

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

**Address:** FORMER MASTER BREWER SITE, FREEZELAND WAY

**Development:** Mixed use redevelopment comprising the erection of a 3,543 sq.m foodstore (GIA) (Use Class A1), (inclusive of delivery areas) with 181 car parking spaces and 32 cycle spaces; 3 additional retail units, totalling 1,037 sq.m (GFA) (Use Class A1 to A5); a 100 sq.m safer neighbourhoods unit (Use Class D1); a 7 storey (plus plant level) 84 bedroom hotel (Use Class C1), with 18 car parking spaces and 16 cycle spaces; together with associated highways alterations and landscaping.

**LBH Ref Nos:** 4266/APP/2012/1544

**Drawing Nos:** SEE REPORT AT APPENDIX A

**Date Application Received:** 08-06-12

**Date Application Valid:** 12-06-12

### 1. EXECUTIVE SUMMARY

Planning permission is sought for a mixed use redevelopment of the former Master Brewer site, comprising the erection of a foodstore with 181 car parking spaces and 32 cycle spaces; 3 additional retail units, totalling 1,037 sqm (Use Class A1 to A5); a 100 sqm safer neighbourhoods unit, a 7 storey (plus plant level) 84 bedroom hotel with 18 car parking spaces and 16 cycle spaces; together with associated highways alterations and landscaping.

This full planning application has been submitted in association with an outline application for residential development on land to the east and south of the site, the latter application being subject to a separate report on this agenda. Although these full and outline applications have been submitted separately, they are intrinsically linked, as they represent different phases of an overall scheme at the former Master Brewer site, submitted by Spenhill Developments on behalf of Tesco.

The Council also has before it a separate scheme for retail and mixed use development at Hillingdon Circus (the Bride Hall development). Both the Master Brewer and Hillingdon Circus schemes propose a comprehensive mixed-use retail-led development incorporating residential, hotel, and in the case of the Master Brewer scheme, community and café bar. The most appropriate approach to adopt when considering two competing supermarket applications is to firstly assess the applications individually and if they are both acceptable individually in planning terms the starting point is that both should, in principle, be granted planning permission.

#### Individual Assessment

In terms of the Master Brewer scheme, this has been independently assessed and has been judged to be acceptable on an individual basis. The individual report is attached at Appendix A. In summary, there is no land use policy objection to the principle of a retail led mixed use development of the site, provided the retail element is of a scale that is appropriate to the continued viability of the local centre and offers convenience or specialist goods and services that are accessible to people who would otherwise need to travel further afield and gives due regard to the cumulative impact of planned or emerging development within

Hillingdon Circus, especially a potential food store development on land adjoining Hillingdon Station.

In terms of retail impact, the proposal is of scale that is considered appropriate to the centre and would not have an unacceptable impact on the other centres in the catchment area, meeting the relevant tests set out within the NPPF. As such, it is concluded that the development will not result in any impacts that would be significantly adverse in retail terms, in accordance with relevant policies in the London Plan.

In addition the development would incorporate adequate parking and including off-site highways works and contributions towards public transport improvements. The Council's Highways Officer is satisfied that the development would be served by adequate car parking and would not have any adverse impacts on the free flow of the highway network or on highway or pedestrian safety.

Whilst the design approach is generally low key, the hotel because of its height, would form a positive land mark feature. Nevertheless, the layout would reflect the established suburban character of the townscape context to the site. Landscaping has been incorporated within the adjacent open space in an attempt to mitigate the impact of the hotel on longer views towards the site.

In terms of the impact on the Green Belt, off-site woodland planting is proposed, which would, together with the tree planting on the site create a new landscape setting for the development, improve the landscape of the Green Belt, and mitigate the landscape/ecological impact caused by the loss of the majority of the trees on the site.

Furthermore, the development would integrate an appropriate level of inclusive design, measures to reduce energy use and other sustainable design features. Subject to appropriate conditions and planning obligations, the development would not have any unacceptable impacts on air quality. Furthermore, subject to appropriate conditions the development would not have any adverse impacts on the amenity of residential occupiers by way of noise.

The Council also has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010). As a consequence, an Impact Assessment has been carried out and concludes that the positive benefits of the scheme outweigh any potential negative impacts on equality groups in the affected area.

#### Cumulative Impact Assessment

Consideration also needs to be given as to whether the grant of two planning permissions, (in this case the 'Spenhill' and 'Bride Hall Development' schemes). If there is evidence that the cumulative impact of both permissions being implemented would be unacceptable in planning terms, then that evidence should be taken into account in dealing with the two applications. In this case, Retail Impact Assessments and Environmental Impact Assessments have been undertaken for both the Hillingdon Circus and Master Brewer applications. A cumulative Impact Assessment has also been carried out by the Local Planning Authority and this is attached elsewhere on this agenda.

These assessments suggest that the cumulative impact of the two schemes together would be likely to have an unacceptable impact on town centres within the relevant catchment areas, on traffic congestion and on air quality.

#### Comparative Assessment

If it is judged that the two proposals' cumulative impact is unacceptable to the extent that only one permission can therefore be granted, then the approach to be taken is a full comparative assessment of each site against the other, in order to decide which scheme is preferred in planning terms. A full comparative assessment has therefore been undertaken, against relevant criteria in the Development Plan and against the material facts of the sites proposed. The comparative assessment is provided elsewhere on this agenda and includes (but is not limited to) consideration of the various relevant matters, including locational advantages of each site, any additional benefits each scheme would bring, traffic impact, visual impact, parking provision, housing delivery, landscaping, employment generation, residential amenity issues and impact on town centres, economic and fiscal impacts..

The comparative assessment concludes that the Spenhill scheme would be preferable. To this end it is recommended that the Spenill scheme should be approved and the Bride Hall scheme be refused.

## **2. RECOMMENDATION**

**1. That the application be referred back to the Greater London Authority.**  
**2. That should the Mayor not direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application, the Council enter into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) or Section 278 Highways Act 1980 (as amended) and all appropriate legislation to secure:**

**(i). Transport: All on site and off site highways works as a result of this proposal.**

**These include the following:**

- **Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach;**
- **Modifying the existing right turn into the western site access for traffic coming from the A40 westbound;**
- **Introduction of an additional right turn lane for left turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach. The left turn lane requires a widening of the Long Lane carriageway and footway, taking land from part of the south west corner of the development site;**
- **Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction;**
- **Provision of an informal pedestrian refuge crossing at the western site access;**
- **Provision of a shared cycle/footway into the site from the western site access towards the proposed food retail store and three non-food retail units;**
- **Traffic signal timings and operations ;**
- **Review lighting and the visibility of signs and road markings at and in the surrounding of Hillingdon Circus junction (extent of review to be agreed with the Council's Highways Engineer) and implement works required by the Council;**
- **Provide carriageway and footway resurfacing, anti-skid surfacing, and upgrade pedestrian islands and road markings (extent of works to be agreed with the Council's Highways Engineer); and**
- **Coach stop enhancements on Freeland Way**
- **Revised traffic modelling and signal timings and operations to be submitted to and approved in writing by the Council and TfL;**
- **Contribution to real time information system at bus stops prior to commencement;**

**(ii). Public Transport Infrastructure: A financial contribution in the sum of**

£220,000, being an annual contribution of £40,000 towards improvements to bus services for a period of 5 years and 2 bus stop upgrades at £10,000 each.

(iii). Travel Plans for both the store and hotel.

(iv). Employment and Hospitality Training: An employment strategy to be entered into and adhered to address how local people will gain access to employment opportunities.

(v). Construction Training: either a construction training scheme delivered during the construction phase of the development or a financial contribution secured equal to the formula as contained in the SPD (£2,500 for every £1m build cost + (total gross floor area/7,200m<sup>2</sup> x £71,675) = total contribution).

(vi). Landscape Screening and Ecological Mitigation: a financial contribution in the sum of £252,308.88.

(vii). Air Quality: a financial contribution in the sum of £25,000.

(viii). Delivery of the residential development which is subject to a separate outline application:

(ix) The applicants pay a sum to the Council equivalent to 2% of the value of contributions for compliance, administration and monitoring of the completed planning (and/or highways) agreement(s).

(x).The applicants pay a sum to the Council of up to 3% of the value of contributions for specified requirements to project manage and oversee implementation of elements of the completed planning (and/or highways) agreement(s).

3. That officers be authorised to negotiate and agree the detailed terms of the proposed agreements.

4. If the above Section 106 agreement has not been finalised within 6 months, then the application is to be referred back to the Planning Committee for determination.

5. That subject to the above, the application be deferred for the determination by Head of Planning, Green Spaces and Culture under delegated powers to approve the application, subject to the completion of legal agreement(s) under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.

8. That if the application is approved, the conditions set out at appendix A be attached:



## APPENDIX A

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

**Address:** FORMER MASTER BREWER SITE FREEZELAND WAY  
HILLINGDON

**Development:** Mixed use redevelopment comprising the erection of a 3,543 sq.m foodstore (GIA) (Use Class A1), (inclusive of delivery areas) with 181 car parking spaces and 32 cycle spaces; 3 additional retail units, totalling 1,037 sq.m (GFA) (Use Class A1 to A5); a 100 sq.m safer neighbourhoods unit (Use Class D1); a 7 storey (plus plant level) 84 bedroom hotel (Use Class C1), with 18 car parking spaces and 16 cycle spaces; together with associated highways alterations and landscaping.

**LBH Ref Nos:** 4266/APP/2012/1544

**Drawing Nos:** 09032/P0-100 REV I  
09032/P0-101 REV D  
09032/P0-102 REV N  
09032/P0-103 REV I  
09032/P0-105 REV L  
09032/P0-106 REV G  
09032/P1-120 REV J  
09032/P1-122 REV E  
09032/P2-102 REV H  
09032/P3-104 REV H  
09032/P3-105 REV H  
09032/P4-102 REV E  
09032/P1-100 REV K  
09032/P1-101 REV J  
09032/P1-102 REV J  
P09032/1-103 REV C  
09032/P2-100 REV F  
09032/P3-100 REV J  
09032/P3-101 REV J  
09032/P1-110 REV. L  
179751-TR-002 Rev. G  
179751/TR/008/01 Rev H  
179751/TR/008/02 Rev H  
179751/OS/010 Rev B  
W105860 L04 REV E  
W105860L07 REV A  
W105860L08 REV A  
W105860L09 REV  
W105860L10 REV I  
Archaeological Desk-Based Assessment  
Air Quality Assessment  
Report on Tree Inspections  
BREEAM Pre-assessments  
Daylight and Sunlight Report

Ecological Assessment  
Potable Water Strategy  
Statement of Community Involvement summary  
Framework Travel Plan  
Hotel Travel Plan  
Spenhill Travel Plan  
Planning Statement  
Retail Assessment  
Environmental Noise Assessment  
Transport Assessment  
Revised Transport Assessment  
Final Addendum Transport Assessment with Appendices  
March 2013  
Commercial + Hotel Area Schedule  
Flood Risk Assessment  
Design and Access Statement  
Site Statutory and Site Utility Services Investigations  
Energy Statement  
Lighting Impact Assessment  
Environmental Statement  
ES Non-Technical Summary  
Addendum Report to ES Final 16.8.13  
2016 Proposed Results  
Pedestrian Crossing Times - Hillingdon Circus Junction  
VISSIM Sensitivity Test Technical Note  
Retail Assessment Addendum

**Date Plans Received:** 08/06/2012      **Date(s) of Amendment(s):**  
02/04/2013  
27/06/2012  
07/05/2013  
11/06/2013  
13/08/2013

**Date Application Valid:** 12/06/2012

## 1. SUMMARY

Planning permission is sought for a mixed use redevelopment on part of the former Master Brewer site, comprising the erection of a 3,543 sqm foodstore with 181 car parking spaces and 32 cycle spaces; 3 additional retail units, totalling 1,037 sqm (Use Class A1 to A5); a 100 sqm safer neighbourhoods unit, a 7 storey (plus plant level) 84 bedroom hotel with 18 car parking spaces and 16 cycle spaces; together with associated highways alterations and landscaping. This application has been submitted in association with an outline application for residential development for 125 units on land to the south and west of the site.

The former Master Brewer Hotel site has an extensive planning history stretching back to 2004 for retail led mixed use.

1,657 local residents, businesses and local amenity groups were consulted initially in June 2012, and re-consulted on receipt of further information in May 2013. 71 individual letters of objection have been received, objecting to the planning application, primarily on the grounds of increased traffic generation and traffic congestion at Hillingdon Circus and the surrounding

road network. Issues relating to the scale of the development, air quality, impact on retail provision and flooding have also been raised. In addition, 20 letters of support have been received. Both the Ickenham and Oak Farm Residents Associations have provided detailed responses to this application, and have objected on similar grounds to those made by individual residents.

Given the scale of the development, the application is referable to the Mayor of London.

There is no land use policy objection to the principle of a retail led mixed use development of the site, provided the retail element is of a scale that is appropriate to the continued viability of the local centre; offers convenience or specialist goods and services that are accessible to people who would otherwise need to travel further afield and gives due regard to the cumulative impact of planned or emerging development within Hillindon Circus, especially a potential food store development on land adjoining Hillingdon Station.

In terms of retail impact, the proposal is of scale that is considered appropriate to the centre and will not have an unacceptable impact on the other centres in the catchment area, meeting the relevant tests set out within the NPPF. As such, it is concluded that the development will not result in any impacts that would be significantly adverse in retail terms, in accordance with relevant policies in the London Plan (July 2011).

Whilst the design approach is generally low key, the hotel because of its height, would form a land mark feature. However, the layout would reflect the established suburban character of the townscape context to the site. Landscaping has been incorporated within the site and adjacent open land, to mitigate the impact of the hotel and associated residential development on longer views towards the site, particularly from the Green Belt to the west, where woodland planting is proposed, which would, together with the tree planting on the site itself, create a new landscape setting for the development, improve the landscape of the Green Belt, and mitigate the landscape/ecological impact caused by the loss of the majority of the trees on the site.

In addition the development would incorporate adequate parking and including off-site highways works and contributions towards public transport improvements. The Council's Highways Officer is satisfied that the development would be served by adequate car parking and would not have any adverse impacts on the free flow of the highway network or on highway or pedestrian safety.

The development would integrate an appropriate level of inclusive design, measures to reduce energy use and other sustainable design features. Subject to appropriate conditions and planning obligations, the development would not have any unacceptable impacts on air quality. Furthermore, subject to appropriate conditions the development would not have any adverse impacts on the amenity of residential occupiers by way of noise. In particular the Council's Environmental Protection Unit consider that 24 hour opening for the superstore would be acceptable in this instance.

### **3. RECOMMENDATION**

**This recommendation is based upon an individual assessment of the proposal , assuming that it were to be implemented in isolation. It does not take into account the cumulative impact of both the Master Brewer and Hillingdon Circus schemes together, or the comparative assessment of both schemes against the other. If the scheme was being proposed in isolation, it is recommended that the proposal be approved, subject to the following:**



1. That the application be referred back to the Greater London Authority.  
2. That should the Mayor not direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application, the Council enter into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) or Section 278 Highways Act 1980 (as amended) and all appropriate legislation to secure:

(i). Transport: All on site and off site highways works as a result of this proposal.

These include the following:

- Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach;
- Modifying the existing right turn into the western site access for traffic coming from the A40 westbound;
- Introduction of an additional right turn lane for left turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach. The left turn lane requires a widening of the Long Lane carriageway and footway, taking land from part of the south west corner of the development site;
- Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction;
- Provision of an informal pedestrian refuge crossing at the western site access;
- Provision of a shared cycle/footway into the site from the western site access towards the proposed food retail store and three non-food retail units;
- Traffic signal timings and operations ;
- Review lighting and the visibility of signs and road markings at and in the surrounding of Hillingdon Circus junction (extent of review to be agreed with the Council's Highways Engineer) and implement works required by the Council;
- Provide carriageway and footway resurfacing, anti-skid surfacing, and upgrade pedestrian islands and road markings (extent of works to be agreed with the Council's Highways Engineer); and
- Coach stop enhancements on Freeland Way
- Revised traffic modelling and signal timings and operations to be submitted to and approved in writing by the Council and TfL;
- Contribution to real time information system at bus stops prior to commencement;

(ii). Public Transport Infrastructure: A financial contribution in the sum of £220,000, being an annual contribution of £40,000 towards improvements to bus services for a period of 5 years and 2 bus stop upgrades at £10,000 each.

(iii). Travel Plans for both the store and hotel.

(iv). Employment and Hospitality Training: An employment strategy to be entered into and adhered to address how local people will gain access to employment opportunities.

(v). Construction Training: either a construction training scheme delivered during the construction phase of the development or a financial contribution secured equal to the formula as contained in the SPD ( $\text{£2,500 for every £1m build cost} + (\text{total gross floor area}/7,200\text{m}^2 \times \text{£71,675}) = \text{total contribution}$ ).

(vi). Landscape Screening and Ecological Mitigation: a financial contribution in the sum of £252,308.88.

(vii). Air Quality: a financial contribution in the sum of £25,000.

(viii). Delivery of the residential development which is subject to a separate outline application:

(ix) The applicants pay a sum to the Council equivalent to 2% of the value of contributions for compliance, administration and monitoring of the completed planning (and/or highways) agreement(s).

(x).The applicants pay a sum to the Council of up to 3% of the value of contributions for specified requirements to project manage and oversee implementation of elements of the completed planning (and/or highways) agreement(s).

3. That officers be authorised to negotiate and agree the detailed terms of the proposed agreements.

4. If the above Section 106 agreement has not been finalised within 6 months, then the application is to be referred back to the Planning Committee for determination.

5. That subject to the above, the application be deferred for the determination by Head of Planning, Green Spaces and Culture under delegated powers to approve the application, subject to the completion of legal agreement(s) under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.

8. That if the application is approved, the following conditions be attached:

**1. Time Limit**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

**REASON**

To comply with Section 91 of the Town and Country Planning Act 1990.

**2. Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers:

P0-105 REV L

P0-106 REV E

P1-120 REV H

P1-122 REV E

P2-102 REV H

P3-104 REV H

P3-105 REV H

P4-102 REV E

P1-100 REV K

P1-101 REV J

P1-102 REV J

P1-103 REV C

P2-100 REV F

P3-100 REV J

P3-101 REV J

W105860 L04 REV E

W105860L07 REV A

W105860L08 REV A

W105860L09 REV

W105860L10 REV I

P0-102 Rev M

P0-103 Rev H

P0-100 REV I

P0-101 REV D

P0-102 REV K

P0-103 REV F

and shall thereafter be retained/maintained for as long as the development remains in existence.

**REASON**

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (July 2011).

### **3. COM5 General compliance with supporting documentation**

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

Archaeological Desk-Based Assessment

Air Quality Assessment

Report on Tree Inspections

BREEAM Pre-assessments

Daylight and Sunlight Report

Ecological Assessment

Potable Water Strategy

Framework Travel Plan

Hotel Travel Plan

Spenhill Travel Plan

Planning Statement

Retail Assessment

Statement of Community Involvement

Environmental Noise Assessment

Transport Assessment

Revised Transport Assessment

Final Addendum Transport Assessment with Appendices March 2013

Design and Access Statement

Site Statutory and Site Utility Services Investigations

Energy Statement

Lighting Impact Assessment

Environmental Statement

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

#### **REASON**

To ensure that the development complies with the objectives of Policies in the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **4. Authorised use**

Notwithstanding the provisions of Part 3, Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), (i) the main superstore building shall be used only for purposes within Use Class A1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended). (ii) The three independent retail units shall be used only for purposes within Use Classes A1, A2, A3, A4, A5 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended). (iii) The hotel building shall be used only for purposes within Use Class C1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended). (iv) The Safer Neighbourhood Centre shall be used only for purposes within Use Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended).

#### **REASON**

1. In order to comply with the terms of the application.
2. In order to ensure that appropriate town centre uses are located on the site in compliance with Policy PR23 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).
3. In order to ensure that appropriate levels of on site parking are provided in accordance with Policies AM14 and AM15 of the Hillingdon Local Plan: Part Two Saved

UDP Policies (November 2012).

### **5. Floor Space Limitation**

Notwithstanding S55(2) of the Town and Country Planning Act 1990, or Article 3 of the Town and Country Planning (use classes) order 1987, no more than 27% of the retail floor space contained within the main retail food store unit hereby approved shall be used for the display or sale of comparison goods. Furthermore, the total gross internal floor space of the retail food store shall not exceed 3,543 sq.m. Notwithstanding the provisions of Section 55 of the Town and Country Planning Act 1990 (or any others revoking and re-enacting this provision with or without modification), no additional internal floor space shall be created in excess of that area expressly authorised by this permission.

#### **REASON**

- (i) To enable the Local Planning Authority to assess all the implications of the development
- (ii) To ensure that the proposed retail development will not have a significant impact on the other centres in the catchment area and will meet the relevant tests set out within the NPPF and comply with policies 4.7, 4.8 and 4.9 of the London Plan (2011).
- (iii) To ensure that adequate parking and loading facilities can be provided on the site, in accordance with Policies PR23, AM7, AM14, and AM15 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **6. COM20 Air Extraction System**

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

#### **REASON**

To safeguard the amenity of the occupants of surrounding properties in accordance with Policy OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **7. Traffic Arrangements**

Development shall not begin until details of all traffic arrangements (including where appropriate carriageways, footways, turning space, safety strips, sight lines at road junctions, kerb radii, car parking areas and marking out of spaces, loading facilities, closure of existing access and means of surfacing) have been submitted to and approved in writing by the Local Planning Authority. The approved development shall not be occupied until all such works have been constructed in accordance with the approved details. Thereafter, the parking areas, sight lines and loading areas must be permanently retained and used for no other purpose at any time. Disabled parking bays shall be a minimum of 4.8m long by 3.6m wide, or at least 3.0m wide where two adjacent bays may share an unloading area.

#### **REASON**

In the interests of highway and pedestrian safety in accordance with policy AM7 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **8. Visibility Splays**

The access for the proposed car parking shall be provided with those parts of 2.4m x 2.4m pedestrian visibility splays which can be accommodated within the site in both directions and shall be maintained free of all obstacles to the visibility between heights of 0.6m and 2.0m above the level of the adjoining highway.

## REASON

In the interests of highway and pedestrian safety in accordance with policy AM7 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **9. Car Park Management Plan**

Before any part of the development is occupied a Car Park Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include details parking allocation and of 5 brown badge holders within the retail car park and measures for the sharing of the retail car parking with hotel overnight. The scheme shall be implemented and maintained in full compliance with the approved measures.

## REASON

To ensure pedestrian and vehicular safety and convenience and to ensure adequate off street parking, and loading facilities in compliance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (July 2011).

### **10. Construction Logistics Plan**

Before any part of the development is occupied a Construction Logistics Plan (CLP) shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include but not be limited to the following:

- o Construction traffic generation by development phase;
- o Access routes;
- o Contractor parking;
- o Deliveries to avoid highway network peak hours and traffic sensitive hours;
- o Construction staff travel plan;
- o Measures to manage localised priorities.

