intensification of employment uses on SILs. SILs have strategic protection as they are considered critical to the effective function of London’s economy. They are identified as the most preferable sites that can accommodate activities, which – by virtue of their scale, noise, odours, dust, emissions, hours of operation and/or vehicular movements – could result in tensions with other land

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uses, particularly residential development. The London Plan reiterates that its particular important that London retains an efficient logistics function and enhance strategic provision in SILs. The development proposed will clearly contribute to achieving this strategic aspiration.

The Framework is also a material consideration. This places significant weight on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. With Paragraph 82 providing additional support through its requirements for planning to set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth.. and paragraph 83 which recognises the specific locational requirements of different sectors and the importance of making provision for storage and distribution operations at a variety of scales and in suitably accessible locations.

As a result of its historic uses, the site is also defined as previously developed land. Both national and local planning policy seek to maximise the efficiency of land and thus are supportive of the development of brownfield land (such as this). This designation therefore offers further support in favour of the proposal.

The in principle acceptance of the proposal has also been confirmed within the recent pre-application response letter from the London Borough of Hillingdon, dated 07/09/21 and relating to this sites redevelopment. The extract below details the Councils response in regard to the principle of development.

## 1. Principle of development

### Principle of Development

The site is currently an out of town centre retail park known as the Hayes Bridge Retail Park. The site is not a sequentially preferable location for main town centres uses and there are no policies in the Development Plan which requires the site to be retained as an out of town centre retail park.

The site is designated as a Strategic Industrial Location (SIL) in the Development Plan. Policy E5 of the London Plan (2021) outlines that proposals in SILs should be supported where the uses proposed fall within the industrial-type activities set out in Part A of Policy E4. This includes use classes B8, B2 and E(g)(iii).

The principle of development is therefore accepted. Use class E(g) includes office use, which is a main town centre use and therefore would not be supported in this location. Any application would need to demonstrate that the office element would be ancillary only to the primary B2 and B8 uses, and any permission would be conditioned to restrict the operation to those uses.

Whilst the Councils response acknowledged that the site currently operates as an out of town retail destination, they that this is not a sequentially preferable location for such a use and notwithstanding the use, its allocation as an industrial site has been re-confirmed through the local plan process. It is further identified that the location would not be a sequentially preferable location for offices. Whilst the proposal would comprise an element of office accommodation, this would be in an ancillary capacity to the sites main use. On this basis, such a use would be acceptable.

The application proposes the erection of a single industrial building in this previously developed site. The proposal has been designed to maximise the capacity of the site and therefore results in efficient use of land. Through its allocation as a 'locally significant industrial site' in a 'strategic industrial location' the development of the site for such commercial uses has already been considered as acceptable in principle.

On the basis of the above, the development would be compliant with the relevant local and national planning policies and would be acceptable in principle.

## **Economic Considerations**

To further detail the economic benefits associated with the proposed redevelopment of the site, the

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application has been supported by an Economic Benefits Statement and an Employment and Skills Plan (ESP).

The ESP sets out the measures that will be implemented to encourage the training and employment of local people during the construction of development. The build phase of the scheme is expected to be around 12-months.

Policy E7 of the Local Plan<sup>1</sup> states the following:

“The Council will ensure a range of training and employment opportunities are linked with the development of major sites for both construction phases and end use occupiers, and through liaising with local colleges and businesses to ensure workforce development initiatives and training programmes reflect skill requirements in the workplace. The Council will engage with local businesses and universities to link high end jobs and green jobs in the borough with higher education courses. The Council will promote Hillingdon as a destination for visitors and tourists and ensure that local residents have access to jobs within related industries.”

More recently, Policy E11 (Skills and opportunities for all) of the 2021 London Plan notes that development proposals should support employment, skills development, apprenticeships, and other education and training opportunities in both the construction and end-use phases, including through Section 106 obligations where appropriate.

Specifically the proposal will:-

- provide at least five work experience opportunities; three will be supported on-site by the construction phase when specific trade works are taking place and suitable candidates are available.
- where possible, source at least 20% of labour from the local area in Hillingdon for the scheme’s construction.
- Commit to promoting job opportunities created by the build phase to those with disabilities

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and learning difficulties.

- Will encourage occupiers to engage with Hillingdon Council to advertise employment opportunities to local residents, for example through Job Centre Plus.
- will look to recruit apprentices both directly for trades on-site and through the local supply chain.

In terms of the more general economic benefits, the following key points have been extracted from the Economic Benefits Statement.

#### Construction Impacts

- Direct and indirect construction-related employment: The Proposed Development will support an estimated 225-255 temporary roles on-site and in the wider economy over the 1-year build programme.
- Contribution of construction phase to economic output: An estimated £22million - £25million of gross value added (GVA) will be generated during the 1-year construction period in current prices.

#### Operational Impacts

- Gross jobs supported on-site: The Proposed Development will support 234- 444 gross permanent full-time equivalent (FTE) jobs on-site once it is built and operational.
- Contribution to economic output: The GVA attributable to the site once operational is estimated at £6.7million- £12.5million per annum.
- Employee wages: The proposed scheme will generate an estimated £9.7million - £15.8million per annum in wages for on-site employees.

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- **Business rates:** It is estimated that annual business rates generated by the scheme could be in the region of £717,500 per annum.
  - **Increased Local spend:** The proposed scheme will generate an estimated £0.22million - £0.43million in additional spend in Hillingdon. This is spend associated with the on-site jobs.

Overall, it is illustrated that the proposal will result in a range of specific and more general economic benefits and will fulfil the requirements of Policy E7 of the Hillingdon Local Plan<sup>1</sup> and Policy E11 of the London Plan.

### **Design, Character and Appearance**

In terms of design and appearance considerations, the application is supported by the following documents: (which will be discussed in further detail below)

- Design and Access Statement
- Arboricultural Statement
- Detailed Landscaping proposals
- Urban Greening Factor Assessment
- Townscape and Visual Impact Assessment

Local plan policies DMHB 11 'Design of New Development' and DMHB 12 'Streets and Public Realm' are both relevant in this regard.

