



Planning Services
3N/04
Civic Centre
High Street
Uxbridge
UB8 1UW

27 May 2021

Dear Sir/Madam,

**APPLICATION FOR FULL PLANNING AND ADVERTISEMENT CONSENT –
SAINSBURY'S, YORK ROAD, UXBRIDGE, UB8 1QW**

On behalf of our client, Sainsbury's Supermarkets Ltd (SSL), we hereby submit an application for the:

Extension to the store to provide a new groceries online (GOL) facility with new service yard as well as provision of retail floorspace. External alterations, a new click and collect facility with associated signage, alterations to the existing car park layout and the installation of new mechanical plant.

In addition to this cover letter, this application comprises:

- Application form, signed and dated, prepared by WSP;
- CIL form, prepared by WSP; and
- The application drawing package, prepared by CHQ Architects:
 - Site Location Plan (PL-A-2001 Rev. A);
 - Existing Site Plan (PL-A-2002);
 - Existing Roof Plan (PL-A-2004);
 - Proposed Site Plan (PL-A-2006 Rev. B);
 - Proposed C&C Elevations (PL-A-2011 Rev. A);
 - Proposed Signage Details (PL-A-2012);
 - Proposed Car Park Signage (PL-A-2013 Rev. A);
 - Existing Elevations (PL-A-2005);
 - Proposed Roof Plan (PL-A-2008 Rev. A);
 - Proposed Elevations (PL-A-2009 Rev. A);
 - Proposed Detailed Elevations (PL-A-2010 Rev. A);
 - Existing Store Plan (PL-A-2003);
 - Proposed Store Plan (PL-A-2007 Rev. A); and
 - Proposed Plant Details (PL-A-2014 Rev. A).
- Noise Impact Assessment, prepared by Tetra Tech;
- Air Quality Assessment, prepared by Tetra Tech; and
- Transport Statement, prepared by Mayer Brown.

The requisite application fee of £4,752 has been paid directly to the London Borough of Hillingdon via the Planning Portal (PP-09415966).

Site Description

SSL want to extend their existing store at York Road to improve their existing GOL facility.

The application site is bound to the north by Belmont Road, to the west by York Road, train tracks to the south and Hermitage Primary School to the east. The store and car park are set at a much lower level to the neighbouring uses on Belmont Road. The proposed extension of the store and GOL facility would not be visible from the public highway or to residents on Belmont Road. There will not be any amenity issues caused by the proposal given that it is screened from public view.

The site is within the town centre. It is not located within a Conservation Area; but it lies adjacent to North Uxbridge Area of Special Local Character. The existing building is not listed, but the Grade II Uxbridge Quaker Meeting House and the Grade II wall on the north and west sides of the small graveyard surrounding Friends' Meeting House, York Road are also close-by, but the development will have no impact on the setting of these buildings.

The site has a low probability of flooding due to its location within Flood Zone 1.

The Proposed Development

Full planning and advertisement consent is sought for a new larger Grocery Online (GOL) facility (to replace the existing GOL facilities on site) which will be located to the north of the existing store with a new service yard. Access will be through the existing car park, which will be subject to a revised layout. A new "Click and Collect" facility will also be installed with a canopy overhead to provide weather protection. The extended GOL facility will comprise 643sqm of floorspace and will allow the operation of 16 vans.

In summary the proposal comprises the following elements:

- A 720sqm (GEA) extension to existing Sainsbury's store to increase the retail floorspace by 77sqm (Use Class E) as well as to facilitate a new Goods Online (GOL) facility (643sqm) (Use Class B8);
- The creation of a new service yard to the north of the store, including erection of a steel-framed aluminium-clad canopy with a 3.3m clearance height to accommodate loading space for 11 GOL vans;
- The erection of a 2.4m high close boarded timber fence and an automatic sliding metal palisade gate;
- The provision of 11 parking spaces within the service yard for GOL vans;
- The reconfiguration of existing road layout and exit to car park;
- The reconfiguration of parking bays and one-way system layout resulting in the removal of 92 customer car parking spaces;
- The installation of click and collect facility and associated signage; and
- The installation of associated mechanical plant.