The scheme shall be implemented and maintained in full compliance with the approved measures.

## REASON

To ensure pedestrian and vehicular safety and convenience and to ensure adequate off street parking, and loading facilities in compliance with Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (July 2011).

### **11. COM 29 No Floodlighting**

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and direction of light sources and intensity of illumination. Any lighting that is so installed shall not thereafter be altered without the prior consent in writing of the Local Planning Authority other than for routine maintenance which does not change its details.

## REASON

To safeguard the amenity of surrounding properties and to protect the ecological value of the area in accordance with policies BE13, EC3 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **12. Levels**

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be

shown in relation to a fixed and known datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

#### REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **13. Materials**

No development shall take place until details of all materials and external surfaces, including street furniture, lighting and signage have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such. Details should include information relating to make, product/type, colour and photographs/images.

#### REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **14. Retained trees**

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs' Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

#### REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

#### **15. COM 8 Tree Protection**

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.
2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise

agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

2.a There shall be no changes in ground levels;

2.b No materials or plant shall be stored;

2.c No buildings or temporary buildings shall be erected or stationed.

2.d No materials or waste shall be burnt; and.

2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

#### REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **16. Landscaping scheme**

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

##### 1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100),

1.b Written specification of planting and cultivation works to be undertaken,

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

##### 2. Details of Hard Landscaping

2.a Refuse Storage for the hotel and retail units

2.b Cycle Storage for the hotel, retail units and store.

2.c Means of enclosure/boundary treatments

2.d Car Parking Layouts

2.e Hard Surfacing Materials

2.f External Lighting

2.g Other structures (such as play equipment and furniture)

##### 3. Living Walls and Roofs

3.a Details of the inclusion of living walls and roofs, in particular, over the roof of the energy centre and north wall of the store.

##### 4. Details of Landscape Maintenance

4.a Landscape Maintenance Schedule for a minimum period of 5 years.

4.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

##### 5. Schedule for Implementation

##### 6. Other

6.a Existing and proposed functional services above and below ground

6.b Proposed finishing levels or contours

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

#### REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (July 2011).

## **17. Ecology**

Prior to the commencement of development, a scheme for the inclusion of ecological enhancement features within the buildings and surrounding landscape shall be submitted to and approved in writing by the local planning authority. The scheme shall clearly identify the types and location of measures to enhance the habitat opportunities for wildlife, predominantly bats and birds. The development should proceed in accordance with the approved scheme.

### **REASON**

In order to encourage a wide diversity of wildlife on the existing semi-natural habitat of the site in accordance with policy EC5 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and London Plan (July 2011) Policy 7.19.

## **18. Sustainable water management**

Neither the food store, independent retail units or the hotel approved by this permission shall be commenced until a scheme for the provision of sustainable water management relating to that building has been submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

- i) provide details of water collection facilities to capture excess rainwater;
- ii) provide details of how rain and grey water will be recycled and reused.

Thereafter the development shall proceed in accordance with the approved scheme.

### **REASON**

To ensure the development does not increase the risk of flooding in accordance with Policy OE8 and London Plan (July 2011) Policy 5.12.

## **19. Noise Management Plan**

The development shall not begin until a delivery noise management plan which specifies the provisions to be made for the control of noise from night-time delivery and service yard operation has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of physical, administrative measures, noise limits and other measures as may be approved by the Local Planning Authority. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

### **REASON**

To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **20. Bird Hazard Management Plan**

Occupation of either building shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority in respect of the relevant building. The submitted plan shall include details of management of any flat/shallow pitched/green roofs on the relevant building within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 "Potential Bird Hazards from Building Design". The Bird Hazard Management Plan shall be implemented as approved from the date of occupation and shall remain in force for the life of the building.

### **REASON**

To avoid endangering the safe operation of aircraft through the attraction of birds in compliance with Policy A6 of the of the Hillingdon Local Plan: Part 2 - Saved UDP.



## **21. Security**

Prior to the commencement of the development of the hotel and retail units hereby permitted, details of the proposed CCTV scheme and other security measures shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Metropolitan Police. The CCTV should be implemented prior to first occupation of the retail units.

### **REASON**

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (July 2011) Policies 7.1 and 7.3.

## **22. Noise**

The rating level of noise emitted from plant and/or machinery at the development shall be at least 5 dB below the existing background noise level. The noise levels shall be determined at the nearest residential property. The measurements and assessment shall be made in accordance with British Standard 4142 Method for rating industrial noise affecting mixed residential and industrial areas.

### **REASON**

To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **23. Condition (construction management plan)**

Before the development hereby approved commences, a Construction Environmental Management Plan (CEMP) shall be submitted to, and approved in writing by, the Local Planning Authority. The CEMP shall comprise such combination of measures for controlling the effects of demolition, construction and enabling works associated with the development as may be approved by the Local Planning Authority. The CEMP shall address issues including the phasing of the works, hours of work, noise and vibration, air quality, waste management, site remediation, plant and equipment, site transportation and traffic management including routing, signage, permitted hours for construction traffic and construction materials deliveries. It will ensure appropriate communication with, the distribution of information to, the local community and the Local Planning Authority relating to relevant aspects of construction. Appropriate arrangement should be made for monitoring and responding to complaints relating to demolition and construction. All demolition, construction and enabling work at the development shall be carried out in accordance with the approved CEMP unless otherwise agreed in writing by the Local Planning Authority.

### **REASON**

To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **24. Archaeology**

A) No development shall take place until the applicant has secured the implementation of a programme of archaeological mitigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the local planning authority.

B) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (A), and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.

#### REASON

Heritage assets of archaeological interest survive on the site. The Local Planning Authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development, in accordance with recommendations given by the borough and in the NPPF.

### **25. Flooding/drainage**

No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The drainage strategy should demonstrate the surface water run-off generated up to and including the 1 in 100 year critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include provision of on-site surface water storage to accommodate the critical duration 1 in 100 year storm event, with an allowance for climate change.

#### REASON

(i) The site is adjacent to a Local Wildlife Site (LWS) - Ickenham Marsh Complex. There should be no detriment to this LWS (also identified as a site of Grade 1 Borough importance) by this development, and where possible, there should be betterment of the LWS. The addition of green or brown roofs to this development will provide benefits for biodiversity on the site, and provide some green buffering between the adjacent LWS and the development. In accordance with Policies EC1, EC3 and EC5 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

(ii) To prevent flooding on-site and off-site by ensuring the satisfactory storage of and/or disposal of surface water from the site using appropriate sustainable drainage techniques, in accordance with Policy OE8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

### **26. Air Quality Action Plan**

Prior to first occupation of the development an air quality action plan shall be submitted to and approved in writing by the Local Planning Authority. The action plan shall set out the measures to be undertaken to promote, encourage and install measures to reduce impacts on air quality. The development must be operated in accordance with the approved plan.

#### REASON

To reduce the impacts on air quality in accordance with Policy EM8 of the Local Plan Part 1.

### **27. Air Quality CHP Unit**

Prior to commencement of the development full specifications of the CHP unit shall be submitted to and approved in writing by the Local Planning Authority. The specifications shall demonstrate the use of the least polluting CHP system appropriate with and the relevant NOx emissions, the designs of the flue to reduce impacts to residents and further pollution abatement technology to ensure the CHP has minimal air quality impacts. The development must proceed in accordance with the approved scheme.

#### REASON

To reduce the impacts on air quality in accordance with Policy EM8 of the Local Plan Part 1.

### **28. Air Pollution Protection Measures**

Prior to commencement of development a scheme for protecting the proposed residential units from external air pollution shall be submitted and approved by the Local Planning Authority. The development must proceed in accordance with the approved scheme and completed prior to occupation. The development shall retain the air pollution protection measures throughout the lifetime of the development.

#### **REASON**

To reduce the impacts on air quality in accordance with Policy EM8 of the Local Plan Part 1 (November 2012).

### **29. Air Quality - Environmental Fleet Management (Mixed Use)**

Before any part of the development is occupied an environmental fleet management plan shall be submitted for approval to the Local Planning Authority. The said scheme shall include measures to encourage the use of low emission vehicle technologies (e.g. use of electric and/or hybrid vehicles where appropriate, installation of electric charging points), environmentally aware driver training scheme (e.g. no idling), and fleet servicing and maintenance regime. The said scheme shall be implemented for the life of the development.

#### **REASON:**

To safeguard the amenity of neighbouring properties in accordance with policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

### **30. Energy strategy**

Prior to the commencement of development, a detailed energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment shall consolidate all the information provided with the detailed planning submission and show clearly the baseline carbon footprint for each of the non residential uses. It shall also detail how each use contributes to the 25% reduction set out in the London Plan It will set out the phasing arrangements for the energy strategy and show that the CHP will be delivered as part of first building phases. Finally, it will clearly set out the maintenance arrangements for the CHP and air source heat pumps. The development will proceed in accordance with the approved scheme.

#### **REASON**

To ensure there is a clear understanding of how each use within the development contributes to the site wide strategy and to ensure the energy reduction targets of Policy 5.2 of the London Plan are met.

### **31. Electric charging**

Prior to the commencement of development a plan showing provision for electric charging points to serve 20% of all car parking spaces should be submitted to and approved in writing by the Local Planning Authority. The plan shall set out the location of the charging points, the chosen technology and clear presentation of how the bays will be marked. The development shall proceed in accordance with the approved plan.

#### **REASON**

To provide car parking for electric vehicles to help tackle air quality impacts and meet the climate change challenges in accordance with Policy 6.13 of the London Plan.

### **32. Sustainable Water Management**

No development approved by this permission shall be commenced until an outline scheme for the provision of sustainable water management has been submitted to, and approved in writing by the Local Planning Authority. Should the development be phased

the outline scheme should be developed to allow implementation of the phases independently or allow appropriate enabling works to occur. Prior to commencement of each phase of the outline element of the development, or any of the elements of development for which full planning permission is hereby approved, a scheme to dispose of foul and surface water for the relevant phase/relevant component of the full planning element, shall be submitted to and approved by the Local Planning Authority.

The scheme shall clearly demonstrate how it follows the strategy set out in the approved Flood Risk Assessment and Surface Water Drainage Strategy, and incorporates sustainable urban drainage in accordance with the hierarchy set out in Policy 5.15 of the London Plan and will:

- i. provide details of the surface water design including all suds features and how it will be implemented to ensure no increase in flood risk from commencement of construction and during any phased approach to building.
- ii. provide a management and maintenance plan for the lifetime of the development of arrangements to secure the operation of the scheme throughout its lifetime. Including details of appropriate inspections and
- iii. provide details of the body legally responsible for the implementation of the management and maintenance plan.
- iv. any overland flooding should be shown, with flow paths depths and velocities identified as well as any hazards. The scheme shall also demonstrate the use of methods to minimise the use of potable water, and will incorporate water saving measures and equipment; provide details of water collection facilities to capture excess rainwater; and provide details of how rain and grey water will be recycled and reused in the development.

Thereafter the scheme shall be completed in strict accordance with the approved details and thereafter maintained for the life of the development, unless consent to any variation is first obtained in writing from the Local Planning Authority.

#### REASON

(i) To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding in accordance with Policy EM6 Flood Risk Management of the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012), Policy 5.12 Flood Risk Management of the London Plan (July 2011) and Planning Policy Statement 25.

(ii) To ensure that surface water run off be handled as close to its source as possible in compliance with Policy 5.13 Sustainable Drainage of the London Plan (July 2011), and conserve water supplies in accordance with Policy 5.15 (Water use and supplies) of the London Plan (July 2011).

### **33. Imported soils**

Before any part of the development is occupied, site derived soils and imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

Before any part of the development is occupied, site derived soils and imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

#### REASON

To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with policy OE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)).

### **34. Changing Facilities**

Occupation of the food store, independent retail stores or hotel shall not commence until details of staff shower and changing facilities for that building have been submitted to, and approved in writing by the Local Planning Authority and the approved facilities have been installed. Thereafter, the facilities shall be retained for the life of the development.

#### REASON

To ensure that adequate facilities have been provided, in accordance with Policy 6.13 of the London Plan 2011.

### **35. Contaminated land**

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted in accordance with the Supplementary Planning Guidance on Land Contamination and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.

(c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement.

(ii) If during development or works contamination not addressed in the submitted remediation scheme is identified, an addendum to the remediation scheme must be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

#### REASON

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **36. Accessible Hotel Bedrooms**

The design of the hotel shall ensure that the proposed hotel is designed to be fully accessible in accordance with BS 8300:2009 and incorporating horizontal evacuation and evacuation lifts as detailed in BS 9999:2008, and a minimum of 5 percent of the hotel rooms are to be designed with a fixed tracked hoist system (compliant with BS8300 Figure 59), a further 5 percent with a fixed track hoist system or similar system, a further 5 percent capable of being adapted in future to accessibility standards. In addition approach to the building shall be designed in accordance with BS 8300:2009. The facilities approved in compliance with this condition shall be provided prior to the occupation of the hotel and shall be permanently retained thereafter.

#### REASON

To ensure that people with disabilities have adequate access to the development and to ensure adequate facilities are provided for people with disabilities in accordance with Policies AM13 and R16 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **37. Internal Layout**

Details of the internal layout of the independent retail units, including, toilets and disabled access shall be submitted to and approved in writing by the Local Planning Authority, prior to the occupation of that unit.

#### REASON

To ensure the development meets the sustainable design aims of the Council and London Plan Policy 5.13.

#### **38. Delivery & Servicing Plan**

Before any of the retail units or food supermarket are occupied, a delivery and servicing plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include but not be limited to the following:

- o Delivery and egress routes, include the number, type of vehicles and timing schedules;
- o Deliveries to avoid highway network peak hours and traffic sensitive hours;
- o Measures to manage localised priorities.

The scheme shall be implemented and maintained in full compliance with the approved measures.

#### REASON

To ensure pedestrian and vehicular safety and convenience and to ensure adequate off street parking, and loading facilities in compliance with Policy AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (July 2011).

#### **39. Trolley Traps**

Prior to the commencement of development, details of a trolley trap to prevent shopping trolleys leaving the site shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to the occupation of the retail store.

#### REASON

To prevent the abandonment of shopping trolleys in the surrounding area and associated anti-social behaviour, to the detriment of Health and Safety and the character and appearance of the area in accordance with Policies BE13 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **INFORMATIVES**

1. The development of this site is likely to damage heritage assets of archaeological interest. The applicant should therefore submit detailed proposals in the form of an archaeological project design. The design should be in accordance with the appropriate English Heritage guidelines. Should significant archaeological remains be encountered in the course of the initial field evaluation, an appropriate mitigation strategy, which may include archaeological excavation, is likely to be necessary.

2. The building envelope of the hotel hereby approved should have adequate noise insulation against external noise to ensure satisfactory noise levels in the guest bedrooms

and any staff accommodation. Adequate ventilation with windows closed should be provided. The Council's Supplementary Planning Guidance on Noise contains advice on noise design criteria. For dwellings, these are daytime indoor noise levels of not more than 35 dB LAeq,T for indoor living area, and night-time noise levels of not more than 30 dB LAeq,T and 45 dB LAm<sub>ax</sub> in bedrooms.

3. Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense. For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524)."

4. Advice on the assessment of CHPs is available from EPUK at: [http://www.iaqm.co.uk/text/guidance/epuk/chp\\_guidance.pdf](http://www.iaqm.co.uk/text/guidance/epuk/chp_guidance.pdf). An area up to a distance of 10 times the appropriate stack height needs to be assessed. They should contact the Environmental Protection Unit if they have any queries.

5. (i). Accessible car-parking bays should be sited within 40m of the entrances into the Proposed supermarket, cafe and restaurant facilities and for the hotel. Details should be provided on how the accessible parking spaces would be distributed within the site. Additionally, the information should include a breakdown on the number of spaces to be allocated to each facility. It should be noted that the Council requires 10% of parking spaces in developments of this type to be designated as accessible with appropriate delineation in accordance with BS 8300: 2009.

(ii). A suitable access route to the building should be provided from the car parking area. Paths forming access routes should be a minimum of 1.5m clear wide, no steeper than 1:20 (unless designed as a suitable ramp), non-slip, well lit and clearly defined using texture and visual contrasts. Paths should include suitably dropped kerbs at key crossing points.

(iii). The presence of a glass doors should be made apparent with permanent strips on the glass (manifestation) within a zone of 850 mm -1000 mm and 1400mm - 1600mm from the floor, contrasting in colour and luminance with the background seen through the glass in all light conditions. The edges of a glass door should also be apparent when the door is open. If a glass door is adjacent to, or is incorporated within a fully glazed wall, the door and wall should be clearly differentiated from one another, with the door more prominent.

(iv). Cash point machines should be fully accessible. The maximum reaching height of controls and card slots should not exceed 1200mm.

(v) All signage for directions, services or facilities should be provided in a colour contrasting with the background. Signage and lighting levels should be consistent throughout the building and care taken to avoid sudden changes in levels.

(vi). Accessible toilets should be designed in accordance with BS 8300:2009. The cubicle should not incorporate baby change facilities. A combination of both left and right hand transfer spaces should be provided, as more than one unisex provision is proposed.

(vii). The accessible toilet should be signed either Accessible WC or Unisex. Alternatively, the use of the wheelchair symbol and the words Ladies and Gentlemen or Unisex would be acceptable.

(viii). Details of separate baby changing facilities should be provided.

(ix). As the proposed redevelopment would represent a key community resource, the Council should require a Changing Places toilet facility in accordance with the Accessible Hillingdon SPD (adopted January 2010). Such provision is in line with BS

8300: 2009 and the Department for Communities and Local Government (DCLG) strategic guidance 'Improving Public Access to Better Quality Toilets. No details in this regard have been submitted.

(xi). Details of refuge areas and/or emergency evacuation provisions and procedures should be provided. Advice from an appropriate fire safety officer or agency should be sought at an early stage to ensure that adequate and appropriate refuge areas are incorporated into the scheme as a whole. Refuge areas provided should be sized and arranged to facilitate manoeuvrability by wheelchair users (Refer to BS 9999: 2008). Refuge areas must be adequately signed and accessible communication points should also be provided in the refuge area.

(xii). Details of a fire in emergency plan should be submitted to demonstrate that adequate means of escape for disabled people has been incorporated into the design of all the proposed buildings.

#### Observations Specific to the Proposed Hotel

(xiii). Policy 4.5 (London's visitor infrastructure) of the London Plan 4.5, seeks to achieve 40,000 net additional hotel bedrooms by 2031, of which at least 10 per cent should be wheelchair accessible. To this end, the Council seeks to increase the quality and quantity of fully wheelchair accessible hotel accommodation, and, therefore, in accordance with the above mentioned Supplementary Planning Document and BS8300:2009, requires the minimum provision of accessible bedrooms as a percentage of the total number of bedrooms to be:

- i. 5% without a fixed tracked-hoist system (see example in Figure 59);
- ii. 5% with a fixed tracked-hoist system or similar system giving the same degree of convenience and safety;
- iii. 5% capable of being adapted in the future to accessibility standards (i.e. with more space to allow the use of a mobile hoist, wider doors, provision for services and with enclosing walls capable of supporting adaptations, e.g. handrails.

(xiv). The principal entrance door should be provided with a glazed panel giving a zone of visibility, in accordance with BS 8300:2009. It is strongly recommended that consideration be given to the use of an automatic opening door device.

(xv). Part of the reception/concierge desk should be provided at a height of 750-800mm. An assisted listening device, ie infra-red or induction loop system, should be fitted to serve all reception areas. Seating of varying heights should be provided and sited close to reception.

(xvii). All signage for directions, services or facilities should be provided in a colour contrasting with the background. Signage and lighting levels should be consistent throughout the building and care taken to avoid sudden changes in level.

xviii). Lighting levels should be consistent throughout the building and care taken to avoid sudden changes in levels.

(xix). Accessible toilets within the communal areas should be designed in accordance with the guidance given in Approved Document M to the Buildings Regulations 2004.

(xx). The accessible toilets should be signed either Accessible WC or Unisex. Alternatively, the use of the ladies and gentlemen with a wheelchair symbol and the word Unisex would be acceptable.

(xxi). Plans should detail room dimensions, particularly for the en suite bathrooms and confirm within the Design and Access Statement, that bath and shower rooms will accord with the design guidance in BS8300:2009. As the majority of wheelchair users prefer showers, a larger proportion

of the accessible rooms should feature shower rooms. Large-scale plans should be submitted detailing the specification of the proposed accessible bath and shower rooms.

(xxii). Corridors should be a minimum of 1500mm wide and internal doors across circulation routes should incorporate a suitable zone of visibility.

(xxiv). Internal doors, across circulation routes, should be held open using fire alarm activated magnetic closers.



(xxv). Details of where Hearing Enhancement Systems (e.g. induction loops) will be provided should form part of the scheme. Consideration should also be given, at this stage, to the type of system(s) that will be suitable for different areas of the hotel. (It is important to consider such detail now, as the design of a building and the material from which it is constructed, contribute to good acoustic travel and stability. A technical audit should form part of the Design & Access Statement, as the reliability of systems in proximity to other electrical equipment or materials can be adversely affected, e.g. fluorescent lighting and steelwork.)

(xxv). Signs indicating the location of an accessible lift should be provided in a location that is clearly visible from the building entrance.

(xxvi). The lifts should accord with BS 8300:2009.

(xxvii). A minimum of one fire rated lift should be incorporated into the scheme. The lift should be integrated to support Horizontal Evacuation and designed in accordance with BS 9999:2008 and all related standards contained within.

Fire exits should incorporate a suitably level threshold and should open onto a suitably level area. Advice from a suitably qualified Fire Safety Officer concerning emergency egress for disabled people should be sought at an early stage. It is, however, unacceptable to provide only a refuge in development of this type and scale. It is not the responsibility of the fire service to evacuate disabled people, and therefore, inherent in the design must be facilities that permit disabled people to leave the building independently in the event of a fire evacuation. The alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating pager system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

(xviii). Lighting levels should be consistent throughout the building and care taken to avoid sudden changes in levels.

(xix). Accessible toilets within the communal areas should be designed in accordance with the guidance given in Approved Document M to the Buildings Regulations 2004.

(xx). The accessible toilets should be signed either Accessible WC or Unisex.

Alternatively, the use of the ladies and gentlemen with a wheelchair symbol and the word Unisex would be acceptable.

(xxi). Plans should detail room dimensions, particularly for the en suite bathrooms and confirm within the Design and Access Statement, that bath and shower rooms will accord with the design guidance in BS8300:2009. As the majority of wheelchair users prefer showers, a larger proportion

of the accessible rooms should feature shower rooms. Large-scale plans should be submitted detailing the specification of the proposed accessible bath and shower rooms.

(xxii). Corridors should be a minimum of 1500mm wide and internal doors across circulation routes should incorporate a suitable zone of visibility.

(xxiv). Internal doors, across circulation routes, should be held open using fire alarm activated magnetic closers.

