



## Delivery and Servicing Plan Addendum

Avondale Drive Estate

4 November 2025

Prepared for London Borough of Hillingdon

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Project Number: 25289

Doc Number: DSPA01

Rev	Issue Purpose	Author	Reviewed	Approved	Date
	Draft	AS	AS	AS	30/09/25
P01	Issue	AS	AS	AS	27/10/25
P02	Final	JPB	JPB	JPB	04/11/25

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## 1. Introduction

### 1.1 Application Reference 76551/APP/2021/4502

1.1.1 In March 2022, the London Borough of Hillingdon (LBH) granted planning approval to the London Borough of Hillingdon (the Applicant) for a hybrid planning application (reference 76551/APP/2021/4502) at a site, *Land at Avondale Drive, Hayes*, with description of /development as follows:

*Hybrid planning application seeking OUTLINE permission (with all matters reserved) for residential floorspace (Class C3) including demolition of all existing buildings and structures; erection of new buildings; new pedestrian and vehicular accesses; associated amenity space, open space, landscaping; car and cycle parking spaces; plant, refuse storage, servicing area and other works incidental to the proposed development; and FULL planning permission for Block A comprising 30 residential units (Class C3); new pedestrian access; associated amenity space and landscaping; cycle parking, refuse storage, and other associated infrastructure*

1.1.2 Expanding upon this description, the proposals involved the phased demolition of the existing estate, which comprised of three 13-storey blocks of flats, each containing 48 flats (a total of 144 homes), to provide new affordable and private sale homes within a regenerated estate environment. The proposals sought to provide up to 240 residential dwellings, within residential blocks ranging from 2 storeys to 10 storeys in height, along with improved landscaping and public realm, delivered across three phases, Phase 1A, Phase 1B and Phase 2, with Phase 1A encompassing the Full part of the hybrid application (Block A).

1.1.3 The hybrid application was supported by a series of Parameter Plans, which established the key parameters and principles of the Outline Area of the proposals in relation to Development Zones, Building Heights, Access and Movement and Hard and Soft Landscaping.

1.1.4 The proposals were supported by a total of 68 on-site car parking spaces, a ratio of 0.28 spaces per unit, of which 8 (3%) were blue badge spaces, delivered as both surface level and undercroft spaces, accommodated wholly within Phase 1B and Phase 2, with Phase 1A providing no allocated on-site car parking.

1.1.5 Phase 1B included a service road that wrapped round the proposed building, forming priority junctions with Abbotswood Way at either end, from which that block would be serviced, with other blocks relying on the public highway for servicing.

1.1.6 The hybrid application was supported by sufficient information in relation to the Detailed First Phase, Phase 1A, to allow full planning approval to be granted and this part of the site, Block A, is now being delivered.

1.1.7 The hybrid application was supported by a Delivery and Service Plan (DSP), prepared by Markides Associates (MA), which sought to demonstrate where the site could be legally and safely serviced and strategies to reduce impacts.

## 1.2 Current S73 Application

- 1.2.1 The Applicant has since formulated revised development proposals which necessitate the submission of a S73 Application minor material amendment.
- 1.2.2 The revised proposals involve the phased demolition of the Avondale Drive Estate to provide new affordable and private sale homes within a regenerated estate environment. The proposals seek to provide up to 296 residential dwellings (including Phase 1A), an uplift of 152 units above existing and 56 above the previous approval, along with improved landscaping and public realm.
- 1.2.3 The S73 proposals are supported by an updated Illustrative Masterplan, attached at **Appendix A**, with extract below at **Figure 1.2**.

**Figure 1.1 Illustrative Masterplan**



## 1.3 DSPA Requirement, Status and Scope

- 1.3.1 It has been identified that a Delivery and Servicing Plan Addendum (DSPA) is a validation requirement of the S73 Application.
- 1.3.2 MA have therefore been instructed by the London Borough of Hillingdon (the Applicant) to prepare this DSPA, which seeks to update the DSP so that it is consistent with the new S73 proposals.