Policy DMHB 11 is a criteria based policy which seeks to ensure the highest standard of design for all new developments. To achieve this it seeks to ensure that the scale of existing development, considering the height, mass and bulk of adjacent structures is taken into account, along with the building plot sizes and widths, plot coverage and established street patterns. It further seeks to ensure the use of high quality building materials and finishes; that the internal design and layout of development maximises sustainability, and that landscaping and tree planting to protect and

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enhance amenity, biodiversity and green infrastructure.

Policy DMHB 12 requires developments to be well integrated with the surrounding area and accessible. To achieve this, the policy includes various criteria. These seek to improve legibility; ensure public realm design takes account of the established townscape character and quality of the surrounding area; include landscaping treatment suitable for the location, serves a purpose, contributes to local green infrastructure and incorporate appropriate and robust hard landscaping, using good quality materials, undertaken to a high standard.

The London plan contains a number of policies which reinforce the requirements of the development plan policies, these include Policy D3 'Optimising site capacity through the design-led approach. This sets out that all development must make the best use of land by following a design-led approach that optimises the capacity of sites. Policy D4 'Delivering good design', Policy D8 'Public realm Development' and Policy D9 'Tall buildings'. Policy D9 is relevant as the proposed building height exceeds 18m. However, the policy requires the LPA consider the acceptability of the proposal on the basis of local circumstances and character.

The Development Plan and specifically the London Plan, indicates change is to be considered as a fundamental characteristic of London, and respecting character and accommodating change should not be seen as mutually exclusive. This is particularly the case in SILs where the London Plan strongly encourages the intensification of uses which can only be delivered through the expansion of existing operations and site wide redevelopment.

The above policies are also consistent with the NPPF, which reinforces the need, and benefits of good design.

### Character

Understanding of the character of a place should not seek to preserve things in a static way but should ensure an appropriate balance is struck between existing fabric and any proposed change.



Opportunities for change and transformation, through new building forms and typologies, should be informed by an understanding of a place's distinctive character, recognising that not all elements of a place are special and valued. As such, good design is central to planning policy at all levels and this application has sought to provide a development that will play a positive urban design role in the built form, that is enduring and successful.



Image illustrating the site context (extracted from the DAS)



Image along Uxbridge Road (Google Street View)





Image of site access from Uxbridge Road (Google Street View)

As illustrated by the above images, the site is situated within a densely developed area. Within the immediate vicinity, the area is characterised by commercial and retail development and supporting services (hotels). This employment swathe is curtailed by the Canal to the east and the Minet County park to the south and west. Uxbridge Road, a dual carriageway continues along the frontage of the employment area, separating the site from the dense residential area further north. The highway and associated infrastructure visually dominate the area, however attempts have been made to soften its harsh appearance through the incorporation of soft landscaping within plot frontages. Built development along the southern most side of the carriageway is inconsistent in terms of its design, appearance, material, scale and age, with the majority being a product of its 'time' or function, resulting in a discordant character. Further to the north and east however, where residential development dominates, there is a consistent character resulting from the regimented street patterns and plot size along with uniformity in scale, materials and age.

The design approach is detailed within the Design and Access statement. This initially provides an overview of the key development requirements. In terms of massing, it is set out that hard edges towards site boundaries will be mitigated by the orientation the unit, providing feature corners to minimise impact in terms of massing to key views and that key views around the site have directly influenced the overall layout, with the retention of existing trees and bunds providing natural screening, whilst also maintaining habitat areas.

The elevations have been detailed to punctuate key features of the buildings such as bookends to the corners and feature banding to accentuate the office entrance. The use of varying cladding

profiles and colours along with full height glazing raise the aesthetic quality and serve to break down the overall uniformity of the design whilst offering excellent longevity and durability. The elevational treatment has been designed to minimise the visual impact of the buildings but provide a strong form with architectural interest. Cladding panels, in shades of grey have been used to emphasise elements of the structure, with horizontal and vertical forms creating juxtaposition between the different components of the scheme. The main elements of the building have been clad in profiled metal cladding with the lighter colour on the higher elements of the building to assist in reducing the apparent height, by fading the building to its parapet. Office cladding and massing hierarchy has been carefully considered along the elevation to break down the overall uniformity of the warehouse design.

Significant circulation space is provided around the building for necessary vehicle loading manoeuvres, with integrated parking, vehicle storage and soft landscaping schemes to be implemented. The sizes of these areas are derived from the needs of the end user. The HGV yard is dimensioned to accommodate modern articulated vehicles and their turning circles.

The building is designed as a propped portal to allow maximum flexibility in design for the end users operation. The proposed unit incorporates a clear internal haunch of 15 metres above finished floor level (F.F.L) in order to provide sufficient flexibility for the future occupier's internal racking or internal fit out. Due to the scale of the building, the treatment of rooflines and the use of colour are of paramount importance. The main warehouse is proposed to be clad in a mixture of vertical and horizontal profiled metal cladding, with lighter colours to higher elements of the building to assist in reducing the perceived height, by fading the building into the skyline.

The underlying principle of the proposed design is to provide a building that offers architectural character, while adding quality and aesthetic enhancement to the immediate vicinity. The proposed unit represents a high quality industrial commercial building that integrates well with its surrounding context.

#### Townscape and Visual Impact Assessment

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Overall the townscape and visual effects of the proposed development are considered to be predominantly localised, to the setting of the site. Local residents and visitors familiar with the area would not consider the proposed development to be an incongruous element on the northern edge of the Springfield Road industrial area. The proposed building has been designed to include imbedded mitigation measures in consideration of its location. The implementation and ongoing maintenance of the landscape proposals will provide an important element on the frontage of the scheme, helping to soften the northern boundary and assimilate the development in to the Uxbridge Road streetscape.

### Landscaping

The application is accompanied by various landscape related documents comprising:-

- Arboricultural Statement
- Detailed Landscaping proposals
- Urban Greening Factor Assessment

To the east of the site boundary lies the Yeading Brook, with mature/semi mature native vegetation along the watercourse. The southern edge of the site is screened by a group of trees. To the north are existing ornamental shrubs and a series of trees, which act as partial screening for the main artery road (Uxbridge Road) and residential areas.