(xxv). Details of where Hearing Enhancement Systems (e.g. induction loops) will be provided should form part of the scheme. Consideration should also be given, at this stage, to the type of system(s) that will be suitable for different areas of the hotel. (It is important to consider such detail now, as the design of a building and the material from which it is constructed, contribute to good acoustic travel and stability. A technical audit should form part of the Design & Access Statement, as the reliability of systems in proximity to other electrical equipment or materials can be adversely affected, e.g. fluorescent lighting and steelwork.)

(xxv). Signs indicating the location of an accessible lift should be provided in a location that is clearly visible from the building entrance.

(xxvi). The lifts should accord with BS 8300:2009.

(xxvii). A minimum of one fire rated lift should be incorporated into the scheme. The lift should be integrated to support Horizontal Evacuation and designed in accordance with

BS 9999:2008 and all related standards contained within. Fire exits should incorporate a suitably level threshold and should open onto a suitably level area. Advice from a suitably qualified Fire Safety Officer concerning emergency egress for Disabled people should be sought at an early stage. It is, however, unacceptable to provide only a refuge in development of this type and scale. It is not the responsibility of the fire service to evacuate disabled people, and therefore, inherent in the design must be facilities that permit disabled people to leave the building independently in the event of a fire evacuation. The alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating page system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

6. You are advised this permission is based on the dimensions provided on the approved drawings as numbered above.

7. For compliance with the DDA please refer to the following guidance: -

- The Disability Discrimination Act 1995. Available to download from [www.opsi.gov.uk](http://www.opsi.gov.uk)
  - Disability Rights Commission (DRC) Access statements. Achieving an inclusive environment by ensuring continuity throughout the planning, design and management of building and spaces, 2004. Available to download from [www.drc-gb.org](http://www.drc-gb.org).
  - Code of practice. Rights of access. Goods, facilities, services and premises. Disability discrimination act 1995, 2002. ISBN 0 11702 860 6. Available to download from [www.drc-gb.org](http://www.drc-gb.org).
  - Creating an inclusive environment, 2003 & 2004 - What it means to you. A guide for service providers, 2003. Available to download from [www.drc-gb.org](http://www.drc-gb.org).
- This is not a comprehensive list of Building Regulations legislation. For further information you should contact Building Control on 01895 250804/5/6 and 8.

8. Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

- A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.
- B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.
- C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.'
- D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit ([www.hillingdon.gov.uk/noise](http://www.hillingdon.gov.uk/noise) Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

9. The Council's Waste Service should be consulted about refuse storage and collection arrangements. Details of proposals should be included on submitted plans. For further information and advice, contact - the Waste Service Manager, Central Depot - Block A, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB8 3EU Tel. 01895 277505 / 506).

10. You should contact Thames Water Utilities and the Council's Building Control Service regarding any proposed connection to a public sewer or any other possible impact that the development could have on local foul or surface water sewers, including building over

a public sewer. Contact: - The Waste Water Business Manager, Thames Water Utilities plc, Kew Business Centre, Kew Bridge Road, Brentford, Middlesex, TW8 0EE.  
Building Control Service - 3N/01, Civic Centre, High Street, Uxbridge, UB8 1UW (tel. 01895 250804 / 805 / 808).

11. You are advised that if any part of the development hereby permitted encroaches by either its roof, walls, eaves, gutters, or foundations, then a new planning application will have to be submitted. This planning permission is not valid for a development that results in any form of encroachment.

12. All proposed new street names must be notified to and approved by the Council. Building names and numbers, and proposed changes of street names must also be notified to the Council. For further information and advice, contact - The Street Naming and Numbering Officer, Planning & Community Services, 3 North Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 250557).

13. You are advised by London Borough of Hillingdon, Highways Management, that any works on the Highway, in relation to the reinstatement of any existing vehicle access, must be carried out with approval from the Highway Authority. Failure to reinstate an existing vehicle access will result in the Highway Authority completing the works, and the developer may be responsible for the costs incurred. Enquiries should be addressed to: Highways Maintenance, 4W/07, Civic Centre, Uxbridge, UB8 1UW.

14. A licence must be obtained from the Highway Authority before any works are carried out on any footway, carriageway, verge or other land forming part of the public highway. This includes the erection of temporary scaffolding, hoarding or other apparatus in connection with the development for which planning permission is hereby granted. For further information and advice contact: - Highways Maintenance Operations, 4W/07, Civic Centre, Uxbridge, UB8 1UW

15. You are advised that care should be taken during the building works hereby approved to avoid spillage of mud, soil or related building materials onto the pavement or public highway. You are further advised that failure to take appropriate steps to avoid spillage or adequately clear it away could result in action being taken under the Highways Act 1980.

16. You should ensure that your premises do not generate litter in the streets and nearby areas. Sections 93 and 94 of the Environmental Protection Act 1990 give local authorities the power to serve 'Street Litter Control Notices' requiring businesses to clear up the litter and implement measures to prevent the land from becoming littered again. By imposing a 'Street Litter Control Notice', the local authority has the power to force businesses to clean up the area in the vicinity of their premises, provide and empty bins and do anything else which may be necessary to remove litter. Amendments made to the 1990 Act by the Clean Neighbourhoods and Environment Act 2005 have made it immediately an offence to fail to comply with the requirements of a Street Litter Control Notice, and fixed penalties may be issued as an alternative to prosecution. Given the requirements of the Clean Neighbourhoods and Environment Act 2005, you are advised to take part in Defra's Voluntary Code of Practice for 'Reducing litter caused by Food on the Go', published in November 2004. Should you have any queries on the above, please contact the Environmental Enforcement Team within the Environment and Consumer Protection Group on 01895 277402 at the London Borough of Hillingdon.

17. The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act

incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

18. The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

AM1 Developments which serve or draw upon more than a walking distance based catchment area - public transport accessibility and capacity considerations

AM10 Incorporation in new developments of additions to the proposed cycle network

AM11 Improvement in facilities and promotion of safety and security at bus and rail interchanges; use of planning agreements to secure improvement in public transport services

AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -

(i) Dial-a-ride and mobility bus services

(ii) Shopmobility schemes

(iii) Convenient parking spaces

(iv) Design of road, footway, parking and pedestrian and street furniture schemes

AM14 New development and car parking standards.

AM15 Provision of reserved parking spaces for disabled persons

AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity

AM3 Proposals for new roads or widening of existing roads

AM7 Consideration of traffic generated by proposed developments

AM8 Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes

AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

BE13 New development must harmonise with the existing street scene.

BE18 Design considerations - pedestrian security and safety

BE19 New development must improve or complement the character of the area.

BE20 Daylight and sunlight considerations.

BE21 Siting, bulk and proximity of new buildings/extensions

BE26 Town centres - design, layout and landscaping of new buildings

BE28 Shop fronts - design and materials

BE29 Advertisement displays on business premises

BE3 Investigation of sites of archaeological interest and protection of archaeological remains

BE36 Proposals for high buildings/structures in identified sensitive areas

BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

BE39 Protection of trees and woodland - tree preservation orders

EC2 Nature conservation considerations and ecological assessments

EC3 Potential effects of development on sites of nature conservation importance

EC5 Retention of ecological features and creation of new habitats

H4 Mix of housing units

H5 Dwellings suitable for large families

LE6 Major office and other business proposals in town centres

OE1 Protection of the character and amenities of surrounding properties and the local area

OE11 Development involving hazardous substances a requirement for ameliorative measures

OE3 Buildings or uses likely to cause noise annoyance - mitigation measures

OE7 Development in areas likely to flooding - requirement for flood protection measures  
OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures  
OL5 Development proposals adjacent to the Green Belt  
PR23 Hillingdon Circus  
R1 Accessibility for elderly people, people with disabilities, women and children  
R16 Development proposals in or near areas deficient in recreational open space  
R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities  
R2 Provision of recreation, entertainment and leisure facilities in Town Centres  
S9 Change of use of shops in Local Centres  
T4 Hotels, guest houses and other tourist accommodation - location, amenity and parking requirements

LLP 3.18 (2011) Education facilities  
LPP 2.15 (2011) Town Centres  
LPP 3.9 (2011) Mixed and Balanced Communities  
LPP 4.1 (2011) Developing London's economy  
LPP 4.7 (2011) Retail and town centre development  
LPP 5.1 (2011) Climate Change Mitigation  
LPP 5.11 (2011) Green roofs and development site environs  
LPP 5.12 (2011) Flood risk management  
LPP 5.13 (2011) Sustainable drainage  
LPP 5.14 (2011) Water quality and wastewater infrastructure  
LPP 5.7 (2011) Renewable energy  
LPP 6.12 (2011) Road Network Capacity  
LPP 6.13 (2011) Parking  
LPP 6.3 (2011) Assessing effects of development on transport capacity  
LPP 7.16 (2011) Green Belt  
LPP 7.3 (2011) Designing out crime  
LPP 8.2 (2011) Planning obligations

#### NPPF

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

20. Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.

21. In accordance with the provisions of the NPPF, the Local Planning Authority has actively engaged with the applicant both at the pre application and application stage of the planning process, in order to achieve an acceptable outcome. The Local Planning Authority has worked proactively with the applicants to secure a development that improves the economic, social and environmental conditions of the area. In assessing and determining the development proposal, the Local Planning Authority has applied the presumption in favour of

sustainable development Accordingly, the planning application has been recommended for approval.

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

The application site area measures 2.99 ha (outline and detailed applications) and was formerly occupied by the Master Brewer Hotel, a public house/motel with 106 bedrooms, conferencing and restaurant facilities and 200 parking spaces. The site is close to Hillingdon Underground Station and falls within the North Hillingdon Local Centre. Currently the site comprises hard standing and semi mature vegetation with large advertising boards located on the boundary adjacent to Long Lane. Semi-mature and mature boundary planting envelope the site on each of its boundaries. Vehicular access to the site is provided via an entrance/exit point onto Freezeland Way, with an additional exit point available on Long Lane, both of which have been blocked with temporary concrete bollards and fencing.

The site is broadly flat but inclines at its boundary adjacent to Long Lane (approximately 2.5metres) and declines to the embankment adjacent to the A40 (approximately 3 metres). Following demolition of the former Master Brewer Hotel and associated buildings, the site is currently derelict and awaiting redevelopment. Immediately to the west of the site is Long Lane/A437, beyond which is a vacant site which lies adjacent to Hillingdon Station and benefits from planning permission for a 5storey office development measuring 11,574 sq.m and 289 car parking spaces. This permission has been partially implemented by the construction of a roundabout and associated access.

To the south of the site is Freezeland Way and beyond this, the North Hillingdon Local Centre. Green Belt land is located to the east of the site.

The site is approximately 200 metres east of Hillingdon London Underground Station. This station is adjacent to TfL bus routes and coach stops which provide services to Uxbridge, Oxford and Ickenham. The site has a Public Transport Accessibility Level of 3 (PTAL). The wider built environment is characterised by predominantly 2/3 storey detached and semi detached residential and commercial properties.

#### **3.2 Proposed Scheme**

The proposal comprises of the following elements:

##### **Retail Store**

The proposed 3,543 sqm food store would be situated on the north western part of the application site, towards the northern boundary with the A40/Western Avenue. The delivery/refuse area would be located to the west of the food store (between the food store and the embankment adjacent to Long Lane) and the back of house area immediately to the rear of the sales area. The principal point of access to the food store would front south onto the associated car park, which would provide for 198 car parking and 32 associated cycle spaces.

The proposed materials would predominantly comprise glazing and timber cladding panels. The proposed food store incorporates a number of energy efficient measures including rainwater harvesting technology, roof lights and a green wall.

##### **Independent Retail Units**

To the south-west of the proposed food store, 3 independent retail units are proposed,

which would each measure 445, 288 and 301 sq.m GFA respectively and collectively provide for 700 sq.m net internal sales area. The applicants are seeking a flexible approach to the proposed occupation/uses and as such, an open use class will be sought for these units (Use Classes A1 to A5)

It is proposed that the independent retail units would comprise a glazed facade, with timber cladding and a Standing Steam Roof, following a similar theme to the palette of materials selected for the proposed food store.

#### Hotel

The proposed hotel will front a piazza, located at the primary vehicular and pedestrian entrance to the site at its south-west corner. The hotel would provide for 84 rooms and be 7 storeys in height, with an associated plant level. The lobby area to the hotel would be provided at ground floor level, along with a proposed cafe/bar measuring 183 sqm and safer neighbourhoods unit measuring 100 sqm. The latter would be provided as a separate unit. To the rear of the hotel (adjacent to Long Lane) a servicing and car parking area is proposed, which would provide for 22 car parking spaces and 4 cycle spaces.

#### Access

Vehicular access to the proposed food store, 3 retail units and hotel (the detailed application) is proposed via a priority junction from Freezeland Way, approximately 50 metres east of the Hillingdon Circus junction. Vehicular traffic to the retail units would turn right into the dedicated car park area, whilst refuse, delivery vehicles and visitors of the hotel would turn left onto a dedicated road serving these uses and associated areas.

It is intended that the residential area (associated outline application) will be served via a separate access approximately 120 metres east of the western site access, at the south east corner of the food store car park. Pedestrian and cycle access to all proposed land uses will be provided through the site from the signalised pedestrian crossings at the Hillingdon Circus junction. A shared cycle/footway and an informal refuge crossing at the western site access is proposed.

#### External Highway Improvements

The proposals include highway alterations designed to improve the operation of the Hillingdon Circus junction. These changes are summarised below:

- Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach.
- Modifying the existing right turn into the western site access for traffic coming from the A40 westbound.
- Introduction of an additional right turn lane for right turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach.
- Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction
- Provision of one dedicated on-street coach bay on Freezeland Way, immediately east of the proposed site access for the Hotel land use.
- Provision of an informal pedestrian refuge crossing at the western site access; and
- Provision of a shared cycle/footway into the site from the western site access towards the proposed Spenhill store and retail units.

#### Landscape

A site wide landscape strategy has been submitted to address the redevelopment of the entire site, which is underpinned by four key principles:

- Creation of a gateway entrance to the site adjacent to Hillingdon Circus;
- Establishment of an urban edge along Freezeland Way and Long Lane;
- Creation of an appropriate landscape setting adjacent to the Green Belt; and
- Provision of safe, attractive and effective amenity space for residents.

### Boundary Planting

The belt of existing tree and shrub planting along the site's western boundary (adjacent to Long Lane) falls within TfL land outside of the application boundary and is not affected by the proposals. It is proposed to extend this planting south towards Hillingdon Circus junction through new planting at the south-west corner of the application site. The existing and proposed planting will screen the hotel car park and servicing areas/back of house associated with the foodstore and independent retail units. The existing hedgerow along the northern boundary will be retained and enhanced through management and re-planting, to maintain and enhance its role in screening the site from the A40. It is proposed that selective thinning, coppicing, re-planting and supplementary tree and hedgerow planting will take place along the site's eastern boundary.

### Off Site Planting

The scheme includes provision of a woodland buffer to be planted on the adjacent Green Belt land, to further supplement the existing eastern boundary planting. This will be secured through a Section 106 Agreement, in the event of an approval.

### Gateway Entrance/Piazza

A new piazza is proposed at the south-west corner of the site, to mark the entrance to the site. The landscape treatment will be urban in character, comprising paving and tree/hedge planting, together with new lighting and seating. The proposed piazza will be designed to facilitate pedestrian movement and provide a link to the site from North Hillingdon Centre.

### Internal Planting

The application is supported by a number of documents which are summarised below:

- Design & Access Statement, including Visual & Landscape Assessment

This Statement accompanies the full and outline applications in respect of the comprehensive redevelopment of the wider site. This document provides an assessment of the existing site, its history and the evolution of the various design proposals for its redevelopment, culminating in the current scheme this document explains the relationship of the site to the surrounding areas and how this context has informed and the proposals to ensure compatibility within the local context.

- Planning Statement

This Statement has been submitted in support of this full (commercial) and the associated outline (residential) planning application. The Statement establishes planning policy context and identifies the principal issues arising from the proposals. The statement concludes that there is policy support for the principle of a retail-led mixed-use development incorporating residential use at the application site. The proposals represent a significant opportunity to re-use a vacant brown field site to create a sustainable and well-designed scheme which contributes towards the delivery of housing within the Borough, improves the vitality and viability and contributes towards the improvement of the retail function of North Hillingdon Local Centre. The proposals would make a significant contribution to local job creation both during the construction and operational stages. The proposals would improve the appearance of the site and immediate area, including adjacent Green Belt land. Accessibility to public transport and local services and



facilities provides an opportunity to maximise the intensity of the site, whilst respecting the sensitive nature of the adjacent Green Belt, in line with relevant policy.

- Retail Assessment (July 2011)

The Retail Assessment notes that the site is allocated in emerging planning policy for mixed-use retail-led development and it sits within a defined local centre. At present, North Hillingdon is under-provided for in terms of main food shopping, as evidenced by the limited role the centre currently plays for local residents. The supermarket and independent retail units included within will allow people to shop more locally by meeting main food shopping needs within North Hillingdon local centre, whilst still ensuring that the centre plays a subordinate role to surrounding, higher order centres and therefore addressing any concerns raised in relation to previous applications for retail development on the site.

- Retail Assessment Addendum Report (submitted June 2012)

This addendum report has been submitted in conjunction with the July 2011 Retail Assessment above. The purpose of this addendum report is to update the analysis to reflect the recent adoption of the NPPF, superseding the previous guidance set out in PPS4, and the changes to development plan, in the form of the adoption of the London Plan (2011). The report concludes that the application is in accordance with the London Plan and accords with the sequential approach as outlined at paragraph 24 of the NPPF and will not result in any significant adverse impacts on planned investment or the vitality and viability of town centres.

- Hillingdon Master Brewer - Retail Addendum (August 2013)

The addendum updates the submitted impact assessment tables, as well as provide cumulative impact analysis to take into account a recent application in North Hillingdon ('the Morrison's scheme').

The addendum concludes that the cumulative impact of the two stores would result in significantly adverse impact on an identified town centre, primarily as a consequence of prejudicing planned investment; the Spenhill proposal has presented a robust assessment of impact.

- Daylight & Sunlight Assessment

The study has been undertaken by preparing a three-dimensional computer model of the site and surrounding buildings and analysing the effect of the proposed development on the daylight and sunlight levels received by the neighbouring buildings. The analysis seeks to demonstrate that the proposed development would have no discernable effect on the daylight and sunlight amenity enjoyed by the residential properties on Freezeland Way. The proposed development is not considered to affect the adjoining properties daylight and sunlight amenity and will be in accordance with the guidance given in the London Borough of Hillingdon

- Energy Statement

The Statement assesses the energy efficiency, low carbon and renewable energy technologies that could be utilised to reduce the carbon footprint of the proposed mixed use development at Hillingdon, in line with the local and regional planning policy requirements. This report demonstrates how a variety of technologies could be incorporated into the design to reduce the CO2 emissions of the proposed mixed use development. In line with the adopted energy hierarchy, decentralised gas fired reciprocating engine CHP units are considered for the development. Air Source Heat Pumps are also considered to meet the complete space conditioning demands of the General retail units. Based on the analysis presented in this report, the proposed development could achieve circa 45% reduction in CO2 emissions beyond the baseline. Whilst achieving significant reduction in CO2

emissions, it is not likely to be viable to provide all of the reduction from renewable sources. The statement explains the constraints preventing this and demonstrated the rationale behind the proposed approach, which we consider to follow best practice and offer the most appropriate method of CO2 reduction for this development. Considering the residential units of the scheme alone, the proposals are expected to achieve circa 46% reduction in carbon emissions over the Part L 2006 compliant base case. Thereby allowing the scheme to qualify for Code for the Sustainable Homes Level 4.

#### · Sustainable Design & Construction Statement

The Statement comments on the environmental impacts and how they relate to environmental sustainability policies within the report. The Statement concludes that the reuse of this brownfield site will realise its potential and contribute to reducing the need for construction on previously undeveloped land (Greenfield land) which might result in a net loss of green space, a negative impact on flora and fauna, and/or a negative impact on infiltration rates or flooding. The proposed development accords Sustainable Design and Construction policies in the London Plan.

#### · Potable Water Strategy

This Potable Water Strategy provides a context review of key potable water minimisation policies and specific sustainability considerations that are relevant to the site and addresses the issues of potable water minimisation and water reuse within the development.

#### · Lighting Impact Assessment

This report considers the effects of the proposal on the amenity of residents of nearby dwellings from artificial lighting within the scheme. The report concludes that the proposed mitigation measures will ensure that any lighting impact to the local residents and environment will be reduced to minor adverse at worst case, for all areas of lighting.

The key factor in the artificial lighting design is to ensure minimal impact on the surrounding area and sensitive receptors. The artificial lighting design will be undertaken in accordance with the International Commission on Illumination (CIE) document Guide on the Limitation of the Effects of Obtrusive Light from Outdoor Lighting Installation. Careful selection and positioning of luminaires will reduce impact on local environment while maintaining safety and security of pedestrians and general users of public and common spaces.

#### · Site Statutory & Site Utilities Services Investigations

This report provides information on the services and plant/apparatus belonging to the various service providers and utility companies currently serving the site to be developed. Outlined in this report is a strategy for dealing with the site utility services.

#### · Air Quality Assessment

The site is in an AQMA, as such analysis is made of air quality impacts during construction and operation. The assessment identifies sources of pollutants and how these can be mitigated.

#### · Archaeological Assessment

This report comprises an update of the original assessments, following design scheme changes and based upon current (July 2011) standards, guidance, policy background (e.g. PPS 5 etc.) and archaeological knowledge.

#### · Phase 1 Environmental Risk Assessment

Based on the observations recorded and the information collated and reviewed as part of this Risk Assessment the site is considered to be suitable for its proposed use from a ground contamination perspective.

#### · Acoustic Assessment

The objective of the assessment is to determine how noise that may be generated as a result of the proposal would affect the amenities of existing and future residents and how existing road traffic noise would affect the residential element of the proposed scheme. The report contains a discussion of the available methods of assessment and assessment criteria, the findings of an acoustic survey, the prediction methodology and an assessment of noise for the residential element of the proposed development. The different components of operational noise and construction noise matters are also covered. The assessment concludes that with appropriate mitigation measures, the development could proceed without the likelihood of subsequent operations harming the amenity of existing or proposed residential dwellings by reason of noise on the basis of a 24 hour trading and servicing operation.

- Transport Assessment

The report provides a comprehensive description of the existing highway, pedestrian and cycling conditions in the study area, including a site description, existing traffic conditions, an accident analysis, and assessments of the existing public transport, walking and cycling networks and alternative car parking within the study area. The report summarises the relevant national, regional and local policies where they relate to the proposed development, sets out the quantum and type of development proposed for the site, including the residential mix, level of on-site parking provision and delivery and servicing arrangements.

- Transport Assessment Vol 2 Appendices

- Addendum Transport Assessment VN50286 (February 2013)

- Final Addendum Transport Assessment VN50286 (March 2013)

This Addendum Transport Assessment study has assessed the cumulative traffic and transport impacts of the proposed comprehensive redevelopment of the Master Brewer Site and the Hillingdon Circus Mixed used development. A capacity analysis has been carried out in order to determine the likely impact of the proposals on the local highway network. This assessment has used trip rates provided by LBH and they are considered to be robust.