The proposed GOL facility would extend the existing GOL offering at the store. Currently the store provides two GOL loading bays and four GOL van parking spaces within the main service yard. These will be replaced by 11 GOL loading bays and parking for a further 11 GOL vans within the new GOL loading area. The new GOL facility will be located in the north east of the existing car park and will be secure and separate from the customer car parking area. The GOL provision will increase the capacity of the GOL facility from six vans to 22 vans. Mayer Brown have produced a Transport Statement in support of this application, and this assesses the trips, parking implications and servicing arrangements of the proposals.

It is proposed that the GOL facility will operate between the hours of 06:00 – 23:00 Monday to Saturday and from 07:30 – 22:00 on Sundays. Loading of the vans takes place between 07:00 – 08:00 and 15:00 – 16:00.

The proposed GOL facility is highly sustainable. Improving the GOL facility will allow Sainsbury's shoppers to purchase goods online and have them delivered at a convenient time, rather than having to visit the store themselves.

Also proposed is a click and collect facility. This allows customers to order online and then collect their shopping from the store. We will provide two new click and collect bays for customers collecting their shopping. The bays will be located in the northern part of the existing car park as shown on drawing PL-A-2011 A. The facility would only be for the collection of Sainsbury's goods and would not operate as a Collect+ facility for other retailers.

As a result of the proposals, a number of changes will be made to the existing layout of the car park and flows within the car park. Consequently, this application also seeks advertisement consent for a number of car park signs which will direct customers to the new Click and Collect facility. These are appropriate within the context of the store car park and would not cause any issues for highway safety or amenity.

Planning History

The site has an extensive planning history associated with the Sainsbury's store. The store has been extended several times and the operating hours are 07:00 to Midnight on Monday to Friday and 07:00 to 22:00 on Saturday. We have not included the records here as these are available on the London Borough of Hillingdon's planning website.

Planning Policy

In this section we identify the key planning policies that form the basis of the planning considerations detailed in later sections.

THE NATIONAL PLANNING POLICY FRAMEWORK (2019)

The key relevant parts of the National Planning Policy Framework (NPPF) are set out below.

Paragraph 11 of the NPPF supports the presumption of sustainable development and states that development proposals which accord with an up-to-date development plan should be approved without delay.

Paragraph 80 states that significant weight should be given to the need to support economic growth and that policies and decisions should help create conditions for business to expand and adapt.

Paragraph 85 requires councils to support the role that town centres play and should take a positive approach to their growth, management and adaptation.

Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or that there would be a severe cumulative impact on the road network.

Paragraph 132 of the NPPF states that advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. It emphasises that the quality and character of places can suffer when advertisements are poorly sited and designed.

LONDON PLAN (2021)

The London Plan is the strategic plan for London and sets out the spatial development strategy for Greater London over the next 20-25 years.

The adopted London Plan (2021) at Policy SD6 (Town centres and high streets) states that town centres should be promoted and enhanced to encourage strong, resilient hubs with a diverse range of uses to meet the needs of Londoners. The policy also states that the adaption and diversification of town centres should be supported to allow them to respond to challenges and opportunities presented by changes in technology and consumer behaviour.

The supporting text to Policy E9 (Retail, markets and hot food takeaways) at paragraph 6.9.1 states that a diverse and competitive retail sector is important. It recognises that retailing is undergoing restructuring in response to recent trends and future forecasts for consumer expenditure, population growth, technological advances and changes in consumer behaviour, with increasing proportions of spending made via the internet. As a result, retailing has evolved to become multichannel, with a mix of physical stores, often supported by internet 'click and collect' in store or deliveries to homes, workplaces or pick-up points, and in other cases purely online businesses with no physical stores.

Policy HC1 (Heritage conservation and growth) states that development proposals affecting heritage assets and their settings, should conserve their significance, by being sympathetic to the asset's significance and appreciation within their surroundings.