In terms of the proposed landscaping, emphasis throughout the design development has been to prepare a scheme that respects the character of the adjoining local landscape, enhances the ecology and provides a stimulating, coherent and well-structured landscape setting. A significant proportion of the planting will be native, including the tree, thicket, hedgerow and wildflower/species rich grassland to extend and integrate the surrounding landscape character and species distribution into the site. Where a higher level of amenity is required, ornamental species are proposed around the building envelope, along key access routes and within prominent locations adjacent to pedestrian paths.

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The proposed landscape for the site has been designed primarily to provide screening of the main unit, to improve local biodiversity and ultimately for the vegetation to successfully establish. The area to the north of the site has been proposed to improve screening of the main unit from the adjacent housing while also offering ornamental value to pedestrians and workers in the proposed offices. The existing vegetation to the east/southeast is to be cut back to facilitate the new build. Void spaces are to be filled with trees, thicket structural planting and ecologically rich grass seed (all adapted to low level flooding) to help improve the ecological value of Yeading Brook.

The existing group of trees to the south of the site is to be protected and maintained to provide screening for the new unit, with two existing trees to be removed to create an entry point. A native hedge along the south will provide a consistent screen across the boundary, while the proposed Alder trees will eventually establish to heights over 8 metres to provide further screening.

In terms of Urban Greening, the majority of the site is currently hard-surfaced, however, as required by Policy G5 of the London Plan, Urban Greening should be achieved. Through the proposed landscaping measures, there will be an improvement in the quality of the existing landscaped area resulting in an urban greening factor score of 0.19 being achieved.

The approach taken in Policy G5 is not to set a target score for Class B2 and B8 uses but for commercial developments to seek to achieve a score of 0.3. Whilst the 0.3 score has not been achieved, the proposals have clearly sought to maximise landscaping across the site (representing a significant improvement compared to the baseline position) and can therefore be seen as broadly consistent with the aims of Policy G5 of the London Plan.

Whilst there are limited opportunities available across the site to create additional soft landscaped areas, where they do exist, they have been capitalised on. Furthermore, the existing soft landscaping has been improved resulting in a development with enhanced visual appeal in comparison to the existing.

In terms of design, character and visual appeal, the development is considered to have addressed

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the key policy requirements.

### **Access and Transport**

The London Plan sets out transport policies in Chapter 10. Policy T1 sets out that development proposals should facilitate the delivery of the Mayor's strategic target of 80 per cent of all trips in London to be made by foot, cycle or public transport by 2041. The Plan also sets out minimum cycle parking standards and maximum car parking standards.

The Local Plan Policy DMT1 states that proposals will be acceptable where they are accessible by public transport, walking and cycling and adequately address delivery, servicing and drop-off requirements. Policy DMT2 states that development proposals must ensure safe and efficient vehicular access to the highway network.

Hillingdon's parking standards are based on those contained in the London Plan with some variance to address local circumstances in terms of employment sites and residential uses. These are shown in Appendix C of the Local Plan.

In accordance with Policy DMT1, a separate Travel Plan has been produced which provides measures to encourage sustainable transport to and from the site.

In addition, paragraph 11 of the NPPF confirms that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The application has been accompanied by a Transport Statement (TA) this provides an assessment of the sustainable connectivity and transport impacts of the proposed development and sets out details of the proposed parking and access arrangements.

The site is accessed from Uxbridge Road to the north via a three armed signal controlled junction,  
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but the retail park currently restricts HGV access from this junction. The site access arm has two lanes for separate left and right movements and has a right turning lane from the west.

The service area is at the rear of the buildings and all HGVs access the site from the south via a priority junction onto Bullsbrook Road. The site currently provides 489 car parking spaces to the frontage of the retail units.

The site has access onto the A4020 Uxbridge Road. This is a dual carriageway with two lanes in each direction. It also incorporates bus lanes along some of its length, including in an eastbound direction at the site access junction. Within the vicinity of the site the road is subject to a 40mph speed restriction and has footways / cycleways on each side of the carriageway.

The TA incorporates traffic flow surveys, these identified a significant number of movements, in particular during the PM peak hour in relation to the existing use of the site.

Road safety data has also been collated within the vicinity of the site. This comprises of Personal Injury Collision (PIC) data obtained from road safety data published annually by the Department for Transport (DfT). This data does not indicate a specific pattern or issue with the geometry of the highway for pedestrian, cyclist or HGV movements that would be exacerbated by the proposals, particularly given that the existing operation of the site generates these movements on the network. As such the proposal would not result in further issues in this regard

In terms of transport options within the locality, information has been obtained which shows that there is a higher proportion of sustainable travel in this area than across the wider area, which reflects the sustainable connectivity and proximity to residential areas. The data shows that employees in this area have a high level of travel by sustainable modes, particularly by public transport, which is reflective of the sustainable location of the site. As such, this demonstrates that there is excellent potential for walking, cycling and public transport trips to be made to and from the site and that these movements already occur in this area (including for the existing site use). This accessibility to sustainable transport networks will be helpful for minimising the vehicle movements

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on the network and encouraging sustainable travel, therefore assisting to reduce the impact of the scheme on the highway network.

The site layout has been designed to accommodate HGV traffic and separate pedestrians and light vehicles from operational vehicle movements. The site would use the existing access road which links to the signal controlled junction with Uxbridge Road at its northern end. This junction can accommodate all vehicle movements in all directions appropriately. 4.2.2 The car park is situated at the northern end of the proposed building and the HGV / operational entrance would be at the southern end of the access road to separate operational vehicles and light vehicles.

Vehicular access into the site will be obtained from the existing signal controlled junction onto Uxbridge Road. A further emergency site access is provided from the southern end of the site directly into the service yard area from Bullsbrook Road.

Pedestrians would access the site from the Uxbridge Road signal controlled junction and link to the building via the footways either side of the access road.

The parking standards are provided within the Local Plan Development Management Policies Appendix C (Jan 2020). For B2-B8 uses the standards are suggested as two spaces plus 1 space per 50 – 100 sqm of GFA. Applying the standards to the proposed development (15,995 sqm) would equate to a maximum requirement for between 160 and 320 spaces.