- VISSIM Sensitivity Tests Technical Note (August 2013)

This report has been prepared as a result of officers' requests to revise the VISSIM models, to take into consideration the existing traffic conditions. The revised assessments have sought to demonstrate that the Hillingdon Circus junction and the wider network would not be adversely affected by the proposed development, following the construction of the agreed improvements to the Hillingdon Circus junction and site access. In terms of the cumulative impact analysis, journey times and queue lengths are worsening during the PM peak with the application of the background traffic growth and subsequently, with both the Master Brewer and Morrison's Schemes in operation.

- Framework Travel Plan

The purpose of this document is to provide an outline strategy for sustainable travel to and from the Master Brewer site as a whole, by providing an overarching travel plan strategy and recommending measures geared towards instigating a modal shift away from the private car. This travel plan also acts as the full travel plan for the residential portion of the site, including targets and a detailed package of measures. Separate travel plans have been prepared for the hotel (occupier unknown) and the food store.

- Travel Plan in respect of Food store

This is a travel plan for the food store and will sit under the framework travel plan that has been developed for the site.

- Travel Plan in respect of Hotel

This is a travel plan for the hotel and will sit under the framework travel plan that has been developed for the site.

· Flood Risk Assessment

This report provides a Site Specific Flood Risk Assessment (FRA) and surface water drainage strategy for the proposed redevelopment. The FRA seeks to demonstrate that any increase in surface water run off can be managed on Site through SUDS techniques. The FRA assesses the risk posed to the site from flood events, the risk posed to the site from the site storm water generation, the site storm water run off management and the risk the site poses to increase in flooding elsewhere. The FRA demonstrates that by mitigating for the consequences of flooding, by incorporating measures to accommodate flood risk within the development, and by providing a sustainable surface water drainage strategy, the proposed development does not pose any flood risk.

· Statement of Community Involvement

This report details the consultation process and community response to plans for redevelopment of the Master Brewer site. Key issues identified are as follows:

- Local people were concerned about congestion on local roads which was considered to be poor
- The future of local shops with the opening of a Spenhill store
- Some residents were concerned at the impact of housing on local services
- Many people were interested in jobs and whether these could be guaranteed to the local community
- Residents wanted to see local facilities and a restaurant/bar was popular at the drop-in exhibition
- Some asked whether a hotel was needed
- Respondents wanted to ensure that the greenbelt next to the site was protected and designs sympathetic to the area

· Arboricultural Survey and Impact Assessment

The purpose of the Assessment is to produce a base inventory of the tree stock, advise on any safety issues, calculate BS root protection areas and produce a Tree Constraints Plan that can be used for advising potential development layouts.

· Phase 1 Habitat Survey

The work consisted of a desk review of available data, a field survey to assess the site and surrounding habitats and the production of an ecological report. Habitats on site were found to be currently of limited ecological value, though a non-statutory conservation site is present immediately to the east.

The site has potential to support a range of protected species including bats, amphibians, reptiles and stag beetles. Further surveys are recommended to confirm if indeed these animals are present and determine the need for mitigation and/or enhancement. Nesting birds are also likely to be present on site, and recommendations are made to avoid impacts. Species of Cotoneaster, an invasive plant now listed on Schedule 9 of the Wildlife and Countryside Act, are also present on site. Recommendations are made to avoid spreading these plants.

· Ecology Report

The report documents the Phase 2 survey work for bats, Great Crested Newt, reptiles and Stag Beetle, and includes recommendations for mitigation measures where appropriate. Finally, opportunities for ecological enhancement and beneficial management are proposed with reference to national and local Biodiversity Action Plans (BAPs). Based on the evidence obtained from detailed ecological survey work and with the implementation of the recommendations set out in this report, the report concludes that no ecological designations,

habitats of nature conservation interest or any protected species will be significantly harmed by the proposals.

- Environmental Impact Assessment

Since the first submission of applications on the site in July 2011, a planning application has also been submitted in relation to a retail-led development on nearby land to the west (Hillingdon Circus). A request for a Screening Opinion in relation to this proposal was submitted to LBH on 14 October 2011, with an opinion subsequently issued on 1<sup>st</sup> November 2011. The Council concluded that the Spenhill applications (submitted in July 2011) required Environmental Impact Assessment of the potential cumulative impacts arising from development on both sites.

The applicants requested a Screening Direction from the Secretary of State (SoS), who confirmed that the proposals constitute EIA development. Whilst the SoS did not consider there to be any significant environmental effects regarding use of natural resources; production of waste; risk of accidents; or landscapes of historical, cultural or archaeological significance, he did consider that the environment was sensitive in terms of traffic and air quality. In addition, the SoS makes specific reference to the proposed Hillingdon Circus development, and the potentially cumulative impacts from both developments on traffic and air quality. On balance, he therefore concluded that EIA should be carried out in relation to these proposals.

This application, together with the associated outline application for residential development is therefore subject to an EIA and a full Environmental Statement has been submitted. The EIA comprises the following volumes:

- Volume 1: Main Text Individual environmental topics covered are as follows:

Townscape & Visual Change, Traffic & Transport, Air Quality, Noise and Vibration, Daylighting, Sunlighting, Overshadowing and Solar Glare, Ecology and Nature Conservation, Ground Conditions and Contamination, Surface Water Drainage & Flooding, Cultural Heritage and Socio Economic Effects.

- Volume 2: Townscape, Conservation and Visual Impact Assessment

- Volume 3: Appendices

- Volume 4: Non-Technical Summary (this document)

Chapter 7 consists of statements for the individual environmental topics that have been subject to EIA, which are contained within a number of sub-chapters, as follows:

Townscape & Visual Change; Traffic & Transport; Air Quality; Noise and Vibration; Daylighting; Sunlighting; Overshadowing and Solar Glare; Ecology and Nature Conservation; and Ground Conditions and Contamination

#### Addendum to Environmental Statement (Submitted March 2013)

The forecast traffic generation from both the Spenhill scheme and the Bride Hall Development scheme have been refined to reflect accurately local traffic conditions. Further consideration has been given to the reported air quality effects arising from the development, because of the close link between transport emissions and ambient air quality.

The March 2013 Environmental Statement considered the socio-economic effects of the Spenhill Development proposals, as well as the cumulative impacts that might arise if the Bride Hall Developments scheme also went ahead. In order to ensure complete coverage on the social and economic effects arising from the proposals, both the original and supplementary retail information is also reported in this Addendum.

### **3.3 Relevant Planning History**

2004 - outline application (reference; 4266/APP/2004/2715) was submitted for the

redevelopment of the site to provide a comprehensive mixed use scheme comprising class A1 food store (8,819m<sup>2</sup>), 4 retail units (805m<sup>2</sup>) and retail parking for 538 vehicles, plus 220 residential units including affordable housing and parking for 230 vehicles, highway alterations to Long Lane and Freezeland Way including new access to the site off Freezeland Way (involving demolition of the Master Brewer Motel). The application was refused on 23 December 2004 for a total of 12 reasons which are summarised as follows;

- The impact of the proposed foodstore on the vitality and viability of North Hillingdon Local centre
- The overdevelopment of the site and adverse impact on the existing street scene and openness and visual amenity of the adjacent Green Belt by virtue of the overall scale, density, site coverage and lack of landscape screening.
- Inadequate housing provision for persons with disabilities.
- Inadequate cycling facilities.
- Insufficient provision towards affordable housing
- Insufficient provision towards education, health, community facilities, leisure facilities, public transport, town centre and environmental/public open space improvements.
- Creation of a poor residential environment by virtue of the proximity to noise and poor outlook
- Inadequate provision towards the storage of refuse and recyclables.
- Failure to provide sufficient supporting evidence of trip generation associated with the proposed development.
- Failure to make provision towards energy efficiency measures and renewable energy technology and the associated impact on air quality (2 reasons); and
- Inadequate provision towards amenity space for residential occupants

2005 - duplicate applications in outline form (Reference: 4266/APP/2005/2978 & 4266/APP/2005/2979) were submitted for the erection of a superstore (7,673 m<sup>2</sup>), 1,244m<sup>2</sup> of additional space for A1, A2, A3, A4 or D1 uses within the Use Classes Order, Car parking for 409 cars, 205 residential apartments, including affordable housing, together With 205 car parking spaces, highway alterations and landscaping and the demolition of the Master Brewer Hotel. Application 4266/APP/2005/2978 was refused on 14/6/2006 for the following reasons:

- The detrimental impact of the proposed foodstore on the borough's retail hierarchy by virtue of scale and the failure of the Retail Assessment to demonstrate qualitative or quantitative need and undertake a robust sequential site analysis.
- The overdevelopment of the site and adverse impact on the existing street scene and openness and visual amenity of the adjacent Green Belt by virtue of the overall scale, density, site coverage and lack of landscape screening (subsequently dropped at inquiry).
- Insufficient provision towards town centre and environmental/public open space improvements and recycling and community safety.
- Failure to demonstrate that the arising traffic generation can be adequately accommodated within the adjoining highway network; and
- The cumulative impact of the proposals in the event the adjacent IKEA site was granted planning permission (subsequently dropped at inquiry).

Duplicate application 4266/APP/2005/2979 was the subject of an appeal for Non determination. The Council subsequently resolved that if they had the power to do so the application would have been refused for the above-mentioned reasons. It should be noted that during the inquiry process the Council's reasons for refusing the application in respect of Green Belt and cumulative impact were removed. The appeal was subsequently withdrawn in January 2007.

The following applications were submitted on 08-08-11 and are awaiting determination.

- A full application ref: 4266/APP/2011/2034 for a Mixed use redevelopment comprising the erection of a foodstore, measuring 3,312 sq.m (GFA) (use class A1), with 198 car parking spaces and 32 cycle spaces; an additional 3 retail units, measuring 1,034 sq.m (GFA), (use class A1 to A5); a safer neighbourhoods unit, measuring 100 sq.m (GFA) (use class D1); an 84 bed hotel (use class C1) and 22 car parking spaces and 4 cycle spaces;
- Outline Planning application ref: 4266/APP/2011/2035 for 53 residential units (use class C3) with 56 car parking spaces and 60 cycle parking spaces and associated highways alterations together with landscape improvements.

The applicant has advised that its preference is to progress the proposed development as set out in this report.

#### **4. PLANNING POLICIES AND STANDARDS**

##### Part 1 Local Plan Policies

- PT1.BE1(2012) Built Environment
- PT1.CI1 (2012) Community Infrastructure Provision
- PT1.E5 (2012) Town and Local Centres
- PT1.EM1 (2012) Climate Change Adaptation and Mitigation
- PT1.EM11(2012) Sustainable Waste Management
- PT1.EM2(2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM4 (2012) Open Space and Informal Recreation
- PT1.EM7 (2012) Biodiversity and Geological Conservation
- PT1.EM8 (2012) Land, Water, Air and Noise
- PT1.T1 (2012) Accessible Local Destination

##### Part 2 Local Plan Policies

- AM1 Developments which serve or draw upon more than a walking distance based catchment area - public transport accessibility and capacity considerations
- AM10 Incorporation in new developments of additions to the proposed cycle network
- AM11 Improvement in facilities and promotion of safety and security at bus and rail interchanges; use of planning agreements to secure improvement in public transport services
- AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
  - (i) Dial-a-ride and mobility bus services
  - (ii) Shop mobility schemes
  - (iii) Convenient parking spaces
  - (iv) Design of road, footway, parking and pedestrian and street furniture schemes
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM3 Proposals for new roads or widening of existing roads
- AM7 Consideration of traffic generated by proposed developments
- AM8 Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- BE13 New development must harmonise with the existing street scene.
- BE18 Design considerations - pedestrian security and safety
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions

BE26 Town centres - design, layout and landscaping of new buildings  
 BE28 Shop fronts - design and materials  
 BE29 Advertisement displays on business premises  
 BE3 Investigation of sites of archaeological interest and protection of archaeological remains  
 BE36 Proposals for high buildings/structures in identified sensitive areas  
 BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.  
 BE39 Protection of trees and woodland - tree preservation orders  
 EC2 Nature conservation considerations and ecological assessments  
 EC3 Potential effects of development on sites of nature conservation importance  
 EC5 Retention of ecological features and creation of new habitats  
 H4 Mix of housing units  
 H5 Dwellings suitable for large families  
 LE6 Major office and other business proposals in town centres  
 OE1 Protection of the character and amenities of surrounding properties and the local area  
 OE11 Development involving hazardous substances a requirement for ameliorative measures  
 OE3 Buildings or uses likely to cause noise annoyance - mitigation measures  
 OE7 Development in areas likely to flooding - requirement for flood protection measures  
 OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures  
 OL5 Development proposals adjacent to the Green Belt  
 PR23 Hillingdon Circus  
 R1 Accessibility for elderly people, people with disabilities, women and children  
 R16 Development proposals in or near areas deficient in recreational open space  
 R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities  
 R2 Provision of recreation, entertainment and leisure facilities in Town Centres  
 S9 Change of use of shops in Local Centres  
 T4 Hotels, guest houses and other tourist accommodation - location, amenity and parking requirements

Site specific policy:-

PR23 On land at Hillingdon Circus delineated on the proposals map the Local Planning Authority will pursue the following objectives;

A. Within the Green Belt:-

- (i) reinforce and enhance the Green Belt landscape to improve its visual function;
- (ii) improve access to freezeland covert to promote open space of recreational value;
- (iii) secure effective management, including planting of woodland at freezeland covert and the pond;
- (iv) enhance ecological and wildlife interest on land west of freezeland covert;
- (v) enhance pedestrian access between the green belt areas east and west of long lane;

B. Within the developed area :-

- (vi) secure substantial planting and landscaping in association with any development;
- (vii) promote a mix of uses that takes advantage of the north-south and east-west communication network to serve community and borough wide interests;
- (viii) secure the provision, where appropriate, of leisure/social/community facilities;
- (ix) environmental improvements and landscaping as necessary to enhance the local shopping and residential environment; and Architecture and design which maintains a satisfactory relationship with nearby residential properties, Hillingdon Circus, the Green Belt and surroundings from which it is prominent.

London Plan 2011 policies.

LLP 3.18 (2011) Education facilities



LPP 2.15 (2011) Town Centres  
LPP 3.9 (2011) Mixed and Balanced Communities  
LPP 4.1 (2011) Developing London's economy  
LPP 4.7 (2011) Retail and town centre development  
LPP 5.1 (2011) Climate Change Mitigation  
LPP 5.11 (2011) Green roofs and development site environs  
LPP 5.12 (2011) Flood risk management  
LPP 5.13 (2011) Sustainable drainage  
LPP 5.14 (2011) Water quality and wastewater infrastructure  
LPP 5.7 (2011) Renewable energy  
LPP 6.12 (2011) Road Network Capacity  
LPP 6.13 (2011) Parking  
LPP 6.3 (2011) Assessing effects of development on transport capacity  
LPP 7.16 (2011) Green Belt  
LPP 7.3 (2011) Designing out crime  
LPP 8.2 (2011) Planning obligations

NPPF1  
NPPF10  
NPPF2  
NPPF4  
NPPF7  
NPPF9

## **ADVERTISEMENT AND SITE NOTICE**

Advertisement Expiry Date: 1/8/2012

Site Notice Expiry Date: 11/7/2012

## **6. CONSULTATIONS**

### **6.1 EXTERNAL CONSULTEES**

The application has been advertised under Article 13 of the Town and Country Planning General Development Management Order 2010 as a Major Development. 1,757 surrounding property owners/occupiers have been consulted. At the time of writing the report, 71 letters or internet representations have been received objecting on the following grounds:

1. The traffic in that area particularly in the morning and late afternoon/evening rush hour is gridlocked. A Spenhill store proposal will only add to the traffic.
2. Long lane is already the major route north and south for the three main emergency services. Creating more traffic and more junctions will only slow these very important services down
3. Question the need for another store.
4. The local shops are struggling to survive in the economic climate so putting a supermarket on its doorstep will make things much harder and many will not be able to compete. Loss of trade for local stores.
4. There are already a sufficient number and variety of food stores, bakers, butchers, Coop, restaurants, takeaways, anymore and it will reduce sales margins for each, and probably result in the eventual loss of the current pleasant shopping area of Hillingdon circus.
6. If a Hotel is allowed it will need more parking spaces
7. This development will ensure that there is an urban sprawl along every metre of Long Lane.

8. Disruption during construction Nuisance to residence and increased noise and air pollution.
9. Noise from deliveries
10. A 7-storey hotel is out of keeping for the site but a lower height is more acceptable. .
11. Overdevelopment of the site
12. Against the principle of the hotel
13. Intrusion into Green Belt land
14. Design unattractive
15. Eye sore on the landscape
16. What disruption is going to be caused by the Construction of this site
17. Development should be coordinated with the IKEA site opposite
18. More housing will add to the traffic congestion
19. More parked cars and vehicles within this vicinity
20. The local doctors and dentists are very full, can they cope with many more people on their books. The local primary schools are also very full, as is the secondary schools. Strain on local services
21. Any deliveries would be extremely noisy during the night or early hours of the morning
22. Wildlife will also suffer due to the removal of extant trees and undergrowth.(i)
23. Will bring crime to the local area.
24. The supermarket will compete with higher order centres.
25. The trade draw and resulting retail impact on both North Hillingdon and Uxbridge Town Centre has been underestimated.
26. There will be a direct treat to planned town centre investment in Uxbridge.

In addition 20 letters supporting the proposals and 13 letter providing comments were received and are summarised below:

1. A Hotel on the site is a good idea, as the Master Brewer Hotel was well used by locals
2. A new hotel which would be an asset to the area, the old Master Brewer hotel was well patronised.
3. The addition of a decent restaurant would also be an asset.
4. This will be a good for the area as the site has been an eye sore for sometime. Its about time someone developed the site
5. The proposed application it does appear to have a financial benefit and convenience to the area.
6. This 'Circus Area' badly needs regeneration and more jobs; a Shopping Centre will provide them and the proposed site is ideal.
7. This will be great for the area, bring in some more business with the hotel, and great for the local community with access to a quality super market, and jobs for local residents.
8. The Master Brewer site is an eyesore, and something needs to be done, we welcome Spenhill on this site as it means we do not have to travel to Uxbridge or Hayes to do our shopping. Our local shops do not provide a good range of products.
9. I am totally in favour of the above plan. This site has been ruined by the demolition of the Master Brewers, which has been a land mark of Hillingdon for a very long Time.
10. I fully support their plan
11. I would like to see Spenhill's get permission to build as there is no local supermarket in Hillingdon except the co-op who are too expensive and unreliable for fresh food.
12. I am a pensioner who has had a stroke and I would be able to get a bus from right by my house to Spenhill and back again and this would make a big difference to my life and make me more independent.
13. The Master Brewer site is in need of regeneration and the area needs more affordable housing and the Spenhill store, hotel and other shops will create much needed employment in the area
14. Local weekly shopping on our doorstep and 200+ extra jobs can't be a bad thing.
15. It would be a great for the regeneration of the area as long as traffic could be controlled in an efficient & adequate way.

16. It would benefit all local people especially the elderly.
17. It would add to employment.
18. The shops in Long Lane are of a very poor quality. Spenhill would not only provide more jobs in the area, but provide quality to the shopper.
19. This site is now an eye saw and needs to be established. More housing is certainly a welcome idea. I would welcome Spenhill.

On 07-05-13 further consultations were undertaken, upon receipt of an Environmental Impact Assessment and revised Transport Statement.

29 letters of objection were received raising similar concerns to the previous consultation. In addition 7 letters of Support were received; 3 letters of support for hotel and 4 letters of support for supermarket and/or retail units.

A petition has also been received objecting to the proposal.

As well as the consultations carried out by the Council, the applicants organised a public exhibition.

## **GREATER LONDON AUTHORITY**

The Mayor considers that the application does not comply with the London Plan, but that the possible remedies could address those deficiencies. The application represents EIA development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. The environmental information made available to date has been taken into consideration in formulating these comments.

The Mayor observed, in particular, that the overall design of the scheme was most unimpressive and related poorly to the existing local centre and surrounding area. In its existing form, he considered that the hotel represented a missed opportunity to create a landmark building of exemplary design at the prominent and highly exposed Hillingdon Circus. He, therefore, requested that the applicant consider a complete review of the scheme, in order to achieve significant improvements in design quality prior to any further referral of the scheme back to him.

If your Council subsequently resolves to make an interim decision on the application, it must consult the Mayor again under Article 5 of the Order and allow him fourteen days to decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. You should therefore send me a copy of any representations made in respect of the application, and a copy of any officer's report, together with a statement of the decision your authority proposes to make; and ( if it proposed to grant permission) a statement of any conditions the authority proposes to impose and a draft of any planning obligation it proposes to enter into and details of any planning contribution.

### **GLA STAGE 1 REPORT (Summary)**

London Plan policies on retail and town centre developments: visitor accommodation, housing, design, inclusive access, transport/parking, energy, ambient noise and air quality are relevant to this application. The application complies with some of these policies but not with others and on balance does not comply with the London Plan. The reasons and the potential remedies to issues of non-compliance are set out below;

Retail: The applicant should demonstrate how the proposed food store would be effectively

integrated with the existing parade of shops within North Hillingdon local centre and address the implications of an upgrade in status of the centre within the strategic and borough wide arising from the cumulative impact of other known or potential retail developments.

**Affordable housing:** The financial viability appraisals, to which reference has been made in the affordable housing statement should be submitted for assessment and independent review. Should Hillingdon Council be minded to grant permission for this development, a copy of the appraisal and the results of the independent review commissioned by the council should be submitted to the GLA before any referral of this application back to the Mayor.

**Housing choice:** The applicant should review the low (7.2%) proportion of three bedroom units, for which specific need is identified in Policy H2 of the emerging Core Strategy and in line with the objective set out in the revised London Housing Strategy.

**Urban design:** The layout of the scheme requires reconsideration to reduce the visual dominance of parking and service areas and their impact on the public realm, and to improve its relationship to the existing local centre.

**Inclusive design and access:** Additional details should be provided to ensure an exemplary inclusive environment for residents and visitors to the scheme. The requirements include indicative floor plans of the proposed hotel; illustrations to demonstrate that the automated teller machines (ATMs) would comply with the relevant standard of accessibility; and details of the routes, crossing points, dropped kerbs and tactile paving to facilitate pedestrian access from the housing, bus stops, tube station etc to the site.

**Transport:** TfL requires a sensitivity test to ascertain the highways impact of the development in conjunction with the neighbouring application that has been submitted on land to the west of Long Lane. Further contributions towards extension of the U10 bus route, count down and improvements to the pedestrian environment should also be secured.

### **TfL (INITIAL COMMENTS) (summary)**

This application follows on from previous applications submitted in 2011 (refs 4266/APP/2011/2034 and 4266/APP/2011/2035).