- 1.3.3 The DSPA maintains exactly the same content and structure as the original DSP, but updated to ensure consistency with the new S73 proposals.
- 1.3.4 It should be acknowledged however that DSP's are most effective for commercial/employment land uses, where access restrictions can be tied to tenancies and/or delivery contracts and where there is a constant on-site presence to observe and direct activity and, if necessary, use penalties to deter malpractice. For residential developments, it is often beyond the control of an Applicant to manage the individual behaviour of each and every courier that may access a residential site. In this case, the DSP should influence the design of a proposal so that delivery strategies are legible and can be undertaken safely and legally, without creating conflicts with other user groups such as pedestrians.
- 1.3.5 The DSPA will be reliant on sharing passive messages with residents so that they are aware of access recommendations and restrictions. It is envisaged that the medium for these messages to be shared will be via the implementation of any Residential Travel Plan, which typically includes a requirement for a Welcome Pack to be shared with residents at first occupation, within which delivery recommendations can be outlined.
- 1.3.6 In terms of structure, following this Introduction, the DSPA describes the existing situation before describing the development proposals in detail, including vehicle swept path analysis to demonstrate where delivery vehicles can service the site.

## 1.4 DSP Policy Context and Guidance

### Adopted London Plan (2021)

- 1.4.1 The New London Plan sets out in Policy T4 Assessing and Mitigating Transport Impacts that Delivery and Servicing Plans should accord with TfL Guidance.
- 1.4.2 Policy T7 Deliveries, Servicing and Construction, requires developments to facilitate safe, clean and efficient delivery and servicing activity. The policy states that deliveries should be received on-site, with on-street loading bays used where this is not possible.
- 1.4.3 The policy also requires developments to include the provision of facilities to avoid missed deliveries.

### TfL DSP Guidance: Making Freight Work for You

- 1.4.4 Transport for London (TfL) have also produced guidance to formulate DSPs, stating that they can be used to:
  - Manage deliveries to reduce the number of trips, particularly during peak hours;
  - Identify where safe and legal loading can take place; and
  - Promote the use of delivery companies who can demonstrate their commitment to best practice, e.g. the Fleet Operator Recognition Scheme (FORS).

1.4.5 The guidance also states that implementing a DSP can result in the following benefits:

- Save time and money;
- Reduce the environmental impact of an organization/site;
- Improve the safety of delivery and servicing activity at a site; and
- Cut congestion in the local area.

#### **LBH Local Plan Part 2**

1.4.6 Policy DMT 1: Managing Transport Impacts, states that development proposals will need to '*adequately address delivery, servicing and drop-off requirements.*'

### **1.5 Transport Assessment Addendum**

1.5.1 The S73 planning application is also supported by a Transport Assessment Addendum (TAA), which includes estimates of the number of vehicle movements generated by the proposed scale of development, which will include delivery and service vehicle movements, and should be read in conjunction with this DSPA.

1.5.2 This DSPA has been informed by the TAA in its consideration of delivery and service vehicle access strategies.

## 2. Existing Conditions

### 2.1 Site Location

2.1.1 A site location plan is shown in **Figure 2.1**.

**Figure 2.1** Site Location Plan



2.1.2 The site comprises 1.07 hectares and is occupied by the existing Avondale Drive Estate.

2.1.3 Prior to the delivery of Phase 1A, the estate consisted of three 13-storey blocks of flats, each containing 48 flats (a total of 144 homes), each of which are two-bedroom units. Between each tower were large, covered car parking areas.

2.1.4 The site is approximately 0.4 miles due north-east of Hayes Town Centre. The site is bound by Avondale Drive to the south, beyond which is low rise housing. The site is bound to the east by Abbotswood Way, beyond which is the A312 The Parkway, separated by an area of soft landscaping. Minet Junior School is located directly to the west, with associated playing fields wrapping around the Site's northern boundary, which is also formed by Hitherbroom Park.

## 2.2 Local Highway Network

2.2.1 Avondale Drive is a 7.3m wide carriageway subject to a 20mph speed limit up to the junction with Avondale Drive Nos 35-135, after which it reverts to 30mph, with this speed limit continuing along Abbotswood Way.

2.2.2 To the west, Avondale Drive forms a simple priority junction with Coldharbour Lane. After realigning north/south along the site frontage, where it becomes Abbotswood Way, the carriageway continues north where it accesses a residential estate that is essentially a large cul-de-sac, with there being no vehicular connection between Priory Close and Stirling Road.

2.2.3 Automatic Traffic Counts (ATCs) undertaken in October 2021 summarise typical peak hour and daily weekday traffic flows occurring on Avondale Drive along the site frontage, confirming that Avondale Drive is lightly trafficked.