The proposals are for 104 car parking spaces, which is well within the maximum LBH levels. However, the London Plan was adopted after the Local Plan, in March 2021, and sets out revised car parking standards and these have been referenced within the pre-application response.

The London Plan suggests parking standards of up to 1 space per 100 sqm for office use (there are no specific B2 / B8 standards). Applied to the floorspace of 15,995 sqm, this equates to a provision of 160 car parking spaces. However, these standards are based on an office use which has a higher employment density than an industrial unit. In relation to industrial sites the London Plan states:

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*“The role of parking – both for workers and operational vehicles – varies considerably depending on location and the type of development proposed. Provision should therefore be determined on a case-by-case basis, with the starting point for commuter parking being the standards in Table 10.4 with differences in employment densities taken into account.”*

The London Plan therefore notes that the location and type of development can have a significant impact on the level of parking and this should therefore be judged on a case by case basis.

The proposed parking provision therefore falls between the lower provision for B2 / B8 use and the provision for office use, as suggested in the London Plan. Considering the level of potential employees (up to 444 employees based on the density guide) and the PTAL of 2, the proposed level of parking is considered appropriate for the potential use and location and is still well below the maximum level in the parking standards within the Local Plan. The proposed car parking provision is also a significant reduction from the existing use of the site. This potentially demonstrates that the proposals would generate a significant reduction in vehicle movements compared with the existing use, particularly considering the existing uses would have a shorter length of stay and more turnover of spaces.

The site would provide five disabled parking bays, equating to 5% of the total provision. Electric vehicle charging is also proposed at a minimum of 5% of the total car parking provision (equating to 5 spaces) with an additional 5% providing passive provision. The development would also provide 50 secure and covered cycle parking spaces and 8 Sheffield Stands (16 spaces), which is in accordance with the minimum standards for a B2 / B8 use in the Local Plan and the London Plan.

The proposals can accommodate service and delivery vehicles appropriately and these vehicles can enter and exit the site in forward gear. The servicing arrangements are also in accordance with the relevant standards.

HGVs can enter and exit the site safely from the existing signal controlled access with Uxbridge Road and would travel to and from the west and via the A312.



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The site is well connected to existing walking and cycling routes. It is also a short walk from the closest bus stops which provide a high frequency of service to key residential areas, as well as connecting to key rail and underground stations.

The site is well suited to accommodate the proposals, being located in a well-established industrial and retail area. The location will encourage and promote sustainable travel behaviour and attract employees who choose to travel by sustainable modes. This will assist in constraining the level of vehicle generation from the site and minimise the impact of the site on the highway network and the potential for overspill parking.

The proposals are forecast to reduce total vehicle movements across morning and evening peak hours and significantly reduce movements over a daily period in comparison with the existing use. As such, the proposals would not have a severe impact on highway capacity or an unacceptable impact on highway safety.

A Travel Plan has also been produced. This identifies measures to encourage sustainable transport to further minimise vehicle use.

Overall, the proposal offers a choice of travel options and represents sustainable development. The proposed parking provision is appropriate and acceptable and will encourage sustainable travel and reduce car use, as set out in London Plan and the Local Plan. The proposal will not have a severe impact on the operation of the surrounding highway network or an unacceptable impact on road safety in line with the requirements of the Local Plan, London Plan, Mayors Transport Strategy and NPPF and therefore no mitigation is required to appropriately accommodate the development.

### **Residential Amenity**

London Plan Policy D14 Noise sets out how proposals should reduce, manage and mitigate noise to improve health and quality of life and paragraph 174 (e) of the NPPF seeks to prevent new development from contributing to, being but at unacceptable risk from, or being adversely affected

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by, unacceptable levels of soil, air, water or noise pollution or land instability, continuing that development should, wherever possible help to improve local environmental conditions.

Paragraph 185 continues that: "Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development.

In doing so they should: a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development - and avoid noise giving rise to significant adverse impacts on health and the quality of life;

As identified, the application proposes the construction of 16,167 (GIA) of use class E(g)(iii), B2 and B8 commercial development, with ancillary office space and a 115m<sup>2</sup> transport office. The building will have a maximum height of approximately 19m and will be laid out as shown on the extract below. At this stage, the precise end users are unknown, with no anticipated restriction of opening hours.



As illustrated, the principle building has been positioned adjacent to the northern boundary of the site, alongside existing industrial development, with its active elevation, service yard and HGV parking facing south, towards further industrial units and the less obtrusive offices have been strategically positioned to the east of the building, facing the road and the closest sensitive receptors on the eastern side of the carriageway. Existing landscape belts to the south and east have also been bolstered, as shown on the strategic landscape plan.

As a result of the proposed layout and landscaping and the significant separation distances between the proposal and the residential properties on the opposite site of Uxbridge Road, notwithstanding the scale of the development proposed, it is not considered that the proposal would result in any materially harmful impacts in terms of overshadowing or privacy and the development would not be overbearing.

To assess potential impacts of noise and disturbance, The application has been accompanied by a noise assessment. The assessment is based on detailed environmental noise measurements at the site, along with a subsequent predictive exercise. The Assessment included the following: sound

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monitoring surveys, a noise modelling exercise, in order to quantify the potential noise generation of the proposed site uses; an assessment of potential noise impacts with respect to the prevailing acoustic conditions at existing off-site receptors. Finally, the assessment sets out mitigation measures, where necessary, to comply with the requirements of the National Planning Practice Guidance in England: Noise<sup>1</sup>.

Initially the report identified that the presence of the application site and nearest noise-sensitive receptors (NSRs) adjacent to Uxbridge Road results in the whole assessment area being entirely dominated by moderate to high levels of road traffic noise.

This assessment considered all noise sources as having the potential to influence the amenity of the adjacent receptor locations and has concluded that the site is predicted to give rise to a low impact, equating to an impact in PPG England terms of No Observed Adverse Effect Level (NOAEL).

On the basis of the surveys undertaken, assessment identifies that the development can operate during the daytime and night-time periods without giving rise to adverse noise effects at the closest noise sensitive receptors. Some operational restrictions are suggested, and on the basis of these it is suggested that noise should not present an impediment to the proposal.