#### **Car Parking**

It is proposed that the retail units on site (both food and non-food) would be served by a 181 space car park, of which 7 spaces (4%) would be parent and child spaces and 20 spaces (11%) would be for blue badge users. In addition, 9 spaces (5%) would be provided with electric vehicle charging points (EVCPs), with passive provision for a further 27 spaces (15%). Separate to this, 18 car parking spaces and a coach parking space would be provided for the proposed hotel. This represents a reduction in retail car parking since the previous application, towards the level that TfL had agreed as appropriate at the pre-application stage (178 spaces). This is welcomed by TfL.

The residential application is non referable under the Mayor of London Order. A total of 99 residential car parking spaces will be provided (at a ratio of just under 0.8 spaces per unit), with 10% of spaces being wheelchair accessible. It was agreed at the pre-application stage that given the location and PTAL of the site this provision is acceptable. However, as per London Plan policy 6.13 Parking, 20% of all spaces must be for electric vehicles with an additional 20% passive provision for electric vehicles in the future.

A Car Park Management Strategy (CPMS) will be secured by condition on the application, and this is welcomed by TfL.

### Trip Generation

TfL had previously raised a number of concerns with respect to the trip generation associated with the previous application, which remains unchanged for this application. However, the applicant subsequently submitted information that showed the trip generation provided a worst case assessment and as such this is accepted by TfL.

### Highways Impact

As with trip generation, the latest submission addresses the concerns previously raised by TfL with respect to the modelling methodology. However, it is noted that the TA considers an office scheme to the west of Long Lane at Hillingdon Circus as committed development. It is understood that prior to the submission of this application, a new application was submitted for this site which includes provision of a food store, hotel and residential units. The impact of this on the local road network should be taken into account as a sensitivity test, although this should only be carried out once trip rates for this new development are agreed with the borough and TfL. This is to ensure that the application complies with London Plan Policy 6.12 Road Network Capacity.

### Public Transport

At present, the U10 bus service serves Swakeleys Drive and Court Road (Hail & Ride section) to the north of Hillingdon station. It is around 800m walk from Hillingdon station to a boarding point for the route. TfL have in the past received requests from passengers for the service to be rerouted via Hillingdon station, although it has not been felt that demand has been sufficient in the past to justify this. Notwithstanding the comments on trip generation above, this development is likely to create sufficient additional demand in the area that the extension of this route becomes desirable, providing a bus link from the development to Ruislip and Ickenham to the north. It is anticipated that the U10 can be re-routed to Hillingdon station without requiring any additional vehicles, and as such the required mitigation from the development would just be to cover the cost of an additional driver on duty. However, since the 2011 application further feasibility work has been carried out on this option and the cost of the extension has now increased slightly to £50,000 a year for five years. In addition to this, there are two bus stops near the development site that could meet the criteria for a Countdown installation in the future and at which the development will generate additional demand. A s106 contribution towards the installation of Countdown is requested at £10,000 per stop, requiring a total s106 contribution of £270,000 towards mitigating the impact on bus services in line with London Plan Policy 6.2 Providing Public

### Transport Capacity and Safeguarding Land for Transport.

The development is predicted to generate a relatively significant number of Underground trips in comparison to the number of passengers that use the station at present. However, we do not anticipate that this will cause any capacity issues at the station.

### Coaches

It is noted and supported that a coach parking space will be provided to serve the hotel use on site. In addition the site is also served by two frequent express coach routes between London and Oxford; the Oxford Tube and Oxford Express (X90). TfL had previously requested that the developer improves both the access to and the waiting environment at the Oxford bound coach stop on Freezeland Way, as identified in the PERS audit which would also be of benefit to the wider community. It is understood that the applicant has been in discussions with the borough about this and this is welcomed by TfL.

### Walking, Cycling and Accessibility

In addition to the pedestrian improvements identified within the TA, TfL would recommend that the Legible London way finding system is implemented as part of the development in order to strengthen links between the site, the existing shopping area on Long Lane and Hillingdon Underground station. This should form part of the s106 package for the

development. TfL suggests implementation of 2 sign posts and a capped financial contribution of £30k. The proposed cycle parking provision is welcomed. However, all the non-residential units should have provision for showers and lockers for those members of staff who wish to cycle to work.

#### Travel Plan

TfL had previously highlighted that whilst the Travel Plan was generally of high quality, there were some minor issues that could be addressed to further improve it. Predominantly, TfL feel that the target relating to car use could and should be more ambitious, but it is accepted that at present these targets are only based on TRAVL data and as such may require revision following initial surveys in any case. As such, the Travel Plan is accepted in its current form for planning purposes.

#### Servicing and Construction

A Construction Logistics Plan (CLP) and Delivery and Servicing Plan (DSP) should both be secured for the site by condition. To this end, the section on Construction within the TA is welcomed although the CLP should also include mention of vehicle booking systems, the use of re-timed or consolidated construction vehicle trips, protection of vulnerable road users and using operators committed best practice as demonstrated by membership of TfL's Freight Operator Recognition Scheme (FORS) or similar. The DSP should identify efficiency and sustainability measures to be undertaken once the site is operational, in order to minimise the impact of peak time deliveries on the network. Community Infrastructure Levy (CIL) The Mayor of London introduced his Community Infrastructure Levy (CIL) on 1 April 2012. Most development that receives planning permission after this date will be liable to pay this CIL. The proposed development is in the London Borough of Hillingdon, where the charging rate is £35 per square metre of floor space. Further details can be found at <http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy>.

#### TfL comments on Addendum TA

TfL's previous comments on this scheme were in a letter dated 16th July 2012, which raised the need for a sensitivity test on highways capacity taking into account the Morrison's planning application at the neighbouring Hillingdon Circus site. This addendum TA includes this testing. The response also identified a need for contributions from any development on this site towards the extension of the U10 bus service to Hillingdon station, bus stop improvements, Legible London signage and improvements to the coach stop on Freezeland Way. It is expected that these will be secured as part of any consent. The addendum TA builds upon modelling included within the applicant's revised TA, submitted to Hillingdon at the end of last year. It is understood that whilst the proposed development remains unchanged, the revised TA was produced in response to Hillingdon's request that consideration be given to the use of revised trip rates and modal splits which resulted in increased development vehicle trips, as well as the use of 2008 highways data as a baseline which showed higher background flows than the 2009 data originally used methodology, both TEMPRO growth and flows from committed development have been added to the 2008 baseline to reach a 2016 opening year, which should result in a robust assessment.

Using this revised methodology, the 2016 baseline model (i.e. with growth but without development) shows a number of links operating above capacity, notably the right turn from Long Lane southbound into Freezeland Way in all peak periods, Long Lane northbound across all peak periods and Freezeland Way eastbound in the PM peak. Modelling undertaken in the revised TA also shows the southbound arm of the junction of Long Lane and the A40 eastbound on-slip operating over capacity, which although primarily an issue for Hillingdon may be of concern for TfL if it is felt that this could prevent drivers from accessing the A40.

The modelling then considers a 'with development' scenario, which also includes changes to the Long Lane / Freezeland Way junction and an increase in cycle times in all peak periods. As the pedestrian crossings are 'walk with traffic', this increase in cycle times is likely to be acceptable. Although several arms operate close to capacity and overall the junction performance is likely to be worse, only one arm operates above capacity, the westbound right turn from Freezeland Way in the AM peak.

When traffic from the neighbouring Hillingdon Circus application is added to the network, a number of arms then operate above capacity, even with the changes proposed as part of the Spennhill application. Further changes to the network have therefore been proposed, and the modelling shows that capacity on the network would then be similar to that without the Bride Hall Developments development coming forward (i.e. a number of arms operating close to capacity but only one arm in one time period operating over capacity). It is understood that Parsons Brinckerhoff will be auditing the modelling on behalf of Hillingdon and TfL, but Hillingdon will also need to satisfy themselves that the loss of landscaping outside the Bride Hall Developments store on Freezeland Way is acceptable, and TfL would also recommend the proposed layout is safety audited. In particular, TfL is not sure that two HGVs (as the worst case) could simultaneously make the right turn from Long Lane southbound into Freezeland Way now two right turn lanes are marked out, and appropriate swept paths should be provided. If the changes are seen to be appropriate, a mechanism will need to be agreed by which the changes can be delivered should both schemes come forward, with appropriate responsibility for delivery being assigned between the two developers.

Given the above, although the submission of sensitivity testing relating to the proposed Bride Hall Developments development is welcomed, Hillingdon will need to satisfy themselves that the proposed changes are acceptable both in terms of highway capacity and safety. TfL will only be able to support the application moving forward if the proposals are seen to be deliverable.

## **ENGLISH HERITAGE (ARCHAEOLOGY)**

The proposed development is situated in an area where archaeological remains may be anticipated. Of particular significance is the Iron Age/Roman period, when the application site appears to have been ringed by settlement activity, as shown by recent works along Long Lane, to the north of the site, and along the corridor route for a National Grid pipeline to the south of Western Avenue. The latter investigations, in particular, found extensive archaeological deposits including evidence for landscape management, settlement and ritual activity. Also of note are the numerous medieval moated manors in the area. In accordance with the recommendations given in paragraphs 135 and 141 of the NPPF and in the borough's Saved Policy BE3, a record should be made of the heritage assets prior to development, in order to preserve and enhance understanding of the assets.

The archaeological position should be reserved by attaching a condition to any consent granted under this application. This condition might read:

- Condition A) No development shall take place until the applicant has secured the implementation of a programme of archaeological mitigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the local planning authority.
- B) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (A).
- C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under

Part (A), and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.

Reason: Heritage assets of archaeological interest survive on the site. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development, in accordance with recommendations given by the borough and in the NPPF.

Informative: The development of this site is likely to damage heritage assets of archaeological interest. The applicant should therefore submit detailed proposals in the form of an archaeological project design. The design should be in accordance with the appropriate English Heritage guidelines. Should significant archaeological remains be encountered in the course of the initial field evaluation, an appropriate mitigation strategy, which may include archaeological excavation, is likely to be necessary.

### **LONDON UNDERGROUND LTD**

I can confirm that London Underground Infrastructure protection has no comment to make on this planning application.

### **NATS (EN ROUTE)**

No safeguarding objections.

### **DEFENCE INFRASTRUCTURE ORGANISATION**

The MOD has no safeguarding objections to this proposal.

### **ENVIRONMENT AGENCY**

The proposed development will be acceptable if the condition below is included on any planning permission granted. The Flood Risk Assessment provided by the applicant demonstrates that sustainable drainage techniques can be used on this site. However, the sustainable drainage systems (SuDS) hierarchy does not appear to have been followed. For example, green roofs, which are at the top of the SuDS hierarchy have been identified as a solution on site, but their use has then been ruled out without adequate explanation. The applicant should use the most sustainable drainage techniques as fully as possible across the site where it is possible to do so.

#### **Condition**

No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The drainage strategy should demonstrate the surface water run-off generated up to and including the 1 in 100 year critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include provision of on-site surface water storage to accommodate the critical duration 1 in 100 year storm event, with an allowance for climate change.

#### **Reason**

The site is adjacent to a Local Wildlife Site (LWS) - Ickenham Marsh Complex. There should be no detriment to this LWS (also identified as a site of Grade 1 Borough importance) by



This development, and where possible, there should be betterment of the LWS. The addition of green or brown roofs to this development will provide benefits for biodiversity on the site, and provide some green buffering between the adjacent LWS and the development. This is in line with your Unitary Development Plan (UDP) Saved Policies EC1, EC3 and EC5. Furthermore, to prevent flooding on-site and off-site by ensuring the satisfactory storage of and/or disposal of surface water from the site using appropriate sustainable drainage techniques. This is in line with your UDP Saved Policy OE8.

## **ICKENHAM RESIDENTS ASSOCIATION (6/8/12)**

### Traffic Impact and the Environment

Hillingdon Circus is set on one of only three North South routes connecting the south of the Borough to the North, and two of these merge at the junction of Swakeleys Road and Long Lane. These routes are heavily congested during the am and pm traffic peaks. Therefore any development must consider policy AM7 of the UDP which states:

*The LPA will not grant permission for developments whose traffic generation is likely to:*  
*(i) unacceptably increase demand along roads or through junctions which are already used to capacity ..... ; or*  
*(ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety;*

We also refer to UDP S1 (viii) which requires that a new development *has no harmful effect on road safety and does not worsen traffic congestion .....*

The proposals include changes to the junction and phasing of the traffic signals which the applicants claim will improve the flow of traffic through the junction even with the additional traffic they claim will be generated by their development.

However, the Transport Assessment is flawed for a number of reasons and cannot be relied upon, and for this reason alone the application should be rejected. The flaws are as follows:

The applicants have failed to acknowledge the length of the queues and the exit congestion at the junction during the am and pm peaks, and despite repeated requests they have failed to provide us with their evidence of the same taken during their traffic surveys. The length of the queues, particularly on Long Lane Northbound, is evidence that the junction is already operating at capacity, and this is partly because of the exit congestion that limits the number of vehicles that can cross the junction during a green phase. We have provided our own video evidence of this congestion to LBH officers.

Their LINSIG modelling shows the junction currently operating below capacity in am and pm peaks. On page 52 Table 6.2 of the Transport Assessment, the LINSIG modeling predicts a mean maximum queue length for traffic crossing the junction northbound of only 19.4 vehicles in the pm peak. Everyone who uses the junction in the evening rush hour knows this not to be the case; queues regularly tailback to the Court Drive to the South and often even to the Uxbridge Road and therefore the model is not simulating the junction correctly.

Equally the VISSIM model shows traffic flowing freely beyond the junction Northbound to the Ickenham Pump. Because the evidence clearly shows this is not the case, their models cannot be validated which is a requirement of a Transport Assessment. Rather their models can be shown not to reflect the actual conditions of the junction and nearby road network, and therefore the LPA cannot draw the conclusion that their proposals will not *unacceptably increase demand* and is bound to reject the application.

In addition the congestion along Long Lane (North) and the High Road will increase as the Ickenham Park development becomes occupied and the consequential traffic activates the

lights at the junction of Aylsham Drive and the High Road more frequently, leading to more exit congestion at Hillingdon Circus. The applicants have failed to take this into account in their modelling as they are required to do. In fact recent experience shows that even with the current partial occupation of Ickenham Park, activation of the lights at Aylsham Drive is already creating more congestion south of the Hillingdon Circus.

Moreover the data they used for existing traffic flows was based on an outline survey they claim was conducted by TfL in February 2009, not the detailed survey they undertook in 2008. The 2008 survey results are consistent with previous studies in terms of volumes, but the 2009 study is significantly lower. The applicants have failed to provide details of this study, including the dates, so we cannot check its validity. Spenhill have in the past submitted survey data taken on a Teacher Training day when traffic was abnormally low. Spenhill sent details of a revised model using the 2008 data on 14<sup>th</sup> November 2011 relating to the two previous proposals (2034 and 2035) which showed a marked increase in the saturation of the junction above levels which would normally be accepted by TfL.

There is also an increase in the cycle time to 106 secs. Spenhill claim this is the current TfL setting; it may be the MAXIMUM setting (the MOVA signals will vary the cycle) but our observations in the peak hour show it to be between 83 secs and 103 secs with an average of 94.4sec over 10 observations.

The estimates of traffic generated by the store are also to be questioned since they include for comparison a store in the Borough of Kensington and Chelsea. Shoppers are much more likely to use car transport to go to suburban stores than those in the centre of London. Indeed the modal split assumed is extremely suspect. On page 39 of the transport assessment visits by "Walk and Public Transport" or by "Walk only" account for 47% of all visits to the store which the applicants claim will be mainly for weekly shopping trips. It is also worth comparing this with data on page 41 table 5.8 for modes of transport to work in Hillingdon, showing over 70% use cars. It is our opinion that in Hillingdon people are more likely to use public transport to go to work than to do their weekly supermarket shopping trips.

There is a high probability that in the pm peak especially, significant volumes of traffic using the A40 would divert to the store. The Transport Assessment has not shown what the impact of such a behavioural change would have on the Hillingdon Circus junction; no stress tests are included.

The applicants have failed to provide details of how the changes they propose will affect pedestrians. We have asked for details of the pedestrian crossing times under their proposed re-phasing for the previous application 2034/2035 which appears unchanged in the current applications. Spenhill did not provide us any detail of the crossing times but did admit that in their letter to us dated 16<sup>th</sup> November 2011 that PEDESTRIAN CROSSING TIMES WOULD BE IMPACTED.

An increase in the time available for motor vehicles to cross the junction WILL be at the expense of pedestrians. For example, we have calculated that the maximum time to cross the junction from the NW corner to the SE corner via the SW increases from 3min 12 secs to 5 mins 36 secs under the proposals, and the minimum from 1 min 28 sec to 3 mins 51 secs. This not only prejudices the free flow of pedestrians, but with such long waits it is likely that pedestrians will lose patience and jump the lights PUTTING THEIR OWN LIVES AT RISK.

It is of note that the pedestrian crossing on Hillingdon Parade is also disadvantaged which is already the subject of complaints by Hillingdon residents. Not only does this raise safety issues, but also undermines Spenhill's claim that the shopping experience in the North Hillingdon centre will be improved.

Of most concern is that despite our warning, the proposed timing of the traffic lights still has a CONFLICT BETWEEN PEDESTRIANS AND TRAFFIC. There is no time gap allowing traffic to clear the junction turning right from Long Lane northbound before pedestrians are allowed to cross from the NE corner to the traffic island on Freezeland Way East (phases A and O). If a suitable gap were introduced it could reduce the time available for the pedestrian crossing to below the minimum required.

This gives us grave doubts about the quality of the modelling and the Transport Assessment in general.

We are also concerned about the proximity of the entrance to the store on Freezeland Way to the Hillingdon Circus junction. We understand that there are statutory limits in the number of car parking places that can be made available, but the consequence is that there will be a high probability that it will overflow. The position of the junction will mean that such an overflow is bound to block the junction, with tailbacks South to the convergence of the lanes on Long Lane and to the West.

Moreover the applicants are assuming that NO STAFF will use the car park. Those travelling to work by car will then use surrounding streets increasing the congestion there.

### **Environmental Statement**

The main contributor to the poor air quality in the residential areas close to the A40, is the congested traffic on this transport corridor, including large numbers of freight vehicles, and the operation of the junctions at Swakeleys Road, Hillingdon Long Lane and the Polish War Memorial. The monitoring data confirms that the poor local air quality continues into the residential areas surrounding this major road, due to congestion on its feeder roads. The proposed development would result in an increase in Nitrogen Dioxide, because of vehicle emissions, and to the detriment of air quality within an Air Quality Management Area. Accordingly the proposal is inconsistent with Policy 4.A7 of the London Plan, Policy OE6 of the Council's Unitary Development Plan and the Council's Supplementary Guidance on Air Quality. It is likely the proposed and surrounding residential development would be subject to unacceptable levels of noise, in addition to fumes and general disturbance to the residential amenities of future and adjoining occupiers. This is contrary to Policy OE1 and OE5 of the Unitary Development Plan. Local residents who already suffer poor air quality, are not the main polluters in Hillingdon. Nevertheless, they are exposed to a significant threat to their health. Consequently improvement of air quality in the Borough is necessary for the well being of people who live and work in Hillingdon. Current levels exceed the limit values laid down in the UK's Air Quality Strategy and the European Unions Directive on Air Quality.

### **Height and Appearance**

Our main objection in this respect is the height of the Hotel and, also, whilst not being part of either of these applications, the height of the possible three Accommodation blocks fronting Freezeland Way.

- Due to the way the Hotel sits right at the front of the site and being very visible the impact on the street scene is in our view unacceptable.
- Additionally, such height as proposed would intrude into views from the Green Belt at Hillingdon House Farm.

Further the proposal as currently exists is almost twice the height of the buildings forming the North Hillingdon shopping centre, which produces an incongruous mix of building size.

- Finally, we are concerned that the height of the Hotel as proposed could be considered a safety hazard to aircraft operations at Northolt Airfield.

We feel the Hotel height should be reduced by a minimum of two storeys and should approval be sought for the remainder of the site, the height of the Accommodation blocks along Freezeland Way should be restricted to only four storeys. These features would provide a more pleasing appearance to the eye and be more acceptable to the street scene and the green corridor of the A40 (Freezeland Way).

For all of the above reasons we feel these applications do not comply with either all, or part of, the following Policies as detailed in the Hillingdon Unitary Development Plan (adopted September 1998).

BE13; BE14; BE19; BE35; BE36; S1(iii); H6 and A6.

### **Retail Impact**

In order to protect our local Ickenham retailers, it is a minimum requirement of ours that neither the proposed new store nor the associated additional retail units contain a butchery counter, a craft baker, a hardware store or a pharmacy. For the protection of residents living nearby, we would also expect to have a significant input into the decisions relating to the hours for both opening and deliveries.

We refer to UDP S1 –

(i) Taking account of the cumulative impact of recent and committed shopping developments, new developments are not likely to harm the viability, vitality or attractiveness of any town or local centre or to damage the general pattern of local shops which provide essential local services.

Our objection to 4266/APP/2012/1544 is based on two grounds: traffic impact and consequential pollution of the environment, and the height and appearance of the proposed buildings. We are not objecting on grounds of retail impact, but this is subject to enforceable conditions on retail activity being imposed. Our objection to 4266/APP/2012/1545 is based on the height and appearance of the proposed buildings.

### **ADDITIONAL RESPONSE**

#### **TRAFFIC IMPACT**

We are objecting to the proposal because:

4.2 The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe."

and:

LB Hillingdon Unitary Development Plan Saved Policies (2007) Policy AM2 states that all proposals for development will be assessed against:

"Their contribution to traffic generation and their impact on congestion and in particular the proposal is contrary to policy AM7 the LPA will not grant planning permission whose traffic generation is likely to:

i) unacceptably increase demand along roads or through junctions which are already used to capacity,

In summary our objection is that the increased traffic flows due to the proposed development will increase demand unacceptably, and that the proposed changes to traffic signalling will only make matters worse. The applicants reasoning is fundamentally flawed because they have assumed the traffic flows freely away from the junction at all times of day: their "observed saturation flows" are by their own admission taken when the traffic is flowing freely. Anyone who uses the junction at peak hours knows this to be untrue; that is why it is a box junction, to prohibit traffic from entering the junction when the exit is not clear. So the conclusions they draw in the Transport Assessment are wrong, and the changes to the junction they propose will be detrimental to vehicular traffic and pedestrians alike.

For example in the pm peak, northbound traffic in Long Lane to the north of the junction is slow moving or backed up to the junction. The result is queuing in the approaches to the junction which is worst in the case of Long Lane South where the queue usually starts at Court Drive and often at the Uxbridge Road itself. The applicants fail to acknowledge this, and claim their observed maximum queue is only 18 vehicles long. Again anyone who uses the road will know this to be untrue.

The demand to travel north up Long Lane from Long Lane South, Freezeland Way East and Freezeland Way West exceeds the capacity of Long Lane North to carry it. The effect of the traffic signal phasing is to share the limited capacity between the three streams. The applicants propose to change the signal phasing to allow less green light time for Long Lane South, and more for Freezeland Way. This will clearly make the longest queues even longer. Our estimate is that this would be around one mile longer, ie backing up along the Uxbridge Road in both directions. Moreover the changed phasing would mean considerably longer pedestrian crossing times at Hillingdon Circus as detailed in our report attached; this we consider completely unacceptable since they already exceed the maximum recommendations. This will increase the incidence of pedestrians crossing against a red light, and the consequential safety risks.