LOCAL PLAN

London Borough of Hillingdon's Local Plan comprises two parts; Local Plan Part 1 – Strategic Policies and Local Plan Part 2 which set out the Development Management Policies and Site Allocations and Designations.

Local Plan Part 1 – Strategic Policies

Policy E5 (Town and Local Centres) implies that the Council will accommodate additional retail growth in established centres.

Policy HE1 (Heritage) states that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

Policy BE1 (Built Environment) requires all new development to improve and maintain the quality of the built environment.

Policy EM8 (Land, Water, Air and Noise) states that development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors. The Council will seek to ensure that noise sensitive development and noise generating development are only permitted if noise impacts can be adequately controlled and mitigated.

Local Plan Part 2 – Development Management Policies

Policy DMTC 1 (Town Centre Developments) states that the Council will support 'main town centre uses' where the development proposal is consistent with the scale and function of the centre.

Policy DMHB (Design of New Development) requires all development, including extensions and alterations to be designed to the highest standards and incorporate principles of good design.

Policy DMEI 14 (Air Quality) states that development proposals should demonstrate appropriate reductions in emissions.

Policy DMT 1 (Managing Transport Impacts) states that development proposals will be required to meet the transport needs of the development and address its transport impacts in a sustainable manner, whilst Policy DMT 2 (Highways Impacts) that proposals must ensure they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents.

Planning considerations

PRINCIPLE OF DEVELOPMENT

The proposal is required to support the increasing demand for online home deliveries and 'Click and Collect' services at the Sainsbury's store. The development is required to support economic growth and adaptation, and to promote sustainable travel patterns. The proposal will enable the continued diversification and adaptation of Sainsbury's business, to meet the ever changing needs of their customers.

Improving the GOL offer will also increase the accessibility of the store, allowing those who have difficulty travelling to or around the store, or those who cannot access the store to receive their goods at a time and location appropriate for their needs.

The "Click and Collect" service allows customers to pull into a bay and have their pre-ordered shopping delivered to their vehicle for them, removing the need for individuals to leave their vehicles to access the goods or to lift multiple bags or heavier items. If their vehicle is parked in the customer collection space, those working at the 'click and collect' facility will offer to load the customers shopping into their car. This allows for a quick and convenient way to shop and is of benefit to both the shopper and the retailer. During the ongoing the COVID-19 pandemic, the importance of such facilities is even more apparent.

The GOL service furthers the principle of the Click and Collect proposal, with store vans delivering orders to the customer's designated address increasing the positive social impact of the supermarket's operations in the surrounding area and ensure that the services and products provided can be accessed by all.

The GOL facility falls under Use Class B8 by virtue of its use as a storage and distribution facility of groceries, ancillary to the main use of the adjoined supermarket.

The site is located within the town centre boundary which makes the application site one of the most appropriate locations for such development. This is in line with Local Plan Policy E5 which states that the council will accommodate additional retail growth in established centres.

This proposal will ensure a more efficient service is provided at the store and will meet Sainsbury's growing demand for online retailing. By purchasing goods online, shoppers no longer need to drive to and from the store.

The proposals are, therefore, in accordance with local planning Policy E5 of the Strategic Policies and DMTC1 of the Development Management Policies; Policies SD6 and E9 of the London Plan and with paragraph 11 of the NPPF.

The proposed extension to the existing Sainsbury's store can also be considered as sustainable intensification of the site to meet the needs of local residential communities. The need for the GOL extension and the 'Click and Collect' has only been exacerbated by the COVID-19 global pandemic and the increased usage of online shopping.

This reduces the number of car trips and is highly sustainable as it will reduce the store-related CO2 emissions.

The proposals will allow more orders to be delivered to the customers' homes. The facility therefore has the benefit of reducing the number of car trips to the store, with the proposed increase in GOL delivery vans having the potential to replace up to 456 customer car trips per day or a reduction of 1,800 customer miles travelled per day.