## **Lighting**

In terms of light pollution, the submitted lighting scheme illustrates the lighting strategy for the application site. The scheme would ensure that any light spillage would be deflected away from nearby residential receptors and that the luminance levels would fall within accepted parameters. Given the considerable separation distance from the nearest residential properties (to the west) there are no concerns in regard to neighbouring amenity being demonstrably impacted from lighting emitted from the site.

Overall, in terms of residential amenity, there are considered to be no materially harmful impacts on grounds of privacy, overshadowing/overbearing nor in relation to noise and disturbance or light

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pollution. On this basis the proposal would therefore be in accordance with the applicable local and national policies.

## **Ground Conditions**

Local Plan Policy DMEI 12 relates to land affected by Contamination. The policy provides guidance on what documentation is expected to be submitted for sites on contaminated land and how planning conditions can should be used in this regard and paragraph 174 (e) of the NPPF seeks to prevent new development from contributing to, being but at unacceptable risk from, or being adversely affected by, unacceptable levels of soil....pollution or land instability, continuing that development should, wherever possible help to improve local environmental conditions.

The application has been supported by a phase 1 Geo- Environmental Risk Assessment. This initially provides background information relating to the site. This explains that the site originally accommodated a factory, with multiple phases of extensions to the main building, since approximately 1935, until around 1995 and as such, there is the potential for Made Ground to be present as a result of the redevelopment at the site. There is also a pond which is likely to have been infilled.

Based on the historic development of the site, there is the potential for contaminants and ground gas to be present within the underlying soils. These sources could impact receptors including construction workers, future site users, offsite residents/users of the adjacent properties and the proposed building. As such, recommendations have been made to quantify the risks from these sources by means of a ground investigation.

In terms of risks to Controlled Waters, this is considered to moderate. Whilst the Yeading Brook is adjacent to the eastern boundary, the underlying geology for the majority of the site has low permeability. There is a small area in the southern part of the site which is underlain by permeable strata, which could allow contaminants (if present) to migrate offsite. This unit is also classified as a Principal Aquifer. As such, further assessment is recommended to understand the risks associated

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with Controlled Waters in more detail.

Based on the findings of the phase 1 Geo- Environmental Risk Assessment, there are likely to be viable pollutant linkages associated with the proposed development site that would be considered as posing risks to human health and Controlled Waters. Therefore, the risk associated with the development is moderate and requires further investigation for land contamination purposes. In addition a geotechnical risk has also been identified due to the likely presence of Made Ground onsite. On this basis, the assessment makes the following recommendations:-

- Provision of statutory utility plans and onsite utilities tracing including Ground Penetrating Radar;
- Shallow investigation of the Made Ground by means of window sampling with in-situ geotechnical testing and installation of monitoring wells for gas and groundwater monitoring;
- Deep investigation of the natural strata by means of cable percussive drilling with in-situ geotechnical testing and installation of monitoring wells for gas and groundwater monitoring;
- Photoionisation Detector (PID) headspace analysis during drilling;
- Environmental laboratory analysis for a comprehensive suite of testing to assess source pathway linkages listed above, including heavy metals, sulphates, pH, petroleum hydrocarbons, Polyaromatic Hydrocarbons (PAH) asbestos, Volatile / Semi Volatile Organic Compounds (VOCs / SVOCs);
- Geotechnical laboratory testing in line with the geotechnical risk assessment i.e. Atterberg Limit testing, moisture content tests and sulphate testing;
- A minimum of three rounds of gas and groundwater monitoring (water level);
- Provision of a Phase 2 Environmental and Geotechnical Risk Assessment Report.

In addition, a Stage 2 Detailed UXO Risk Assessment is recommended. This would determine whether a UXO specialist would be required to be present on site during future ground investigation works to clear safe drilling locations.

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Subject to the recommendations outlined above, it is considered that the site can be remediated to an acceptable level and that through doing so, ground conditions will be improved. Subject to necessary mitigation being implemented, development of this site would be in accordance with the relevant local and national planning policies.

## **Air Quality**

In relation to Air Quality, Local Plan Policy EM8: sets out the following:-

All development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors. All major development within the Air Quality Management Area (AQMA) should demonstrate air quality neutrality (no worsening of impacts) where appropriate; actively contribute to the promotion of sustainable transport measures such as vehicle charging points and the increased provision for vehicles with cleaner transport fuels; deliver increased planting through soft landscaping and living walls and roofs; and provide a management plan for ensuring air quality impacts can be kept to a minimum.

London Plan Policy SI 1 – Improving Air Quality sets out the following to reduce emissions and exposure across the city:-

- A. Development Plans, through relevant strategic, site-specific and area-based policies, should seek opportunities to identify and deliver further improvements to air quality and should not reduce air quality benefits that result from the Mayor's or boroughs' activities to improve air quality.
- B. To tackle poor air quality, protect health and meet legal obligations the following criteria should be addressed:
  - 1) Development proposals should not:
    - a) lead to further deterioration of existing poor air quality

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- b) create any new areas that exceed air quality limits, or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits
  - c) create unacceptable risk of high levels of exposure to poor air quality.
- 2) In order to meet the requirements of Part 1, as a minimum:
- a) development proposals must be at least Air Quality Neutral
  - b) development proposals should use design solutions to prevent or minimise increased exposure to existing air pollution and make provision to address local problems of air quality in preference to post-design or retro-fitted mitigation measures
  - c) major development proposals must be submitted with an Air Quality Assessment.

In dealing specifically with air quality the NPPF (paragraph 186) states that 'planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement.

Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.'

Paragraph 188 states that 'the focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively'

The application is within the London Borough of Hillingdon. The Council has declared the bottom two thirds of the borough an Air Quality Management Area (AQMA) due to exceedances of the annual mean nitrogen dioxide (NO<sub>2</sub>) objective. The site is also located partly within the London



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Borough of Hillingdon Ossie Garvin to Southall Park Air Quality Focus Area 94 (AQFA94) and approximately 0.8 km to the east southeast of AQFA97. AQFA's are areas agreed between the Greater London Authority (GLA) and individual London boroughs, where pollution levels are in exceedance of the objectives and public exposure is highest. The boroughs must work towards improvements in these areas and all new development is expected to bring with it the highest standards on design and operation to ensure improvements can be secured from the outset. This report addresses the impact of the proposed development on local air quality. Potential sources of emissions are identified and assessed in the context of existing air quality and emission sources and the nature and location of receptors.