Our detailed traffic objections can be found in the addendum attached.

## ENVIRONMENTAL STATEMENT

### Air Quality Response

Our apparent insatiable appetite for new cars, as recent figures show in a report from The Society of Motor Manufacturers and Traders, goes on unabated. This gives a clue to the skepticism we must show to the over optimistic traffic study figures presented by Spennhill for Hillingdon Circus. There is a high level of public concern over existing traffic flow problems and that the situation would be bound to worsen if their proposals were to be approved.

Leading on from this, it is widely known that air pollution is worsened by traffic emissions. Petrol and diesel engines emit a variety of pollutants and the UK AQS identifies nitrogen dioxide(NO<sub>2</sub>), carbon monoxide(CO), but also benzene and particulate matter(PM<sub>10</sub>). Currently, Air Quality Management Areas (AQMAs) designated in the UK attributable to road traffic emission, are associated with high concentrations of NO<sub>2</sub> and PM<sub>10</sub>. Drawing on from this, the following equation is self-evident: Traffic Congestion = Poor Air Quality & Pollution = Health Problems. This becomes a public health issue, because NO<sub>2</sub> can irritate the lungs and lower resistance to respiratory infections. People with asthma are particularly affected. The Mayor of London is responsible for strategic planning in London. The current version of the "London Plan" was published in July 2011. The plan acts as an integrating framework for a set of strategies including improvements to air quality. Policy 7.14 is the key policy relating to air quality. In this document "the Mayor recognises the importance of tackling air pollution and improving air quality to London's development and the health and well-being of its people". Development proposals should "minimise increased exposure to existing poor air quality and make provision to address local problems of air quality, particularly within AQMAs". It also states that any proposed development should "promote sustainable

design and construction to reduce emissions from the demolition and construction of buildings, following the best practice guidance in the Greater London Area (GLA) and London Councils". Another important policy statement is that any development "be at least air quality neutral and not lead to further deterioration of existing poor quality air such as designated AQMAs.

The London Borough of Hillingdon sets out policies to guide a proposed development, and whether a particular proposed development will affect air quality significantly is a matter for consideration by local planning authority, being based on matters of fact and degree related to the development being proposed. In our opinion the proposals would adversely affect the environment at the Hillingdon Circus junction and its major and secondary road network. In this regard, we can also take into account the accumulative effects of what are dual development proposals "Spennyhill and Bride Hall Developments".

Regarding Air Quality, the LBH Environmental Services Map indicates that within the Borough, air pollution at Hillingdon Circus is second only to levels found at Heathrow airport. It is self-evident that the development will generate significant additional traffic at the junction, and as a result increase the levels of nitrogen dioxide at Hillingdon Circus. Road traffic is the largest source of NO<sub>2</sub>, contributing 49% of total emissions.

#### Noise Pollution

The area of the proposed development has already high levels of noise, again due to excessive road traffic usage, particularly from the M40 corridor. As previously stated, heavy congestion during peak times, morning and evening, at the Hillingdon Circus road network has a detrimental impact on the local environment. Loudness of noise is purely a subjective parameter, but it is accepted that an increase/ decrease of ten decibels corresponds to a doubling / halving in perceived loudness. External noise levels are rarely steady but rise and fall according to activities in the area. It is concluded that the predicted noise levels for the proposed development will be above the Council's recommended guidelines, and that even an increase of three decibels is significant. We consider that the activities associated with the proposed development would increase noise levels and cause disturbance to local residents both existing and new. Any noise assessment for residential development should include noise from mechanical service plant, noise from delivery events, noise from car parking activity, noise from road traffic, and construction noise. In addition, it should be mentioned that the proposed development is near to the flight path of RAF Northolt. We have been warned that this facility as an aerodrome will see increasing usage over the next few years, in both military and commercial aircraft.

Some of the proposed residential dwellings will require a higher level of glazing/ and ventilation. The building design should be constructed to provide an acceptable internal noise climate. We must strongly disagree with Spennyhill's contention, in their environmental statement on Noise (9.6), in which they state "the predicted change in noise level from road traffic at the nearest dwellings would be around one decibel or less. As such the change would be imperceptible, and there would be no detriment to residential amenity by reason of road traffic noise". However this assumes that residents will keep their windows shut at all times. This is plainly unreasonable. To conclude, the large retail unit together with the proposed hotel and residential properties, will cause a considerable increase in the concentration of pollutants and noise in the area.

#### Height and Appearance

We refer to our previous comments contained in our letter of 6th August 2012 which outlined our initial objections. These, we feel, are still pertinent to the current revision and must register our disappointment that, now the 3 Residential Blocks are part of this formal full application, they remain at 5 storeys. We include therefore for the sake of completeness an extract from our original comments:

Our main objection in this respect is the height of the Hotel and, also, whilst not being part of either of these applications, (now applied for in this application) the height of the possible three Accommodation blocks fronting Freezeland Way.

- Due to the way the Hotel sits right at the front of the site and being very visible the impact on the street scene is in our view unacceptable.
- Additionally, such height as proposed would intrude into views from the Green Belt at Hillingdon House Farm. Further the proposal as currently exists is almost twice the height of the buildings forming the North Hillingdon shopping centre, which produces an incongruous mix of building size.
- Finally, we are concerned that the height of the Hotel as proposed could be considered a safety hazard to aircraft operations at Northolt Airfield.

We feel the Hotel height should be reduced by a minimum of two storeys and should approval be sought for the remainder of the site, (as now being considered) the height of the Accommodation Blocks along Freezeland Way should be restricted to only four storeys. These features would provide a more pleasing appearance to the eye and be more acceptable to the street scene and the green corridor of the A40 (Freezeland Way).

For all of the above reasons we feel these applications do not comply with either all, or part of, the following Policies as detailed in the Hillingdon Unitary Development Plan (adopted September 1998). BE13; BE14; BE19; BE35; BE 36; S1(iii); H6 and A6.

In view of the undetermined "process" situation in relation to the parallel "Bride Hall Developments Application" we would wish to comment that this current Spenhill Application has in our opinion taken into account our many objections and comments that we have made over their last 4/5 applications and appeals over many years and will be less damaging to the environment and street scene than the Bride Hall Developments proposal.

The site layout and the fact that the store itself will be single storey, with the Residential Blocks arranged at ground level around it, produces a more open appearance to the site as a whole. Looking at the overall plan of the proposal and our objection to the height of the hotel, we feel a small increase in the hotel's footprint would enable at least a floor to be removed from the height whilst still maintaining any operator's minimum bedroom requirement for operational reasons. Should such accommodation not be possible, we re-iterate our objections to the hotel's current planned height and the height of the new residential blocks facing Freezeland Way.

#### RETAIL IMPACT

In order to protect our local Ickenham retailers, it is a minimum requirement of ours that neither the proposed new store nor the associated additional retail units contain a butchery counter, a craft baker, a hardware store or a pharmacy. For the protection of residents living nearby, we would also expect to have a significant input into the decisions relating to the hours for both opening and deliveries.

We refer to UDP S1 -

(i) Taking account of the cumulative impact of recent and committed shopping developments, new developments are not likely to harm the viability, vitality or attractiveness of any town or local centre or to damage the general pattern of local shops which provide essential local services. In view of all the comments above, we trust you will be able to take them into consideration, when you make a decision.

#### **ICKENHAM RESIDENTS ASSOCIATION TRAFFIC ADDENDUM (summary)**

This addendum provides a detailed critique of the Traffic Assessment Report in the Spenhill Environmental Assessment Statement. This is a highly technical and lengthy document and as such, has not been reproduced in full. However, its contents have been fully taken into consideration by the Highway Engineer.

In summary, the difference in the number of trips generated estimated by Morrison's and the figures Spenhill have included, throw the findings of their modelling into doubt and demonstrates the claim that the figures used are Robust, is incorrect.

Although the existing traffic models have been built using 2008 traffic data, spot traffic count check surveys were carried out in February 2011 at key junctions and it was noted that the overall traffic flow at Hillingdon Circus junction has not changed significantly (i.e shown overall reduction of around 1.8%). Therefore this model represents the existing situation. The modelling undertaken in 2012 by Robert West on behalf of the London Borough of Hillingdon excludes your proposals and shows higher saturation level in at Hillingdon Circus in 2016 than your 2016 base case.

Exit congestion, flawed.

The Journey time comparisons do not take account of the existing congestion that occurs in both the am and pm peaks. The existing congestion may have been identified, if Spenhill had extended the survey area as requested by the London Borough of Hillingdon, following the previous application.

From a survey undertaken over 5 days in October 2011, it can be seen that timings are thrown into doubt, as queuing commonly occurs from Court Road on the South section of Long Lane, to Ruislip Golf club on the Northern section. A known fact to the Council and regular users of this route.

The Queue comparison table shows the queue length at Hillingdon Circus/Long Lane Northbound rising from the 11 vehicles maximum in the base case to approximately 38 with Committed Development by 2016. We believe these figures to be understated, as we know traffic regularly queues back from the Hillingdon Circus junction to past Court Road on Long Lane South.

## **ICKENHAM RESIDENTS ASSOCIATION (Additional Response 2)**

With the additional information available the Association is again writing to object to the above application on behalf of our membership. The objection is submitted in order to comply with the consultation timeline granted by the LBH. We had consulted our members formally about the previous applications (2011/2034 & 2035) and our opposition was based on their views. We cannot see anything in the above new proposals that is likely to reduce these objections.

We also cannot see anything in the above amended proposals that is likely to reduce these objections and would like to state that the objections raised in the response we submitted on the 10th June 2013 still remain. Our objection is based on the flawed traffic impact assessment and consequential pollution of the environment.

### **Additional Traffic Assessment Comments**

Comment on VISSIM Sensitivity Test Technical Note;

1.6 shows the rationale adopted.



If it is not possible to make use of the Bride Hall Developments models, the preferred option is that SKM include a capacity restraint in the agreed 2008 base year models as a non-validated sensitivity test to replicate the queue and use this to test their development impacts during PM peak. This will protect the integrity and robustness of the original models.

This means the data used is out of date and invalid and that the observations made in our previous objections remain valid.

2.3.2 Defines how Spenhill's created the new bottleneck for NORTH BOUND traffic.

The capacity restraint is applied to the model in the form of a dummy signal head at the location shown in Figure 1. This signal head is coded with a 40s cycle time and a 21s green time resulting in a reduction to 53% of the normal link capacity. This capacity constraint creates a bottle neck on Long Lane which reduces the capacity of the northbound link and generates a northbound queue which reaches as far back as the Hillingdon Circus junction as shown in Figure 2. For future reference, the capacity constraint is described as a "bottleneck". This does create an exit queue but there is little detail provided for third party validation. For example, the simulation has a 15 minute warm up time. Does this give sufficient time for the exit queue to build up? i.e. is the queue in operation for the entirety of the simulation? Also, there is no validation of queuing behaviour witnessed in reality. i.e Spenhill has produced an exit queue but there is no discussion of human behaviour, or of how this queue relates to actual physical queues seen by residents on a daily basis.

The false signal introduced to create the bottleneck allows traffic to move along according to a 40s cycle time and a 21s green time. We have no access to the information in the model, nor was any survey undertaken to verify these parameters are realistic.

The given figures appear to be completely arbitrary and have only been selected to generate some kind of bottleneck. No effort has been made to capture the actual rate the queue clears at. In our opinion, this therefore means that the model is non-validated and the results generated from the model completely unreliable.

Comment on Glebe School modelling

7.12 Glebe Primary School has planning consent for the demolition of the existing school and erection of a new 3 form entry school including nursery. Traffic flow diagrams have been obtained from the Transport Assessment submitted in support of the application, however it is noted that the AM and PM peak hours do not coincide with the network peak periods set out above. 7.13 During the AM peak, the identified peak period overlaps with the network peak set out above by 15 minutes, and therefore one quarter of the peak hour traffic generation has been included within this assessment. The PM peak identified for the Glebe Primary School occurs before the network peak hour, and therefore no additional trips will be generated during this period. LBH have confirmed that this approach is acceptable. Can LBH please provide proof of this agreement.

As no detail has been provided and no surveys undertaken, this assumption is invalid. We also believe that as there is no correlation between the Spenhill and Bride Hall Developments Traffic Assessments and because we know that data from an LBH survey has not been provided, a real risk that the Consultation Process has been flawed from the outset and that a Judicial Review may be required, should be accepted.

Transport Assessment Conflict

Because there is no correlation between the Spenhill and Bride Hall Developments Transport Assessments, despite the fact they both say they have included/modelled each others assessments. We believe both assessments are fatally flawed and present the potential for a significant impact on the local transport network.

The Bride Hall Developments TA States:

The effects of any development needs to be assessed against the criteria in the NPPF, with the key tests:

"Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people;
- and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.

Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

7.42 The addition of traffic flows generated by the Master Brewer development proposals (scenarios 4 and 7), and associated junction modifications, results in a significant worsening of junction performance such that the junction is predicted to operate significantly above capacity during the AM, PM and Saturday peak periods in both 2014 and 2022. This is considered to primarily be as a result of the introduction of the right turn movement from Long Lane (south) to Freezeland Way (East), which results in the requirement for an alternative staging arrangement to accommodate this movement.

7.51 The addition of the Master Brewer proposals (scenarios 4 and 7) results in the VISSIM model becoming overloaded and effectively 'locking up', with vehicles becoming stationary, and blocking the path of other vehicles which are therefore unable to pass through the network. As such, it is not possible for the model to report any meaningful results, particularly journey times, as vehicle trips through the network are not completed.

7.52 Whilst a lock up of the highway network is unlikely to occur in practice, as vehicles will give way to turning vehicles rather than blocking their path, or can change their journey in response to such conditions, this outcome within the VISSIM effectively concludes that the addition of the Master Brewer proposals would result in a significant worsening of the operation of the highway network such that the impact could be classified as significant.

7.73 The addition of the Master Brewer proposals results in a significant detrimental impact on the operation of the highway network such that the VISSIM model locks up, and journey times, vehicle speeds and queues are not able to be accurately reported. It can therefore be concluded that the addition of the Master Brewer proposal results in a significant impact.

8.18 The addition of the Master Brewer proposals so that there would be two food stores in the area results in a detrimental impact on the operation of the highway network such that the VISSIM model locks up, and journey times, vehicle speeds and queues are not able to be accurately reported. It can therefore be concluded that the addition of the Master Brewer proposal results in a significant detrimental impact

#### Retail Impact

1. The Ickenham Residents' Association registered its detailed objections to each of these proposals on 10th June 2013 .

2. These objections can be summarised as:

2.1 Traffic pollution/environmental impact: pollution levels at Hillingdon Circus are already above lawfully permitted levels and the inevitable additional traffic would make them even worse

2.2 Traffic concerns: the Hillingdon Circus junction is already beyond capacity levels, particularly at peak times, and could not cope with additional vehicle movements

2.3 Retail Impact: we are concerned about the impact on our local Ickenham shops, particularly in the case of Bride Hall Developments whose meat counter we consider to be a threat to Williams' butchers, with potential knock-on effects on the entire "High St"

2.5 Housing: whilst we welcome the provision of extra homes the local schools, medical facilities etc are already fully stretched and could not cope with additional demand.

3. Since we lodged those objections we have not seen any submission from either retailer that has diminished our concerns in any way, and the threat of future traffic gridlock in the area has increased with the evolving proposals for HS2.

4. Our concerns have been exacerbated by the information that LBH are considering the possibility of approving both proposals. We believe that the impact of such a decision would not just increase these problem areas in an incremental way but move them into a whole new dimension as Spenhill and Bride Hall Developments competed for business across the junction, with bargain hunters attracted from a wide area by the prospect of comparison shopping and the ability to "cherry pick" choice promotions. The exception would be housing where the increase in problems would "only" be incremental.

5. On the evidence of their submissions of 13th August 2013 [Spenhill] and 21st August 2013 [Bride Hall Developments] neither retailer considers that the North Hillingdon centre could support two major food stores.

**Built Environment - Height & Appearance. (Spenhill & Bride Hall Developments)**

Our objections in relation to both applications individually, in respect of the above aspects, are well documented in our previous letters of 06.08.12 and 10.06.13 concerning Spenhill and 24.09.12 and 06.06.13 concerning Bride Hall Developments.

The purpose of this addendum to our letters is to raise the issue that IF consideration should be given to both applications at the same time, and for whatever reasons they were both recommended for approval, then our individual objections would be combined, amplified, and stressed far more strongly.

Our current objections relate to each individual proposal. If forced to choose between the two, then it is our opinion that the Spenhill proposal is far less intrusive, they having listened to our many previous objections over many years. Bride Hall Developments puts more area 'under concrete', is considerably larger and higher, with less desirable housing design and location, and impinges on car parking provision at Hillingdon station.

## **OAK FARM RESIDENTS ASSOCIATION**

The members of OFRA object to the Planning Application 4266/APP/2012/1544 on 3 major grounds. These are:

1. Flooding and Ground Water removal.
2. Excessive Noise and Nitrous Oxide Pollution.
3. Existing Heavy Traffic congestion being increased to almost "Gridlock" conditions.

### **1. Flooding and Ground Water removal.**

The area under proposal is at the bottom of Hillingdon Hill and has a thick non permeable clay layer just below the top soil surface. The proposal largely relies on heavy rain running off into the top soil surface and then evaporating. This is only just adequately done now with areas such as the adjacent Elephant Park often underwater for long periods of the year. If this proposal goes ahead much existing evaporation area will be lost, and a great deal more run off water will be created by the large built up areas of this proposal. Hence this proposal would greatly increase risk of local flooding, and has totally inadequate provision for dealing with this serious hazard.

### **2. Excessive Noise and Nitrous Oxide Pollution.**

The area under proposal is right next to the A40 feeder road carrying traffic to and from the M40 less than 2 miles away. On this part of the A40 both the Noise and Nitrous Oxide pollution levels are the second highest in our Borough, with only Runway 1 (27Right/09Left) at Heathrow being higher. Expecting people to park, go shopping, or reside in this area for

any length of time should be out of the question, and will probably be outside EU permitted pollution levels. About 2 years ago OFRA with the help of our Council measured the A40 road noise levels around the entrance to Hillingdon Station at a relatively low traffic flow time, and found them to be around 80dBa. Since then traffic noise has increased as can be heard across a large area of Oak Farm Estate. This proposal will increase these noise levels, and subject people to long term suffering from these excessive and increasing noise levels. These will be added to by the aircraft movements from RAF Northolt, which go almost overhead this site under proposal, being increased from 7000 to 12000 a year by 2016.

The Nitrous Oxide pollution level around the A40 Hillingdon underpass is already extremely high, and with the extra traffic that would be generated by this proposal often leading to gridlock conditions would become excessive and a serious health threat to people in the surrounding area. At times the morning rush hour traffic Eastbound into London queues up from Acton all the way back to the Hillingdon Underpass area. This already near stationary traffic adding further to the existing high level of pollution. Hillingdon Council should check these existing real pollution levels in this area especially at Rush Hours times, instead of being swamped by hundreds of pages of figures, statistics, and other expensive propaganda. The 5000 extra flights overhead from RAF Northolt every year will also add to this pollution level.

3. Existing Heavy Traffic Congestion being increased to "almost" Gridlock conditions. The "existing" traffic conditions presented in this proposal are very optimistic, ignore dangerous conditions, and out of date from recent changes. Again, instead of being swamped by hundreds of pages of figures, statistics, and other expensive propaganda, our Council should go out and view the surrounding traffic conditions to see how bad they really are already, especially during the 2-3 daily rush periods, not the "1 hour ones" discussed in the Proposal documentation. As part of this fact finding exercise our Council should also talk to the local residents about the existing real local traffic conditions.

#### 3.1 Optimistic.

These proposals are widely optimistic because they state there are free traffic flow conditions currently available. Photographs do not lie, see photos 1 & 2 for typical queues already along Long Lane heading North towards Hillingdon Circus. These were taken at 4.45 p.m on a Summer Monday afternoon (June 17th 2013), a very long traffic queue already in Long Lane. This when some commuters are on holiday, in broad daylight, with good dry road conditions. What is this like on a dark wet November evening?

#### 3.2 Dangerous Conditions.

Dangerous conditions ignored include funnelling 2 lanes into 1 when left turning from Freezeland Way or right turning from the bridge over the Underground North into Long Lane. 2 into 1 does not go and our Council have already stopped 2 lanes going from Freezeland Way into Long Lane. This would only work if all of Long Lane from Hillingdon Circus to the A4020 was made into 2 lane dual carriageways. Spenhill planners should realise Long Lane is not a "BOGOF" or Buy One get One Free, there are no second free carriageways along Long Lane. Also the proposed right turn lane from Long Lane into Freezeland Way was removed as unworkable and dangerous by our Council some years ago. See attached photo 3 showing the remnants of this "4th" lane, which only exists inside the traffic light junction. Again no extra "BOGOF" lane is available.

#### 3.3 Out of Date.

Since this proposal's traffic analysis was carried out traffic flows around Hillingdon Circus have already changed significantly in several ways.

a) With the "upgrade" of the traffic signals" at Hillingdon Circus nearly 2 years ago, Freezeland Way was given a huge positive Green signal timing bias, longer green phases than A437 Long Lane. Motorists have realised this so many more are now using this A40

exit route into Uxbridge in preference to the Swakeley Roundabout exit. This has recently significantly increased traffic flow along Freezeland Way which is not taken into account in this planning proposal, rendering it invalid. Long queues now form in Freezeland Way despite its' very long "Green phase", as shown in photo 4.

b) Also as shown in photo 4 the long queues go back past the Oxford Tube coach stop. This planning application relies on this coach stop being removed from the main Freezeland Way carriageway, but Hillingdon Council have abandoned this idea. If this is eventually moved it should either go into Hillingdon Station forecourt, or on the currently unused white shaded carriageway area on the hill over the Underground shown in photo 5. The Station area would be convenient for transport connections, but would add 5-10 minutes to every Westbound journey and an extra 125 coach circuits around Hillingdon Circus, while the unused white shaded carriageway may save time and still give good public transport connections. Both these solutions are low financial cost, move the noisy coach stop away from local residents, and do not take away any parking facilities.

c) Since this proposal's traffic analysis, about 1 mile along Long Lane Ickenham a nearly 500 dwelling new estate at Ickenham Park has opened requiring 2 new sets of traffic lights to be added into the North-South traffic flow. This recent major increase in traffic flow along Long Lanes Hillingdon & Ickenham has caused a lot more traffic congestion around Hillingdon Circus back up into Long Lane Hillingdon as shown in photos 1 & 2. This planning application does not take this existing extra traffic into account and hence again is no longer valid.

d) During the 2-3 hours evening rush hour period it is often very difficult to turn right out of Granville Road into Long Lane to exit Oak Farm Estate. It can take up to 30 minutes queuing time in Granville Road just waiting to turn right into Long lane to then approach Hillingdon Circus. No mention of such already existing local traffic congestion is made in these proposals, again rendering them invalid.