This will also result in a large reduction of daily CO2 emissions associated with reduced individual trips to the site. As demonstrated in the Transport Statement, the additional GOL vans will result in a net reduction of 490kg of CO2 per day. There will also be a reduction in CO2e, CH4 and N2O emissions.

This decrease in trip generation and reduction in carbon emissions contributes to the Government's overarching objective of sustainable development set out within paragraph 11 of the NPPF.

The proposed development will also result in a small increase of the retail floorspace (77sqm). This increase is entirely appropriate within the town centre and accords with Policy E5 of the Local Plan.

The proposals will create additional jobs at the store for local residents, which will benefit the local economy. The creation of jobs and sustainable development in the town centre is supported at all levels of planning by Policy E5 of the Local Plan, DMTC1 of the Development Management Policies; London Plan policy SD6 and paragraph 11, 80 and 85 of the NPPF.

DESIGN AND IMPACT ON THE NEARBY HERITAGE ASSETS

The external alterations have been designed in line with Local Plan Policy BE1 as they will be of a contemporary design and the materials used will be to the highest architectural and urban design quality. As such, it will improve and maintain the quality of the built environment. The proposals will not add undue bulk, size or mass to the original building and will therefore respect the existing context, character and appearance in line with Local Plan Policy DMHB, which requires all development including extensions and alterations to be designed to the highest standards and incorporate principles of good design.

The GOL and Click and Collect facilities will be located in the northern part of the existing car park, which is set below the buildings on Belmont Road including residential houses and the Hermitage Primary School. This setting will mean that the proposal will be screened to neighbouring uses and there will be no visual amenity issues caused by the proposals in accordance with Policy BE1 and DMHB of the Local Plan.

The fence around the new service yard will be constructed using close-boarded treated timber and will be 2.4m in height. This will help to screen delivery vans in the yard from rest of the car park and reduce noise. The new service yard will be accessed via an automatic metal palisade sliding gate.

Given the modest and considerate design, the proposals will not have any impact on the adjacent North Uxbridge Area of Special Local Character, the Grade II Uxbridge Quaker Meeting House or the Grade II wall on the north and west sides of the small graveyard surrounding Friends' Meeting House, York Road. As such, the proposals are in compliance with Local Plan Policy HE1 and Policy HC1 of the London Plan.

TRANSPORT AND ACCESSIBILITY

The proposals allow for up to 22 delivery vans to operate from the site. It will allow for 11 Sainsbury's delivery vans to be docked for loading in the new service yard. A further 11 parking spaces for delivery vans will also be provided in the service yard. Access will be through the existing car park. The reconfiguration to the existing car parking will result in the loss of 92 car parking spaces. Although the proposal would result in the reduction of car parking spaces, it would not materially impact upon the operational demands of the car park.

The erection of the new GOL facility will result in an overall reduction in vehicle trips. As a result of vans being able to make multiple deliveries on a single trip and the knock on effect of customers not driving to the store, there will be a reduction in vehicle trips as a result of the proposed GOL operations. This will also result in a reduction in vehicle emissions which will have a positive effect on greenhouse gas emissions as set out below.

The proposals will result in a loss of 92 standard car parking spaces. The existing car park provides 376 spaces.

Sainsbury's car parks are occupied during weekend peak times. Therefore, the reduction in spaces is negligible and there will still be surplus spaces within the car park. Following the development, it is predicted that the car park will have sufficient capacity to accommodate the parking demand for the store, particularly as improving the GOL and Click and Collect provision will reduce demand for car parking.

Due to the increase in floor area (720sqm GEA), additional long stay and short stay cycle parking will be required. The proposals will provide four long stay colleague and five short stay customer cycle spaces as part of the proposals.

Under paragraph 109 of the NPPF, development should only be refused on highways grounds if there would be an unacceptable impact on highway safety. The proposals would not create an unacceptable impact on highway safety and is thus compliant with paragraph 109.