Traffic data provided by Apex Transport Planning Ltd (the project Transport Consultants) indicates an overall decline in vehicle trips associated with the new warehouse of 2632 per day compared to the existing retail use. This consists of an increase in HGV movements of 258 per day, but a decline in LGV movements of 2890 per day.

Criteria set out within the air quality planning guidance provided by the Environmental Protection UK (EPUK) and the Institute of Air Quality Management (IAQM)<sup>1</sup> indicates that more detailed assessment of traffic impacts is required where a development results in a change in light goods vehicles (LGV) of more than 100 per day and a change in HDV of more than 25 per day in locations within or adjacent to an AQMA.

In this case however, any increase in emissions associated with the additional HGV movements would be counteracted by the significant decline in LGV movements.

As the proposed development will bring about an overall reduction in the total number of vehicles associated with the operational development, the need for assessment has been scoped out. On this basis, impacts on local air quality as a result of operational traffic emissions are considered to be negligible and have not been assessed further.

The development has been assessed against the London Plan Air Quality Neutral (AQN) policy<sup>2 3</sup>.

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The warehouse will be unheated with capped off services for future fit out by the occupier and the offices will be heated via external condensing units and hot water provided by localised electric heaters and ventilated by MVHR units. Therefore, no gas usage is applicable to these spaces.

The heating source for the warehouse space is not however known at this stage and a gas supply will be provided.

The assessment has therefore assumed gas heating for these spaces has therefore assessed both traffic and building related emissions within the AQN assessment. An assessment of air quality impacts associated with the construction of the proposed development has also been undertaken to determine measures for inclusion within a Construction Management Plan (CMP).

The AQIA identifies that as with any development, it is inevitable that demolition and construction activities will cause some disturbance to those nearby. Dust arising from most construction activities tends to be of a coarse nature, which through dispersion by the wind can lead to soiling of property. In addition to this however, there is also evidence of major construction activities causing increases in long term PM10 concentrations and in the number of days exceeding the short term PM10 objective of 50  $\mu\text{g}/\text{m}^3$ .

The IAQM guidance on assessing impacts on air quality from construction activities and determining the likely significance has been used to determine the risk of impacts occurring during the construction of the development and to identify appropriate mitigation measures to be implemented on site to reduce dust emissions and associated impacts. Due to the proximity of nearby receptors, the site is considered to have a high risk of impacts with regards to dust soiling and PM10 concentrations. However, following the implementation of appropriate mitigation measures, impacts associated with the construction of the development are likely to be insignificant.

A qualitative assessment of operational traffic impacts has been undertaken. This has concluded that impacts on local air quality during the operational phase would not be significant. However, the development would incorporate a number of measures within the scheme design aimed at

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encouraging and facilitating the use of more sustainable transport which will reduce emissions and impacts on local air quality.

An Air Quality Neutral assessment has also been undertaken. This has found the development proposals cannot be determined as AQN for traffic emissions. To mitigate emissions associated with the operational phase of the development, the following mitigation measures will be incorporated into the scheme design:

- All office space will be heated using external condensing units and ventilated by MVHR units.
- A draft Framework Travel Plan (FTP) has been produced to support the application setting out a commitment for occupiers of the development to prepare a Travel Plan Statement or Full Travel Plan in accordance with the FTP . The FTP sets out measures to achieve a 5% reduction in car use within the first five years;
- 5% of parking spaces will be provided with active electric vehicle charging units;
- Safe and secure pedestrian access to the Site will be provided linking the site with existing pedestrian links along Uxbridge Road;
- 32 secure and covered cycle parking spaces and 8 Sheffield stands for 16 cycles will be provide along with shower facilities.
- Travel Information Packs will be provided to all new employees at the Site which will contain information relating to walking and cycling routes, a list of free to use route planners, public transport information, guidance on car sharing, information on sustainable transport initiatives, information on location of cycle parking facilities and contact details of the Travel Plan Coordinator (TPC); The TPC will actively promote car sharing websites and assist employees who wish to join a car share scheme. Car sharing amongst staff will also be encouraged and the provision of dedicated car sharing spaces will be considered on Site.

The final package of measures to be incorporated into the scheme will be agreed with the Council at a later stage in the planning process. It should be noted that the development will be substantially better than 'air quality neutral' in terms of building emissions, which will to some degree offset the extent to which the development is worse than 'air quality neutral' in terms of transport emissions.

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On the basis of the AQA and identified recommendations and mitigation, in terms of impacts on Air Quality, the development is considered compliant with Paragraphs 185 and 186 of the NPPF, SI1 of the London Plan, Policy EM8 of LPP1 and Policy DMEI 14 of LPP2.

### **Flood Risk and Drainage**

Policy EM6 – Flood Risk Management of the Local Plan sets a framework that focusses new development (particularly where vulnerable) into Flood Zone 1 rather than within Flood Zones 2 and 3 and requires all developments to incorporate SUDs unless it is demonstrated that they are not viable.

In terms of the London Plan, Policy SI 12 covers Flood Risk Management and Policy SI 13 relates to Sustainable Drainage. Finally, at a national level, paragraph 159 of the NPPF makes it clear that through following the sequential approach, development in areas at risk of flooding should be avoided through directing development to areas of lower flooding risk and in reference to the determination of planning applications, paragraph 167 of the NPPF requires proposals to be supported by a site specific FRA and that on the basis of such, development should only be allowed where it can be demonstrated that it is located within the areas of lowest flood risk, that they would be flood resilient and resistant, would incorporate sustainable drainage systems, would manage residual risk and would provide safe access and egress routes, where appropriate. With paragraph 169 reaffirming the importance of sustainable drainage systems for major development proposals.