Positive suggestion for Forward Planning around the Hillingdon Circus area.

We are surrounded by many Supermarkets already and do not need any more. In addition to other company supermarkets Spenshills have a Metro at West Ruislip just a mile away, a large town centre Supermarket in Uxbridge 2 miles away, and big Supermarket stores at West Drayton, Yeading and Hayes amongst many others in our area. They have bought the Hillingdon Circus site, which is on the 1 of only 3 North-South routes through our Borough without a through bus route, for totally the wrong purpose. The hard surface area already present there should be turned into an overflow car park area for Hillingdon Station to reduce some of the commuter street parking around Hillingdon Circus. The remaining green amenity space area should be developed with more trees, hedges and bushes. This will absorb more of the local noise and Nitrous Oxide pollution, and more quickly disperse ground water by absorption and evaporation.

## **NICK HURD MP**

I am writing to register my objection to both applications to construct supermarkets on the edge of Ickenham. In registering this objection, I believe that I am reflecting the view of many Ickenham residents who are opposed to these applications. From a planning perspective, the central concern is with the traffic consequences in an area which already suffers serious congestion problems at peak periods. In this context, the traffic assessments assume great importance. Unfortunately I understand from the Ickenham Residents Association that the process of drawing up these assessments may have been insufficiently rigorous. I understand that the first assessments were only rejected after the Residents Association had to physically walk officers up and down the affected roads at peak traffic points. I also understand that the new Tesco's assessment is just a technical note without visibility of the underlying model. Bizarrely I understand that it claims that the traffic situation will be improved by the addition of the Morrison's site. The latter have apparently just moved the proposed entrance/exit in a way which has not convinced residents that it will make a significant difference. The Residents Association also report that the conclusions of

your own traffic consultant has not been made available to them. They are also concerned that the significant impacts of HS2 construction- if it should go ahead — have not been factored into anyone's calculations. The obvious concern is that the Council has not done enough to validate the models underpinning the key traffic assessments. In addition to noting my objection, I would ask for your assurance that you believe that the officers have run a sufficiently rigorous process in the face of these two very sensitive applications.

## **6.2 INTERNAL CONSULTEES**

### **ENVIRONMENTAL PROTECTION UNIT**

#### **Noise**

I have considered the noise report prepared by Sharps Redmore Partnership dated 22nd May 2012 (ref. 1011389/R1). The SRP report considers the development covered by (i) detailed application 4266/APP/2012/1544 including the main foodstore, (ii) outline application 4266/APP/2012/1545 including five residential blocks A to E.

My comments on noise issues on detailed application 4266/APP/2012/1544 are given below. These comments take account of the proposed development covered by the associated outline application.

The noise assessment in the SRP noise assessment is based on the Government's National Planning Policy Framework (NPPF) of March 2012, which cancelled PPG24 "Planning and noise" giving the Government's previous guidance on noise issues. NPPF paragraph 123 states that planning decisions should (i) avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development, and (ii) mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from new development, including through the use of conditions. According to the Government's Noise Policy Statement for England (NPSE) of March 2010, these aims should be achieved within the context of Government policy on sustainable development.

As discussed below, I accept that the policy requirements of the NPPF and NPSE can be met for the various noise issues by the imposition of appropriate planning conditions controlling noise impacts. It should be noted that a condition will be imposed on associated planning application 4266/APP/2012/1545 requiring noise insulation and ventilation to provide satisfactory internal noise levels in the proposed new residential blocks A to E.

The SRP report concludes in paragraph 11.1 that with appropriate mitigation measures, the development could proceed without the likelihood of harming the amenity of existing or proposed residential dwellings on the basis of 24 hours trading and 24 hours servicing. This conclusion was repeated in SRP letter dated 11 January 2012. Therefore, the discussion below considers whether or not restrictions are required for trading hours of the main store and retail units, and for hours of servicing deliveries.

#### Car parking activity noise

Section 8 of the SRP report contains an assessment of car parking activity noise. Tables 8.4A and 8.4B give predicted  $L_{Aeq,T}$  average noise levels from car parking for daytime and night-time respectively at the existing properties of Swallow PH, Barnards Lodge Hotel, and residential properties in Freezeland Way. Table 8.6A gives predicted  $L_{Aeq,T}$  noise levels from car parking activity for daytime and night-time respectively at the proposed residential blocks C, D and E, and the proposed new hotel.

Report paragraph 8.6 claims that the predicted car park activity  $L_{Aeq,T}$  average noise levels at existing and proposed properties are within World Health Organisation (WHO) guideline

values for day and night-time, and significantly below the existing noise climate in the vicinity of the nearest dwellings. On this basis, report paragraph 8.7 claims that the main store could trade unrestricted for 24 hours per day without noise from customer car parking activity adversely affecting residential amenity.

I accept that the provision of  $L_{Aeq,16h}$  average noise levels for car parking activity provides an adequate form of assessment for daytime, and that car parking activity noise should not be a problem during the day. I would, however, have expected the assessment of car parking activity noise at night to use  $L_{Amax}$  peak noise predictions, in addition to  $L_{Aeq,8h}$  average noise predictions. The absence of predictions of  $L_{Amax}$  peak noise levels at night for car parking activity noise at the existing and proposed residential properties is a shortcoming of the noise assessment. An email was sent on 3 March 2012 to SRP requesting provision of  $L_{Amax}$  peak noise levels from car parking activity at night, but no reply was received. Owing to the relatively large separation distances involved, I now accept that noise from customer car parking will not be a problem at the existing residential properties in Freezeland Way. Although the proposed residential blocks A to E are closer to the car park area, those properties will be provided with noise mitigation in the form of noise insulation and ventilation. I therefore now also accept that provision of  $L_{Amax}$  peak noise levels for these new properties at night from car parking activity is unnecessary.

Noise impact at the proposed hotel from car parking activity is discussed later, and will be dealt with by application of noise insulation and ventilation to the proposed hotel.

In view of the above, I believe that car parking activity noise will not be significantly detrimental to residential amenity during daytime and night-time, and does not justify restricting trading hours at night for the main store and 3 retail units.

#### Road traffic noise

Section 9 and Annexe B of the SRP report contain an assessment of road traffic noise. Annexe B gives predicted daytime noise contours from road traffic, with Annexe B1 giving existing daytime noise contours, Annexe B2 giving existing plus development daytime noise contours, and Annexe B3 giving daytime noise change contours. Paragraph 9.6 concludes that changes in road traffic noise at the nearest dwellings would be around 1 dB or less and, as such, there would be no detriment to residential amenity due to road traffic noise.

The predictions of road traffic noise contained in Annexe B are in terms of  $L_{Aeq,16h}$  average noise levels over the daytime period, and do not cover road traffic noise at night. However, Annexe C gives contours of predicted overall  $L_{Aeq,8h}$  average noise levels at night. Since the contours are for overall noise, they include road traffic noise. Annexe C4 gives contours of predicted changes in night-time overall  $L_{Aeq,8h}$  average noise levels. These contours show that overall  $L_{Aeq,8h}$  average noise levels at night do not increase by more than 1 dB at the existing residential properties in Freezeland Way. The SRP letter dated 11 January 2012 also suggests that there would be no significant increase in noise levels from customer traffic at night at existing residential properties.

In view of the above, I believe that road traffic noise will not be significantly detrimental to residential amenity during daytime and night-time, and does not justify restricting trading hours at night for the main store and 3 retail units.

#### Delivery noise

Section 7 and Annexe A of the SRP report contains an assessment of delivery noise, including both noise from service yard activity and noise from moving delivery vehicles. Predicted  $L_{Aeq,T}$  average noise contours from servicing activity are given in Annexe A. Tables 7.4a and 7.4b give predicted  $L_{Aeq,T}$  average noise levels at existing properties from servicing activity for daytime and night-time respectively. Paragraph 7.5 claims that that these

predicted  $L_{Aeq,T}$  average noise levels comply with the World Health Organisation guideline values, and are significantly below the existing noise climate. Additional consideration is given to  $L_{Amax}$  peak noise levels from deliveries at night, as discussed below.

Report paragraph 7.6 gives predicted  $L_{Amax}$  peak noise levels from deliveries (assumed caused by passing delivery lorries) at existing properties. The predicted  $L_{Amax}$  peak noise levels are 65.1 dB at Barnards Lodge Hotel, and between 63 dB and 64.9 dB at existing residential properties in Freezeland Way. Report paragraph 7.7 acknowledges that  $L_{Amax}$  peak noise levels are “slightly” in excess of WHO guideline values. It points out, however, that the existing noise climate already includes noise events in excess of this level throughout the night period.

Paragraph 7.8 gives predicted  $L_{Amax}$  peak noise levels from night-time deliveries (assumed caused by passing delivery lorries) at the proposed new properties. The predicted  $L_{Amax}$  peak noise levels are up to 75.4 dB at proposed Block E and up to 78.3 dB at the proposed new hotel. Report paragraph 7.9 recognises that the predicted  $L_{Amax}$  peak noise levels at Block E and the hotel exceed the WHO guideline values. It is stated that mitigation in the form of appropriate glazing and alternative ventilation would be provided at the proposed residential blocks and the hotel to ensure that future residents and guests are not disturbed by night-time deliveries.

Noise from service yards of large foodstores can be a problem, particularly at night, if residential properties are situated nearby. Noise sources to consider include vehicle reversing alarms, loading and unloading activities, delivery vehicle refrigeration units, staff shouting, and use of roll cages and trolleys. Report paragraph 7.3 claims that reversing alarms do not operate during hours of darkness as the alarms are disabled when the vehicle lights are on. It should also be noted that the layout of the servicing yard is advantageous in that the buildings of the main store and adjacent retail units will screen noise from the service yard from the proposed residential blocks A to E.

Appendix C of the report gives draft wording for a delivery noise management plan for controlling noise from night-time deliveries and service yard operation. On this basis, report paragraph 11.1 maintains that servicing could be carried out on a 24 hours per day basis without the likelihood of harming the amenity of existing or proposed residential dwellings.

In view of the above, I believe that the SRP noise report demonstrates that there is no justification for imposing a restriction on delivery hours for the main store and the 3 retail units, provided that condition is imposed requiring a delivery noise management plan.

#### Mechanical services plant noise

Noise from mechanical services plant is considered in SRP report section 6. Paragraph 6.6 proposes limiting plant noise to a “rating noise level” not exceeding the lowest existing background noise level. The Council's Supplementary Planning Document on noise recommends in paragraph 4.24 that the rating noise level should be at least 5 dB below the existing background noise level. Therefore, in order to control noise from mechanical services plant, a condition is recommended limiting the rating level of noise emitted from plant and/or machinery at the development to be at least 5 dB below the existing background noise level. The noise levels shall be determined at the nearest residential property.

#### Construction environmental issues

Construction noise is considered in section 10 of the SRP report. In order to control noise and other environmental impacts during construction, a condition is recommended to recommend for the submission of a Construction Environmental Management Plan (CEMP)



which should address issues including the phasing of the works, hours of work, noise and vibration, air quality, waste management, site remediation, plant and equipment, site transportation and traffic management including routing, signage, permitted hours for construction traffic and construction materials deliveries.

## Hotel

Predicted overall noise levels at the proposed hotel are given by the noise contours in Annexe C. Table 8.6A gives predicted levels of car parking noise at the proposed new hotel. The car park noise levels are given as  $L_{Aeq,16h}$  average noise levels for daytime and  $L_{Aeq,8h}$  average noise levels for night. Paragraph 8.6 claims that these car parking noise levels are within WHO guidelines for day and night-time. Paragraph 7.8 gives predictions of delivery event  $L_{Amax}$  peak noise levels at the proposed new hotel. Although the predicted  $L_{Amax}$  peak noise levels are well above WHO guideline values, paragraph 7.9 states that adequate noise mitigation will be incorporated in the hotel. We regard the provision of satisfactory noise levels in guest accommodation at new hotels as the developer's concern. I would, however, recommend an informative advising on the need for adequate noise insulation at the proposed new hotel.

## Comments on EIA

I have reviewed section 7.4 of the additional ES (Noise and Vibration) concerning cumulative assessment of this development together with other nearby developments. I have the following comments/observations: The additional information provided in section 7.4 of the ES is the same for both applications and looked at the combined effect of the master brewer site development together with the Hillingdon circus site development (planning ref: 3049/APP/2012/1352). What assumptions were made for the Hillingdon Circus site is not specified.

Noise contour maps are provided in appendices NVB4 and 5 which shows the changes in noise levels due to cumulative effect. NV4 shows the daytime and night time cumulative effect on proposed residential development blocks A-E. Comparing this with the contour maps in Annex C1 and C2 of the Sharps Redmore acoustic report dated 22nd May 2012 shows the overall cumulative noise effect will only be slight. The facade noise levels on each of the blocks will only change by few decibels. This is something which can be addressed by the previously recommended noise condition for facade sound insulation.

The assessment also looked at changes in road traffic noise levels and found this to be negligible on existing residential in Freezeland Way i.e. only 1dB change. Car park noise will also be negligible and can be addressed by the previously recommended condition for delivery management plan.

## Contaminated Land

The RPS desk study report reviewed and referred to in my memo of 11 November 2011 is submitted with both applications. Therefore my previous comments in my memo of 11 November 2011 still apply. A contaminated land condition should be attached.

The contaminated land information can be submitted later in a combined geo-environmental report as this site is a low risk. For any areas of soft landscaping in the residential element of the development, in addition the standard contaminated land condition, a condition is advised with regard to soil contamination, a condition to minimise risk of contamination from garden and landscaped areas is recommended.

## **Air Quality**

The following information was submitted with regard to air quality for both the applications:  
· Mixed-Use Development Air Quality Assessment, Former Master Brewer Site, Hillingdon onBehalf of Spenhill Regeneration Limited by RPS (Project No. JAP6873, Rev0), dated 29 May 2012. The only change of note from version JAS6121, Rev3 dated 28 July 2011 relates to an update in policy documents relating to the site and the use of a slightly higher background NO2 in the modelling.

As part of the Construction Management Plan requirements, management of potential dust generation including fugitive dust, and minimising emissions to air of pollutants needs to be considered as set out in the air quality assessment (identified as medium risk without mitigation). There is potential in the area for further development and congestion as a result of development. The applicant needs to include mitigation in order to ensure the development is at least air quality neutral. Some of the mitigation proposals submitted the the planning application are noted. There does not appear to be any specific provision for protecting future residents from poor air quality.

The proposed development is within the declared AQMA and in an area which currently appears to be close to the European Union limit value for annual mean nitrogen dioxide, and may be exceeding the EU limit value adjacent to the A40 (CERC modelling for 2011 indicates an exceedance across most of the site).

With the proposed development in operation the magnitude of change in the level of pollutants have been classified as imperceptible and the impact as negligible. Officers do not agree with this finding.

The modelling does not appear to have considered the residential development in relation to the CHP. The new energy statement (May 2012, Appendix G) indicates the energy centre (and stack) will be located in the north western corner of the site. The London Plan, Policy 7.14, supports the need for development to be at least air quality neutral and not lead to further deterioration of existing poor air quality. The A40 and the areas around the junctions within Hillingdon have been identified as priority areas for improvement in regards to poor air quality.

Source apportionment work undertaken by CERC for 2011 for Hillingdon indicates the main contribution of NOx at Warren Road (HD53) and Freezeland Way (HD69) are from the roads, with the emissions arising from the TfL-controlled A40 and cars queuing to gain access to, and to cross, the A40 on the local authority roads. Cars, followed by HGVs and LGVs are the main sources of NOx at both locations. As the development is in and will cause increases in an area already suffering poor air quality the following is requested:

### **Section 106**

Section 106 obligation for up to a total of £50,000 should be sought for contribution to the air quality monitoring network in the area with regard to these applications. (Note, this is in addition to the Travel Plan contributions indicated in the Travel Plans.)

The BREEAM pre-assessment report by URS dated May 2012 for the commercial element of the development appears to indicate no points will be picked up for indoor air quality in occupied areas.

The following conditions are advised specifically in connection the proposed store, retail units and hotel as it appears this part of the development will house the energy centre. Every effort should be made at the design stage to ensure polluted air will not be drawn into the

ventilation systems on site, and where this is unavoidable appropriate filtration or treatment measures are implemented.

1. A scheme for protecting the proposed accommodation from external air pollution

Notes: In areas where there the air pollution levels are above, or close to, the national and European limits, this is designed to safeguard the future residents/users of the site from the ingress of the poor outdoor air quality. The design must take into account climate change pollutants and ensure there are no trade-offs between local and global pollutant emissions. Suitable ventilation systems will need to: take air from a clean location or treat the air and remove pollutants; designed to minimise energy usage; be sufficient to prevent summer overheating; have robust arrangements for maintenance.

2. A condition is recommended in order to ensure relevant information with regard to pollution emissions from the energy provision at the site is provided, so that mitigation measures can be agreed and implemented if necessary, as part of the development. This is because a CHP will be installed in a dedicated energy centre to the north west of the site adjacent to the superstore.

Notes: This condition relates to the operational phase of residential and commercial development and is intended for the protection of future residents in a designated AQMA and Smoke Control Area.

#### Travel Plans

It is noted a Framework Travel Plan, Hotel Travel Plan and a Food Store Travel Plan have been submitted with the application. It is understood if the application is given permission the travel plans will be implemented as part of a s106 agreement. On that basis no conditions are advised with regard to travel plans

#### **ACCESS OFFICER**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from direct discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease.

The Act states that service providers should think ahead to take steps to address barriers that might impede disabled people. It is appreciated that design team for Spenhill stores will likely have a defined model that meets best practice design guidance, however the Design and Access Statement does not explain in detail how the principles of access and inclusion have been applied.

In view of the above, the following observations are provided:

1. Accessible car-parking bays should be sited within 40m of the entrances into the proposed supermarket, cafe and restaurant facilities and for the hotel. Details should be provided on how the accessible parking spaces would be distributed within the site. Additionally, the information should include a breakdown on the number of spaces to be allocated to each facility. It should be noted that the Council requires 10% of parking spaces in developments of this type to be designated as accessible with appropriate delineation in accordance with BS 8300: 2009
2. A suitable access route to the building should be provided from the car parking area. Paths forming access routes should be a minimum of 1.5m clear wide, no steeper

than 1:20 (unless designed as a suitable ramp), non-slip, well lit and clearly defined using texture and visual contrasts. Paths should include suitably dropped kerbs at key crossing points.

3. The presence of a glass doors should be made apparent with permanent strips on the glass (manifestation) within a zone of 850 mm -1000 mm and 1400mm - 1600mm from the floor, contrasting in colour and luminance with the background seen through the glass in all light conditions. The edges of a glass door should also be apparent when the door is open. If a glass door is adjacent to, or is incorporated within a fully glazed wall, the door and wall should be clearly differentiated from one another, with the door more prominent.
4. Cashpoint machines should be fully accessible. The maximum reaching height of controls and card slots should not exceed 1200mm.
5. All signage for directions, services or facilities should be provided in a colour contrasting with the background. Signage and lighting levels should be consistent throughout the building and care taken to avoid sudden changes in levels.
6. Accessible toilets should be designed in accordance with BS 8300:2009. The cubicle should not incorporate baby change facilities. A combination of both left and right hand transfer spaces should be provided, as more than one unisex provision is proposed.
7. The accessible toilet should be signed either "Accessible WC" or "Unisex". Alternatively, the use of the "wheelchair" symbol and the words "Ladies" and "Gentlemen" or "Unisex" would be acceptable.
8. Details of separate baby changing facilities should be provided.
9. As the proposed redevelopment would represent a key community resource, the Council should require a 'Changing Places' toilet facility in accordance with the 'Accessible Hillingdon' SPD (adopted January 2010). Such provision is in line with BS 8300: 2009 and the Department for Communities and Local Government (DCLG) strategic guidance 'Improving Public Access to Better Quality Toilets'. No details in this regard have been submitted.
10. Details of refuge areas and/or emergency evacuation provisions and procedures should be provided. Advice from an appropriate fire safety officer or agency should be sought at an early stage to ensure that adequate and appropriate refuge areas are incorporated into the scheme as a whole. Refuge areas provided should be sized and arranged to facilitate manoeuvrability by wheelchair users (Refer to BS 9999: 2008). Refuge areas must be adequately signed and accessible communication points should also be provided in the refuge area.
11. Details of a fire in emergency plan should be submitted to demonstrate that adequate means of escape for disabled people has been incorporated into the design of all the proposed buildings.

#### Observations Specific to the Proposed Hotel

12. Policy 4.5 (London's visitor infrastructure) of the London Plan 4.5, seeks to achieve 40,000 net additional hotel bedrooms by 2031, of which at least 10 per cent should be wheelchair accessible. To this end, the Council seeks to increase the quality and

quantity of fully wheelchair accessible hotel accommodation, and, therefore, in accordance with the above mentioned Supplementary Planning Document and BS8300:2009, requires the minimum provision of accessible bedrooms as a percentage of the total number of bedrooms to be:

- i. 5% without a fixed tracked-hoist system (see example in Figure 59);
  - ii. 5% with a fixed tracked-hoist system or similar system giving the same degree of convenience and safety;
  - iii. 5% capable of being adapted in the future to accessibility standards (i.e. with more space to allow the use of a mobile hoist, wider doors, provision for services and with enclosing walls capable of supporting adaptations, e.g. handrails.
13. The principal entrance door should be provided with a glazed panel giving a zone of visibility, in accordance with BS 8300:2009.
  14. It is strongly recommended that consideration be given to the use of an automatic opening door device.
  15. Part of the reception/concierge desk should be provided at a height of 750-800mm. An assisted listening device, ie infra-red or induction loop system, should be fitted to serve all reception areas.
  16. Seating of varying heights should be provided and sited close to reception.
  17. All signage for directions, services or facilities should be provided in a colour contrasting with the background. Signage and lighting levels should be consistent throughout the building and care taken to avoid sudden changes in level.
  18. Lighting levels should be consistent throughout the building and care taken to avoid sudden changes in levels.
  19. Accessible toilets within the communal areas should be designed in accordance with the guidance given in Approved Document M to the Buildings Regulations 2004.
  20. The accessible toilets should be signed either "Accessible WC" or "Unisex". Alternatively, the use of the "ladies" and "gentlemen" with a "wheelchair" symbol and the word "Unisex" would be acceptable.
  21. Plans should detail room dimensions, particularly for the en suite bathrooms and confirm within the Design and Access Statement, that bath and shower rooms will accord with the design guidance in BS8300:2009. As the majority of wheelchair users prefer showers, a larger proportion of the accessible rooms should feature shower rooms. Large-scale plans should be submitted detailing the specification of the proposed accessible bath and shower rooms.
  22. Corridors should be a minimum of 1500mm wide and internal doors across circulation routes should incorporate a suitable zone of visibility.
  23. Internal doors, across circulation routes, should be held open using fire alarm activated magnetic closers.
  24. Details of where Hearing Enhancement Systems (e.g. induction loops) will be provided should form part of the scheme. Consideration should also be given, at this stage, to the type of system(s) that will be suitable for different areas of the hotel. (It

is important to consider such detail now, as the design of a building and the material from which it is constructed, contribute to good acoustic travel and stability. A technical audit should form part of the Design & Access Statement, as the reliability of systems in proximity to other electrical equipment or materials can be adversely affected, e.g. fluorescent lighting and steelwork.)