In line with Policy DMT 1 of the Development Management Policies, the proposals allow for safe, convenient and sustainable access to, from and within the site by all user groups. Therefore, the proposed scheme is in compliance with local and national policy.

RESIDENTIAL AMENITY AND NOISE

A noise assessment was carried out by Tetra Tech in January 2021 which demonstrated that the predicted noise rating levels are to be at or below existing background noise levels at all nearby sensitive receptor locations (on the basis of worst-case assumptions) and therefore, the proposals are not expected to have an adverse impact and falls at or below the Lowest Observed Adverse Effect Level.

The noise report concludes that when assessed on a worst-case basis, it is not expected to have an 'adverse impact' on health or quality of life and will have no effect on the tranquillity of the local

area. This is in compliance with Local Plan Policy EM8 and DMT 2 which requires proposals to ensure that they do not contribute to the deterioration of noise.

AIR QUALITY

An Air Quality Assessment, prepared by Tetra Tech accompanies this application and provides a full, detailed assessment of both the impacts from the construction phase as well as the operational phase.

The report at Table 8.1 and 8.2 sets out a range of mitigation measures to alleviate the potential dust emissions associated with the construction phase of the development.

During the operational phase of the development it is considered that there will be a negligible increase in NO₂, PM₁₀ and PM_{2.5} at all existing local receptors due to onsite activities.

The development is considered to comply with all local and national policies regarding air quality, including Policy EM8 and DMEI 14 of the Local Plan.

ADVERTISEMENTS

As part of the new 'Click and Collect' facility, this proposal includes the provision of nine adverts. These include a steel framed canopy with "Click and Collect" signage and the following signs:

- 2 x panel sign;
- 1 x canopy signage;
- 1 x banner sign – car park;
- 1 x double-sided wayfinding sign – exit;
- 1 x wayfinding sign – collection point;
- 1 x wayfinding sign – entry;
- 1 x call point sign; and
- 1 x double-sided wayfinding sign – car park.

The signage will ensure improve way finding and ensure straightforward navigation of the new 'Click and Collect' facility.

The signs are essential, particularly those which depict the entrance and exit of the facility which in turn enhances public safety. The signs are not illuminated in any way and as such will not raise any concerns in relation to highway safety in that drivers will not be distracted. The signs are simple, and the design is in line with the stores branding and is appropriate in scale to the proportions of the building. They are of a high quality and sensitively designed to relate to the visual context of the surrounding area and to provide greater clarity for customers without compromising highway or public safety. Full details of the design and location of the signs are shown on the submitted drawings.

The signage will be of a high quality and be of appropriate height to ensure they do not cause visual intrusion to neighbouring properties. They will not have an adverse impact on the surrounding street scene and will therefore comply with Policy BE1 of the Strategic Policies and paragraph 132 of the NPPF.

Conclusion

The proposal seeks to erect an extension to the existing Sainsbury's store to provide a new Grocery Online (GOL) facility, extended retail sales area, provide a new loading and servicing area, and provide associated click and collect bays, signage and new plant.



The site is located in a sustainable, town centre location. Local, regional and national policy supports retail growth in these areas and this proposal will meet Sainsbury's growing demand of express online retail.

The proposed development will support economic growth and ensure a more efficient service is provided at the existing Sainsbury's store. The proposals will create additional jobs onsite for local people. It is of a high-quality design which contributes positively to the surrounding area. The proposed extension is accommodated within the existing car park and technical assessments have been submitted to demonstrate that it does not result in any negative impacts to the surrounding properties or raise any amenity issues.

The proposals will reduce car journeys to the store so reducing traffic congestion and reducing CO2 emissions.

The proposals represent a sustainable economic development that will enhance the existing Sainsbury's store and are in accordance with national and local planning policy and should be acceptable to the Council.

We look forward to receiving confirmation that the application has been validated. In the meantime, if you wish to discuss the proposal or require any further information please do not hesitate to contact me or my colleague Anna Stott.

Yours faithfully

A handwritten signature in black ink, appearing to read 'H. Brown'.

Hannah Brown
Planner