The application has been supported by a Flood Risk Assessment & Drainage Strategy report. This initially provides some context, identifying that the sites surface water drainage currently outfalls in an unrestricted flow to the adjacent Yeading Brook, immediately to the east of the site. In accordance with the NPPF and local strategic flood risk assessment, this report has studied and assessed the flood risk to the site by all sources. A review of the EA indicative Flood Maps shows that the majority of the site is located within Flood Zone 2, i.e. land defined as having less than 1 in 100 but greater than a 1 in 1000 annual probability of flooding from river or sea in any year. However, a review of the EA Product 4 detailed flood model levels for the adjacent Yeading Brook has identified

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that this map is incorrect and the majority of the site is in fact located in low risk Flood Zone 1, except for a small area in the south east corner away from the proposed building. The site is defined as 'less vulnerable' such that the development can be considered 'appropriate' in accordance with NPPF guidelines. As the majority of the site is located within Flood Zone 1, the sequential and exception tests are not required by the local authority. Further to this, the site is considered to be at 'low risk' from all sources of flooding; tidal, fluvial, pluvial, sewer, groundwater and artificial sources.

The surface drainage strategy as outlined below is to restrict the proposed flow rate to ensure that the flood risk to the site and surrounding catchment is reduced by the new development. The drainage hierarchy has been considered in the drainage strategy. The surface water runoff will be collected from the impermeable areas and directed via the underground network towards the existing surface water drainage that outfalls to Yeading Brook.

Although the existing site is largely impermeable, runoff rates will be restricted to Greenfield Rates for the respective storm events in line with Hillingdon Council policy. This incorporates a minimum 98% reduction in predevelopment discharge rates. Due to the restriction in flow rates, the surface water will be attenuated within below ground attenuation tanks.

The SuDS hierarchal approach will also be considered with permeable paving incorporated in the design.

A detailed Drainage layout with hydraulic calculations has been prepared to support this approach and can be found in the Appendices to the Report.

There is no residual flood risk from the development site to the surrounding area due to the reduction in storm water flow rates. The development does not therefore increase the risk of flooding to other adjacent neighbourhoods. Out of chamber or gully flooding for the extreme 100 year plus climate change event may occur within the development site and is classed as exceedance flows. Flood water from this event will be contained within the development site and directed away from the unit to the external yards and hard landscaped areas. Foul flows will be collected by a new

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gravity network and discharge to the existing Thames Water foul water sewer network in Uxbridge Road via an existing connection.

Overall, in regards to flood risk and drainage it is demonstrated that the development will not result in any adverse impact and that the proposal will be compliant with the relevant local and national planning policies.

### **Biodiversity**

The Local Plan part 1 and 2, contains two policies relevant to biodiversity. Policy EM7 - Biodiversity and Geological Conservation states that the Boroughs biodiversity will be maintained and enhanced through the retention and enhancement of designated ecological sites and the provision of ecological enhancements (including green roofs and living walls) and Policy DMEI 7: Biodiversity Protection and Enhancement requires development to retain and enhance features of biodiversity value along with requiring appropriate survey work, to identify and demonstrate the effects of development.

The NPPF at paragraph 180 states that if significant harm to biodiversity resulting from a development can not be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

The application has been accompanied by a Preliminary Ecological Appraisal (PEA). This comprises a desk study, Phase 1 Habitat Survey and an ecological scoping survey, which assessed the potential of the site to support species of conservation concern or other species which could present a constraint to the development proposed.

The PEA identified that there is one statutory designated site for nature conservation within 2 km of the site, Yeading Meadows Local Nature Reserve (LNR). The nearest non-statutory sites are Yeading Brook, Minet Country Park and Hitherbroom Park. These are Sites of Importance for Nature Conservation, (SINC) which lie (at their closest) 0.02 km from the application site boundary. The PEA

identifies that the site and its immediate surroundings provided suitable habitat for breeding birds, but low value habitat for foraging and commuting bats and that no trees or buildings have been identified within or immediately adjacent to the site boundary as having high bat roost potential.

On account of the initial findings, further surveys are not required, however it is recommended that measures are implemented to avoid night-time lighting of areas that could provide flight lines and foraging habitats. Other mitigation measures are set out within the PEA to ensure the protection of the SINC and other sensitive receptors during the construction phase of the proposed development. Advice on vegetation clearance is also provided, stating that this should either be cleared outside of the breeding bird season or be checked prior to clearance (by an ecologist) if cleared within this period, and that if any active nests are found, these would need to be retained and protected until they became disused.

Enhancement measures were also identified, including the provision of bird, bat and insect boxes.

It is considered that the PEA has adequately identified all potential impacts in terms of biodiversity and that on this basis, no further survey work is required. As such, subject to the implementation of the recommended mitigation, the development will be acceptable and compliant with local and national planning policy.

### **Tall Buildings/Wind Assessment**

Local Policy DMHB 10: High Buildings and Structures provides criteria that proposals for tall buildings need to satisfy. Criterion v) is relevant in this regard, stating that buildings should not adversely impact on the microclimate (i.e. wind conditions and natural light) of the site or the surrounding area, with particular focus on maintaining useable and suitable comfort levels in public spaces. The London Plan contains a specific Policy relating to tall buildings. Policy D9 explains that such buildings should be defined upon the local context and that 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

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to the floor level of the uppermost storey.

Given that the height of the proposed building would exceed 18m, a Wind Assessment has been undertaken in support of the application. The study is provided to ensure that any potential public space or commercial areas are comfortable to use, and not affected by downdraughts.

A qualitative assessment of wind effects has been undertaken on the proposed development. The assessment is based on a desk study and relevant experience.

Findings of the study show that the introduction of the proposed development is not likely to result in considerable wind acceleration. Some areas have been identified as being likely to experience corner accelerations and façade downwash. However, the wind speeds experienced on the site will generally be within acceptable limits for large parts of the year, meaning that although conditions will sometimes be windier, site users will not consider them distressful. Wind speeds will be within safe limits all the time. Only in extreme gales would there be difficult conditions for site users, however due to the low height of the developments footprint that forms the site, it is unlikely that conditions will be above the safety threshold. When compared to the baseline, the effects of the proposed development are likely to be minor. On this basis, it has been demonstrated that the proposal will not result in any adverse impacts on the micro-climate in terms of wind, and in this regard, the height of the building is considered acceptable.

### **Energy Usage and Sustainability**

Both the Local Plan (parts 1 and 2) and the London Plan contain a range of policies relating to energy efficiency, carbon neutrality and sustainability.