**Table 2.1 Weekday Traffic Flow Data**

Location	AM Peak 08:00 – 09:00	PM Peak 18:00 – 19:00	24h Weekday
Avondale Drive	224	141	2446

2.2.4 The local highway network surrounding the site does not form part of a Parking Management Scheme, allowing unfettered parking demand to occur on-street without the need for any permit. There are no waiting/loading controls within the study area other than school keep clear markings along the school frontage, which are operational during school AM and PM drop-off/pick-up periods.

### 3. Development Proposals

#### 3.1 Summary of Development

3.1.1 As stated in the Introduction, the proposals involve the phased demolition of the Avondale Drive Estate to provide new affordable and private sale homes. The emerging proposals seek to provide up to 296 residential dwellings (including Phase 1A), an uplift of 152 units above existing and 56 above the previous approval, along with improved landscaping and public realm.

3.1.1 The proposed accommodation mix is detailed below in **Table 3.1**.

**Table 3.1 Accommodation Mix**

Phase	Block	Tenure	1-bed Flats	2-bed Flats	3-bed Flats	4-bed Flats	Total
<b>Detailed First Phase</b>							
<b>1A</b>	Phase 1A Block A (Currently Being Delivered)	Social Rent	7	16	5	2	<b>30</b>
<b>Outline Area (to be amended by S73 application)</b>							
<b>2</b>	B	Social Rent	14	16	3		<b>33</b>
	C	Social Rent	14	16	2		<b>32</b>
	D	Social Rent	3	12	13		<b>28</b>
<b>1B</b>	E	Private	47	46			<b>93</b>
	Ground Floor Duplex	Social Rent	3	2	2	5	<b>12</b>
	F	Private	13	18	22		<b>53</b>
	F	Shared Ownership		4	11		<b>15</b>
<b>Total</b>							
Total			<b>101</b>	<b>130</b>	<b>58</b>	<b>7</b>	<b>296</b>

3.1.2 The proposals will therefore 146 homes with private tenure and 150 homes with affordable tenure.

3.1.3 The Illustrative Masterplan therefore confirms the proposed introduction of a series of residential blocks aligned parallel with Avondale Drive.

3.1.4 Phase 1A, which was subject to full planning approval as part of the original application and which is currently delivering Block A, is located on the western edge of the site. Phase 1B is

located on the eastern edge of the site, bound by Avondale Drive to the east and Abbotswood Way to the east, accommodating Blocks E and F, separated from Phase 2, which contains Blocks B/C/D, by a pedestrianised route and public square that will connect Avondale Drive with Hitherbroom Park.

- 3.1.5 The S73 proposals differ from the approved development in that they remove the service vehicle route that ran around Phase 1B, remove a surface level car park that was accommodated within Phase 2 and accommodate a more generous offset between Phases 1B and 2.
- 3.1.6 Phase 1B accommodates an undercroft parking area, accessed via a proposed access with Abbotswood Way, above which there is a residents courtyard at first floor podium level.
- 3.1.7 Phase 2 accommodates an undercroft parking area, accessed via a proposed access with Avondale Drive, between Blocks B and C.

## **3.2 Phase 1A Delivery and Servicing**

- 3.2.1 Phase 1A is located on the western part of the site, adjacent to the boundary with Minet Junior School, with the proposals including a substation that is aligned with this western boundary.
- 3.2.2 The Phase 1A proposals include a dedicated communal bin store along the Avondale Drive frontage, located within 10m of the carriageway, which will be used by both ground floor and upper floor units. As such, on-street delivery and servicing is envisaged, with drop-kerb provision to be delivered to ensure bins can be dragged between the store and carriageway.
- 3.2.3 On-street servicing is also envisaged for general deliveries such as internet order/supermarket deliveries etc. without the need for a formal loading bay.