#### Local Plan (part 1)

Policy EM1 – Climate Change Adaptation seeks to ensure that climate change mitigation is addressed at every stage of the development process, through:-



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- Promoting the use of decentralised energy;
  - Targeting areas with high carbon emissions and poor air quality for additional reductions; and
  - Encouraging the installation of renewable energy and identifying opportunities for new sources of electricity generation

#### Local Plan (part 2)

Policy DMEI: Reducing Carbon Emissions requires that:-

- A. All developments minimise carbon dioxide emissions (in accordance with London Plan targets).
- B. All major developments be accompanied by an energy assessment.
- C. Proposals take reasonable steps to reduce carbon emissions on site (or provide an offsite contribution)

Policy DMEI 3: Decentralised Energy seeks to ensure that major developments are designed to be able to connect to a Decentralised Energy Network (DEN).

#### London Plan

Policy SI 2 - Minimising Greenhouse Gas Emissions requires the energy hierarchy to inform the design, construction and operation of new buildings.

Specifically: -

- A. Major development should be net zero-carbon.
- B. Major development should include a detailed energy strategy to demonstrate how the zero-carbon target will be met

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- C. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development...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, in agreement with the borough, either:
    - 1) through a cash in lieu contribution to the borough's carbon offset fund,
    - 2) off-site provided that an alternative proposal is identified and delivery is certain.
  - D. Boroughs must establish and administer a carbon offset fund.
  - E. Major development proposals should calculate and minimise carbon emissions from any other part of the development, including plant or equipment, that are not covered by Building Regulations, i.e. unregulated emissions.
  - F. Development proposals referable to the Mayor should calculate whole lifecycle carbon emissions and demonstrate actions taken to reduce life-cycle carbon emission.

Policy SI 3 Energy Infrastructure set out that:-

- A. there should be early engagement energy companies and bodies to establish future energy and infrastructure requirements
- B. Energy masterplans should be developed for large-scale development locations

Policy SI 4 Managing heat risk seeks to ensure that:-

- A. adverse impacts on the urban heat island effect are minimised
- B. potential overheating and reliance on air conditioning systems will be reduced

To consider the energy related impacts of the proposal and to address the identified Policy requirements, the application has been accompanied by an Energy Statement. This employed a range of methods to understand and subsequently improve the energy efficiency of the development. A main tool in this was the Energy Hierarchy (below):

1. Be lean: use less energy and manage demand during operation
2. Be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
3. Be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site; and
4. Be seen: monitor, verify and report on energy performance.

Overall the report identified that the development will achieve a significant carbon dioxide emissions reduction equating to a 35.2% improvement over regulated carbon emissions compared to the baseline and the development has been designed to achieve a BREEAM rating of Excellent.

To achieve the above, the following measures are to be incorporated within the scheme:

- Heating and cooling to office spaces will be provided by high efficiency VRV systems.
- Ventilation to office spaces will be provided via void mounted heat recovery units.
- Domestic hot water will be produced via localised electric point of use water heaters.
- Lighting will be provided by high efficiency LED luminaires.
- Lighting will incorporate occupancy and daylight linked controls to reduce demand.
- A roof mounted PV array will be incorporated with a collector area of 170m<sup>2</sup>
- The Plot will be constructed as a 'shell & Core' project, with only the office areas being fitted with services at the base build stage.

On the basis of the above, the development will be highly efficient in terms of energy usage and compliant with the overarching aims of the applicable planning policy.

## **Engagement**

Paragraph 39 of the NPPF states that early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Identifying that good

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quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community, with paragraph 132 stating that applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

The development proposed has been subject to both pre application advice and public consultation. The initial proposal has been reviewed in light of the initial comments received and amended accordingly. As a result of this early engagement the proposal is considered to be consistent with the relevant local policy considerations.

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## **SUMMARY AND CONCLUSION**

A full planning application is submitted to The London Borough of Hillingdon relating to Hayes Bridge Retail Park, Uxbridge Road, Hayes UB4 0RH for the demolition of existing buildings and the erection of a single commercial building for employment purposes Class E(g)iii, B2 and B8, along with ancillary offices, gatehouse, associated infrastructure including; service yard, car parking, drainage and hard and soft landscaping.

As set out in section 38(6) of the Planning and Compulsory Purchase Act 2004, planning decisions should be made in accordance with the adopted Development Plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon is split into two parts; part 1 and part 2 and together they form the Council's future development strategy for the borough.

The Local Plan Part 1 comprises the strategic document. This defines the overall level and broad locations of growth up to 2026 and was adopted in November 2012.

The Local Plan Part 2 contains the Development Management Policies, Site Allocations and Designations and the Policies Map. This Plan was adopted in January 2020.

The Development Plan also comprises of the London Plan (2021). This provides the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years, and the Mayor's vision for Good Growth.

The development plan is up-to date and should therefore be attributed full weight in the decision-making process.

The National Planning Policy Framework is also a material planning consideration.

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In terms of the principle of development, whilst the site is currently host to a retail park, it comprises an employment allocation within the Development Plan and is also situated within a 'Proposed Locally Significant Industrial Site' (SIL). Such designations are described within the London Plan as being the “main reservoirs of industrial and related capacity”, with the plan encouraging the intensification of employment development within these areas. On this basis, notwithstanding the loss of the retail units (which are not economically viable) any harm relating to this will be overridden by the significant benefits associated with the employment benefits. Of further support, as demonstrated through the economic benefits statement, the proposal will result in both local and wider economic benefits during its construction and operation. Therefore, in this regard the development is considered acceptable.

In relation to the technical issues, the submission demonstrates that the design, layout, scale and use of development proposed can be achieved on the site without resulting in material harm in terms of character and appearance, amenity, highway safety, flood risk and drainage, ecology, ground conditions and air quality, and that where any harm was initially identified, this can be overcome by mitigation. The scheme has also been demonstrated as being environmentally sustainable and will achieve a BREEAM rating of 'excellent'.

It is clear therefore that the development should be approved without delay; it accords with the Development Plan and there are no material considerations which indicate that it would be unacceptable.