## **3.3 Phase 1B/2 Delivery and Servicing**

- 3.3.1 The remaining part of the site includes two sub-phases. Phase 1B includes a residential building accommodating 173 units within 2 Blocks (Blocks E-F), each of which benefit from their own core access, fronting both Avondale Drive and Abbotswood Way, along with ground floor duplex units.
- 3.3.2 The S73 proposals no longer include the proposed service road that wraps around the Phase 1B building.
- 3.3.3 Phase 2 includes a residential building with 93 units fronting Avondale Drive, between Phase 1A and Phase 1B, with 3 Blocks (Blocks B-D).
- 3.3.4 Reflecting the arrangements for Phase 1A and given the lack of parking controls within the area and low vehicle movements on Avondale Drive, on-street servicing is envisaged for both phases, encompassing both refuse collection and general deliveries, with servicing taking place from Avondale Drive, including refuse collection, with each associated bin store being located within 10m of a vehicle access route.

3.3.5 Where on-street access to bin stores is required, the proposals will include drop-kerb provision to ensure level access between the store and the carriageway.

3.3.6 The servicing strategy is indicated below at **Figure 3.1**.

**Figure 3.1** Servicing Strategy



### 3.4 Waiting Restrictions

3.4.1 In order to ensure these bin stores are accessible to LBH refuse collection vehicles and not obstructed by parked vehicles, it will be necessary to introduce waiting controls in front of them, which will permit loading activity, which is indicated in **Drawing 25289-MA-XX-XX-DR-C-0102**, with extract below at **Figure 3.2**.

**Figure 3.2 Drawing 25289-MA-XX-XX-DR-C-0102 Extract – Illustrative Waiting Controls**



- 3.4.2 General delivery and servicing vehicles accessing the site will also be able to use these locations for loading activity.
- 3.4.3 If necessary, a formalised loading bay can be introduced along the site frontage as part of the subsequent implementation of any Parking Management Scheme.

## **4. Trip Generation**

- 4.1.1 MA have previously instructed delivery and service vehicle traffic surveys at other similar residential development sites, for example Battersea Power Station.
- 4.1.2 These surveys revealed a typical trip rate of 1 daily delivery and service vehicle trip per 15 residential units.
- 4.1.3 Equating this to the proposed scale of development means these specific proposals have the potential to generate 20 daily delivery vehicle movements.
- 4.1.4 The significant majority of these movements are undertaken by vehicles up to 3.5T, typically 90%, with larger vehicles associated with refuse collection movements.

## 5. DSP Measures

### 5.1 Introduction

#### Overview and Scope

5.1.1 This section of the DSPA outlines a number of qualitative measures that the future occupants will be encouraged to implement as part of their ongoing operation to manage their delivery and service demands.

5.1.2 It is recognised however that residential deliveries will occur on an ad-hoc basis, via a range of couriers. As such, these trips cannot be effectively regulated or consolidated.

### 5.2 Residential Measures

#### Travel Plan Leaflet

5.2.1 The Travel Plan Leaflet will identify to residents that deliveries can occur from on-street.

5.2.2 Where residents are able to inform couriers of set-down locations they will therefore be identify these locations to avoid illegal or unsafe parking.

#### Missed Deliveries

5.2.3 The Applicant will also consider the introduction of drop-box facilities within each residential core, or centrally within the site so that missed deliveries can be avoided.

5.2.4 This intervention can be included at reserve matters stage.

#### Visitor Cycle Parking

5.2.5 The proposals include visitor cycle parking between Phase 1B and 2, which can be used by couriers that are accessing the site by bike.

#### Travel Plan Survey

5.2.6 As part of the Travel Plan surveys, delivery and servicing activity will be monitored.

5.2.7 Should parking stress levels result in delivery and servicing vehicles having to wait within the carriageway, rather than parking along the kerbline, consideration will be given to the introduction of formalised loading bays along the site frontage.

## **6. Monitoring and Reporting**

- 6.1.1 As part of the Travel Plan surveys, a record of delivery and servicing activity will be taken to observe the number of movements, vehicle type and typical lengths of stay.
- 6.1.2 The results of the surveys, along with matters raised during stakeholder meetings and the measures that have been implemented to address them, will be included within Travel Plan monitoring reports.

## FIGURES

- Figure 1.1 Illustrative Masterplan
- Figure 2.1 Site Location Plan
- Figure 3.1 Servicing Strategy
- Figure 3.2 Drawing 25289-MA-XX-XX-DR-C-0102 Extract – Illustrative Waiting Controls

## DRAWINGS

25289-MA-XX-XX-DR-C0102 P01 Illustrative Waiting Controls



## APPENDICES

Appendix A – Illustrative Masterplan

## APPENDIX A – ILLUSTRATIVE MASTERPLAN





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