25. Signs indicating the location of an accessible lift should be provided in a location that is clearly visible from the building entrance.
26. The lifts should accord with BS 8300:2009.
27. A minimum of one fire rated lift should be incorporated into the scheme. The lift should be integrated to support Horizontal Evacuation and designed in accordance with BS 9999:2008 and all related standards contained within.
28. Fire exits should incorporate a suitably level threshold and should open onto a suitably level area.
29. Advice from a suitably qualified Fire Safety Officer concerning emergency egress for disabled people should be sought at an early stage. It is, however, unacceptable to provide only a refuge in development of this type and scale. It is not the responsibility of the fire service to evacuate disabled people, and therefore, inherent in the design must be facilities that permit disabled people to leave the building independently in the event of a fire evacuation.
30. The alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating pager system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

## **URBAN DESIGN AND CONSERVATION OFFICER**

COMMENTS: The scheme is much as previously discussed. The design of the hotel has changed and is improved. The first floor green roof is welcomed. There are still some issues to be addressed:

- The long term maintenance of the buffer area along Long Lane
- The design of the energy centre
- The introduction of more landscaping within the car park areas
- Further information on the landscaping and design of the Freezeland Way frontage (adjacent to the hotel)
- Treatment of the boundary with the A40

If minded to approve, details of the elevational treatment of the hotel will be required, including the ground floor glazing and roof/fascia design and finish. Details of the windows, louvers, balconies and plant enclosure at roof level should also be required. Details/ samples of all external materials and finishes will need to be agreed.

## **POLICY AND ENVIRONMENTAL PLANNING**

### **Development Plan Policies**

#### The London Plan

The Mayor provided the Council with comments on how the proposals relate to specific policies in the London Plan on 17 October 2012.

## A Vision for Hillingdon 2026: The Hillingdon Local Plan Part 1

The relevant policies adopted Local Plan are as follows:

- Policy E5: Town and Local Centres seeks to accommodate retail growth in town centres in accordance with the latest evidence base. If appropriate, specific locations for retail growth will be determined through the Local Plan Part 2.
- Policy H1 and H2 refer to Housing Growth and Affordable Housing respectively. Hillingdon's current target is to provide 425 additional residential units per annum. The Council seeks to maximise the delivery of affordable units in accordance with the London Plan. In particular, it seeks to deliver 35% of all new units as affordable with an indicative tenure mix of 70% social rent and 30 % intermediate housing.

### Unitary Development Plan Saved Policies (2007)

The Masterbrewer site is specifically identified in policy PR23 of the Unitary Development Plan Saved Policies 2007. This sets a number of objectives for the 'developed area' and also the parts of the site within the Green Belt. The site is within a designated Local Centre in the UDP. Policies S9 and S10 refer to the change of use of A1 shops in these areas and are not considered to be relevant to the proposals.

### **Local Plan Evidence Base**

#### 2012 Convenience Goods Retail Assessment

This study was produced as an evidence base document for the Local Plan Part 1. The key conclusions are firstly the growth figures for convenience floorspace over the period of the plan. There is no capacity in the borough for additional convenience goods retailing in the years up to 2016. For the following five year period from 2016 through to 2021, capacity grows to 2,709 sqm. The study notes that there could be a qualitative argument to support the provision of an additional foodstore in the northern half of the borough.

Convenience goods provision in North Hillingdon has remained static since 2004 and represents 26% of total floorspace in the centre. This is above the national average of 17%. Vacancies amount to 1% of total floorspace, which is well below the national average and indicates that the centre serves an important role for providing goods and services to local residents.

The study makes the following observations in relation to overtrading in the borough at paragraph 7.45:

*'Our qualitative assessment of existing stores in the Borough has identified that whilst some stores appear to be 'over trading' according to national averages, no stores appear to be experiencing the symptoms of overtrading. Indeed, we consider that these stores are trading at reasonable levels for stores in London. As a result, we have assumed that the larger stores are not 'over trading' in 2011 and that this should not be used justify additional convenience goods floorspace over the study period.'*

#### Town Centres and Retail Study 2006

This study provides an assessment of comparison and convenience goods provision in the borough and a health check of all designated centres. The assessment of North Hillingdon notes a relatively low level of comparison provision, which is due to the suburban nature of the centre. Overall, North Hillingdon is a vital and viable centre that offers an adequate range of retail uses to serve the local population.

## **National Planning Policy Guidance**

### The National Planning Policy Framework (NPPF)

The NPPF states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. Paragraph 24 requires Local Planning Authorities to apply a sequential test to applications for main town centre uses that are not in an existing centre and are not in accordance with an up to date Local Plan. Paragraph 26 sets out the criteria relating to the submission of an impact assessment for retail proposals and refers to a threshold of 2,500 sqm. The applicant has submitted a sequential and an impact assessment with the application.

### Planning for Town Centres: Practice guidance on need, impact and the sequential approach

In December 2009 the Government produced a companion guide to Planning Policy Statement 4 (sustainable economic development). Whilst the PPS was deleted following the introduction of the NPPF, the companion guide remains extant. The Council has used this document to assess the applicant's sequential and impact assessments.

The practice guidance provides advice on when to assess the cumulative impact nearby proposals. Paragraph D7 states:

*'First, it is relevant to consider the effect of known commitments, and to consider the cumulative impact of the proposals in question. Conventionally, cumulative impact assessments take into account the effect of known commitments i.e. schemes with planning permission. However, it may be relevant, in policy terms, to judge the cumulative effect of other proposals, particularly where there is a choice between two competing proposals and the combined impact of both needs to be considered.'*

## **Conclusions**

The Council does not object to the principle of mixed use development on the site and the key principles of UDP policy PR23 appear to have been met. The key issues relate to the delivery of the scheme, affordable housing provision, the impact of the store on nearby town centres and the adequacy of the applicant's Retail Assessment.

It is noted that the proposed retail and residential uses are subject to separate planning applications. A phasing plan should be put in place to ensure that both elements of the scheme are delivered in a timely manner. The Council would not wish to see the residential element dropped.

The absence of affordable housing on the site would be at odds with policy H2 in the Local Plan Part 1. This element of the scheme should be reviewed in the context of the London Plan, which seeks to maximise affordable housing delivery and the borough-wide target to provide 35% of all new homes as affordable housing

Comments from the Mayor indicate that the location of the proposed store will not have an adverse impact on the North Hillingdon or other centres in the catchment area. The comparison element of the scheme will not be in direct competition with retailers in North Hillingdon and the store could play a role in retaining a significant amount of local expenditure that would have gone outside the area.

## **SUSTAINABILITY OFFICER**



## **Air Quality**

The site is in an air quality management area and there are recorded levels of poor air quality near the site that are close to or exceeding the minimum EU limits for health (40µg NO<sub>2</sub>). This limit relates to the levels at which there are significant impacts on health.

Whilst the air quality assessment seems to have estimated the impact of the development(s) to be imperceptible/negligible, they have failed to adequately characterise the air quality in the area in the modelling, which based on monitoring data suggests it may be close to or above the EU limit value.

It is likely the air quality will continue to be poor in the area due to existing traffic issues without development, and it will likely worsen due to increase in traffic as a consequence of the development.

The Council considers that the impacts on air quality will be negative. However, this should not automatically result in a refusal as this would result in blight across the area. Through conditions and planning obligations, if implemented in isolation (and considering the benefits of the scheme), this proposal could be considered acceptable in air quality terms.

The cumulative impacts of this scheme as well as the proposal at the site adjacent Hillingdon Underground station present a greater problem. Cumulative impacts would be worse (and more complex) than just the sum of an individual scheme. This is, for example, due to the extra traffic congestion (at junctions resulting from both schemes) resulting in greater emissions from vehicles.

I therefore do not object to the application on its own (subject to clear measures to reduce the impacts of the development). The need to provide green travel plans and contributions to public transport will assist and conditions are also necessary.

### **Air Quality Impacts to new residents**

The air quality assessment does not identify any mitigation as being necessary for the proposed development. However, it does note the façade of the building nearest to the A40 will be at and slightly exceed the EU annual limit value for NO<sub>2</sub> (receptor 1 - 41.6 mg/m<sup>3</sup>, receptor 2 - 40.8 mg/m<sup>3</sup>). The most recent modelling carried out by Hillingdon has indicated that this transport corridor and associated junctions are contributing to levels of air pollution above recognised air quality standards and NO<sub>2</sub> is predicted to be over the annual mean in 2011 and 2015 (this is also the case for the hourly mean). The following condition is advised for the residential block to ensure some mitigation for the poor air quality in the area.

1. The submission of a scheme for protecting the proposed residential units from external air pollution

### **CHP**

There are limited details regarding the air quality impacts from the proposed CHP unit or the pollution abatement technology to reduce impacts. The following condition is therefore necessary:

1. The submission of specifications of the CHP unit which shall demonstrate the use of the least polluting CHP system appropriate with and the relevant NO<sub>x</sub> emissions, the designs of the flue to reduce impacts to residents and further pollution abatement technology to ensure the CHP has minimal air quality impacts

### **REASON**

To reduce the impacts on air quality in accordance with Policy EM8 of the Local Plan Part 1.

## Energy

All the information submitted to date broadly equates to an appropriate strategy. There are still gaps in the information expected for a design stage application and therefore there is a need for planning conditions to ensure the final energy solutions are appropriate.

There is a significant concern that the London Plan energy targets (Policy 5.2) have little impact on the superstore as most of the energy use is from unregulated sources.

Some updated information has been provided to outline the energy efficiency improvements for the general retail units, and the superstore. As the housing development is subjected to the Code for Sustainable Homes and an outline planning application, the issue can be considered as part of conditions.

The information about the renewable energy solution for the development is also broad at this stage although a bit more information has been provided. Further information is required to ensure the final design of the development incorporates the broad strategy.

The following conditions are therefore required for the developments Superstore, Hotel and

### General Retail Units

A condition requiring a detailed energy assessment, to consolidate all the information provided with the detailed planning submission and show clearly the baseline carbon footprint for each of the non residential uses. It shall also detail how each use contributes to the 25% reduction set out in the London Plan. It will include specific technological details relating to the location, type and amount of air source heat pumps, and the CHP plant. It will set out the phasing arrangements for the energy strategy and show that the CHP will be delivered as part of first building phases. Finally, it will clearly set out the maintenance arrangements for the CHP and air source heat pumps. The development will proceed in accordance with the approved scheme.

Energy Note 1: The S106 will include a monitoring and reporting requirement for the first years of the development. If the targets set out in the energy strategy have not been achieved (i.e. the performance of technologies were overestimated or the changes to the building fabric were made) then the Council will seek action through onsite improvements or offsite contributions.

Energy Note 2: A maintenance schedule will be required for the district heating network. This will need to be included within the S106.

### Living Walls and Roofs

The drainage plan suitably shows the drainage attenuation to be installed. I therefore have no further objections subject to the development proceeding in accordance with the plans submitted. Living walls and roofs have been previously discussed but little or no justification has been put forward for not including them within the designs. Since the original designs a district heating centre has been included within the plans and there is no reason that this structure cannot be 'greened' in some manner. In accordance with comments previously made a condition needs to be applied to any subsequent approval requiring the incorporation of living walls and a living roof onto the energy centre.

### Sustainability - Electric Vehicle Charging Points

Condition requiring a plan showing provision for electric charging points to serve 5% of all car parking spaces should be submitted to and approved in writing by the Local Planning Authority. A further 5% should be adequately serviced to allow for the future

installation of further charging points. The plan shall set out the location of the charging points, the chosen technology and clear presentation of how the bays will be marked.

#### S106 Inclusion

##### 1 Ecology Protection and Enhancement Works

[£50,000 for the clearance of vegetation and trees, new landscaping, fencing, re-modelling and re-contouring, and placement of bat boxes, bird boxes and beetle loggeries.]

##### 2 Maintenance and operation of district heating network

##### 3 Monitoring and reporting of energy use

##### 4 Maintenance of SUDS

### **TREE AND LANDSCAPE OFFICER**

**LANDSCAPE CHARACTER / CONTEXT:** This vacant site was formerly occupied by the old Master Brewer hotel. The building has since been demolished and the land cleared. Situated to the northeast of the junction between Long Lane and Freezeland Way, the site is bounded to the north by A40(M), with Greenbelt open space and Freezeland Covert to the east. North Hillingdon Town Centre is across the road, immediately to the south of Freezeland Way.

The site is generally flat with notable changes of level immediately beyond the west boundary, where the land rises in wooded embankment supporting the approach to the Long Lane bridge. To the north of the site, the A40 lies in a cutting beneath the Long Lane road bridge and the Metropolitan Line to the west. Although the immediate site boundaries are dominated by roads and railways, the land immediately to the east, further west and to the north of the A40 is semi-rural, in character.

There are a number of trees on the site including the vestigial landscape associated with the former Master Brewer, the Long Lane road embankment, groups of trees along the northern boundary and self-set scrub which has colonised the site following the site clearance. The site is covered by Tree Preservation Order No.6. However, this is an old order and many of the scheduled trees no longer exist.

**LANDSCAPE CONSIDERATIONS:** Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

#### Environmental Statement

- The Environmental Statement considers Townscape and Visual Change in chapter 7, Effects on the Local Environment. The assessment methodology is described in 7.1.6. One of the documents referred to is the 'Guidelines for Landscape and Visual Assessment' Second edition, 2002. This guidance has recently been superseded by a third edition, in 2013. However, the report will have been prepared prior to the publication of the latest guidance and is considered to be valid.

- The Environmental Statement sets out a site wide landscape strategy for the comprehensive redevelopment of the site which is underpinned by four key principles: the creation of a 'gateway' entrance to the site adjacent to Hillingdon Circus, the establishment of an urban edge along Freezeland Way and Long Lane, the creation of an appropriate landscape setting adjacent to the Green Belt and the provision of safe, attractive and effective amenity space for residents (7.1.146).

- The ES(Technical Summary) confirms that a comprehensive planting scheme will be provided within the site specifically to: assist with the overall softening of the appearance of the built form, define the proposed use of the various zones, reduce the impact of the car parks, and to mark the transition between the residential and commercial areas.

- At 7.1.303 the ES considers the 'Residual Effects' of construction (temporary, short-medium term) on townscape character will be minor adverse to negligible significance to the townscape character areas (CA) 2b, 6 and 7, with minor adverse effects on CA 3 and minor adverse to negligible.

- 'Residual visual effects' during the construction phase will be minor adverse from viewpoint 3 for local residents and minor adverse to negligible from viewpoints 4 and 21 (7.1.305).
- Once operational, the ES concludes that the residual effect on townscape character to CA2A and CA2B is of minor beneficial to negligible significance, moderate to minor beneficial significance on CA3 (7.1.306) and minor adverse to negligible significance on CA5 (7.1.307).
- At 7.1.308 it concludes that as the proposed planting matures and performs its screening / integrating function, the residual visual effects will be moderate beneficial for residents at viewpoint 3 and minor beneficial for residents at viewpoint 4. After mitigation, there would be minor adverse significance from viewpoint 21.

#### Design & Access Statement

- The Design & Access Statement provides a scheme overview, assesses the existing site and context and considers the policy context before describing the design evolution. The proposal is then described in detail.
- In section 7.2 the Phase 1 proposal is a detailed application which seeks to develop a Spenhill store in the north-west corner, with an energy centre, retail and a hotel extending along the west boundary towards Freezeland Way and North Hillingdon Town Centre. This will be supported by surface level car parking in the centre of the site and to the east of the Spenhill store.
- Section 7.3 describes the Phase 2 proposal which is an outline application to develop an 'L'- shaped residential scheme which wraps around the east and south-east boundaries in five separate blocks. Forming the interface with the Green Belt land to the east, there are generous spaces between the blocks which will permit visual permeability through to the Green Belt. Collado Collins' drawing No. PO-106 Rev F Illustrative Masterplan clearly shows the proposed site layout for both phases with regard to the arrangement of buildings and circulation.
- Section 8 of the Design & Access Statement describes the landscape objectives for the scheme, describing the main features for both the Phase 1 (retail) and Phase 2 (residential) developments.

The Landscape Proposal - General Arrangement illustrates and annotates the key landscape features, including: hedge planting (native, retained and proposed), tree planting (including large specimens, avenues, woodland) retained trees (protected during construction), play area provision (residential area), footpath provision and pond enhancement (in public open space).

#### Existing Trees

- The site is covered by tree Preservation Order No. 6 which features 10No. individual tree specimens and 3No. groups. According to the TPO records several of the trees are dead or have been deleted / removed. The Tree Survey confirms that only two of the trees protected by the original Tree Preservation Order remain and these are poor ('C') and justify removal ('R' grade).
- The tree retention and removal strategy for the site has been the subject of detailed discussion with the local planning authority. Grontmij's drawing No. W105860 L10, Trees to be removed and retained: All Works, indicates that most of the trees in the centre of the site will be removed in order to accommodate the development. However, the off-site woodland planting along the Long Lane road embankment will be retained, as will on-site trees and hedgerows along the north, south and east boundaries. Additionally, the trees and hedgerows along the northern boundary will be managed / rejuvenated.
- The drawing confirms that 29No. 'B' category trees will be removed, together with 75No. 'C' category trees, 12 'C' category groups and 23No. 'R' category trees (which should be removed in the interest of sound arboricultural management). This drawing also specifies tree protection measures for the retained trees.
- A more detailed (phased) tree strategy is shown on Grontmij drawing Nos. W105860 L03 Rev E Trees to be Removed and Retained: Outline Application and No. W105860 L04 Rev E Trees to be Removed and Retained: Detailed Application.

#### Landscape Proposals

- By way of mitigation, Grontmij's drawing No. W105860 L09 On and off Site Landscape Proposals: All Works indicates a comprehensive soft landscape proposal to plant over 190No. specimen trees within the site (Environmental Statement 7.1.300). Additional landscape benefits include the retention / protection and rejuvenation of existing trees and hedges. Off-site benefits include the development of the fields and woodland between the residential blocks and Freezeland Covert, with the installation of a new footpath link, proposed indigenous woodland blocks and possible pond enhancements.
- It is noted that Ash *Fraxinus excelsior* is amongst the species on the Typical Planting Schedule. Due to the bio-security risks associated with the outbreak of Ash Dieback (*Chalara fraxinea*) Ash should not be included in the planting mixes.
- Grontmij drawing Nos. W105860 L07 Rev A and L08 Rev A illustrate On and Off Site Landscape Proposals: Phase 1 and Phase 2 respectively.
- If the application is recommended for approval, landscape conditions should be imposed to ensure that the detailed proposals preserve and enhance the character and appearance of the area.

#### RECOMMENDATIONS:

- At the time of writing, Forestry Commission guidance indicates that Ash should not be included within any new planting schemes until further notice.
- The proposed landscape enhancements have been developed and adjusted in accordance with advice from Hillingdon's former Principal Landscape Conservation Officer and incorporates measures to mitigate residual effects of the development on the local townscape character and viewpoints.
- The provision of off-site planting and other landscape improvements to the adjacent Green Belt land to the east are to be secured through a S.106 agreement.

No objection subject to the above observations and conditions COM6, COM8, COM9 (parts 1,2,3,4,5 and 6), COM10.

#### HIGHWAY ENGINEER

The Council has appointed an external transport consultancy Parsons Brinckerhoff (PB) to undertake the review of the Transport Assessments and related technical documentation submitted by the applicant's transport consultants SKM Colin Buchanan (SKMCB).

Given the complexity, volume and technical nature of the submitted documentation and the reviews undertaken by PB, it is not considered practical to include all the information in the comments here. Instead, these comments highlight the main issues for consideration by the Planning Committee.

An analysis has been carried out of the reported accidents over a period of 5 years to August 2010. At this stage there does not appear to be any cluster of specific accident types that would cause concern. Just less than 40% of the collisions occurred during the hours of darkness. A review of lighting and the visibility of signs and road markings should be undertaken.

A series of static and micro-simulation models have been submitted by SKMCB. The modelled traffic flows are made up of three parts as described in the list below:

- 2008 base year flows;
- Committed development flows; and
- Proposed development flows, containing the Tesco development with and without Morrisons development.

There are some discrepancies between the calculated and modelled flows, but the variations are small and considered negligible. PB has created a model using the 2016 PM base

VISSIM scenario with the calculated flows and has advised that the observations of this model showed that the network operates similarly to the models SKM has submitted. Therefore it could be said that the flow difference has negligible effects on the modelling results.

The traffic flows have been combined to develop the scenario models listed below. Adequate traffic growth has been applied to the future years 2016 and 2022 modelling scenarios.

- 2008 base
- 2016 base+committed
- 2016 base+committed+Tesco
- 2016 base+committed+Tesco+Morrisons
- 2022 base+committed
- 2022 base+committed+Tesco
- 2022 base+committed+Tesco+Morrisons

The latest modelling of 2016 base+committed+Tesco+Morrisons and 2022 scenarios is submitted for the PM peak only. This is based on the assumption that traffic demand is lower in the AM and Saturday peak periods. It would be preferable for SKM to have also provided models for the missing periods to confirm this. However, given the time available, and in the interest of deriving some indication of the likely impact, PB has had to use the LinSig models provided to assess the cumulative impact of Tesco and Morrisons developments in the AM and Saturday peaks in 2022.

There are two highway layouts used for the proposed development. The highway layout plans are presented in Appendix C / Appendix D of March 2013 Addendum TA and described as:

Layout A –Highway improvements required to accommodate the Tesco development traffic in isolation include:

- Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach;
- Modifying the existing right turn into the western site access for traffic coming from the A40 westbound;
- Introduction of an additional right turn lane for left turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach. The left turn lane requires a widening of the Long Lane carriageway and footway, taking land from part of the south west corner of the development site;
- Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction;
- Provision of one dedicated on-street coach bay on Freezeland Way, immediately east of the proposed site access for the Hotel land use;
- Provision of an informal pedestrian refuge crossing at the western site access; and
- Provision of a shared cycle/footway into the site from the western site access towards the proposed food retail store and three non-food retail units.

The proposals to mitigate the traffic impact for the Tesco development only include the proposed changes to the Long Lane and Freezeland Way junction layout; staggering of the southern crossing, introduction of the northbound right turn and introduction of a southbound left turn flare. The changes required a revised staging plan.

Layout B – Cumulative scheme highway improvements with further mitigation measures needed to accommodate the Morrisons development traffic, which includes all of the high improvements proposed under layout A and in addition:

- Widening and introduction of two left turning flare slip lanes of over 85m in length on Freezeland Way Eastbound approach lane; and
- Providing a two lane approach on Freezeland Way westbound approach road to the Morrisons.

Due to the increase in background traffic, the latest 2022 base model has several over-saturated turns, and the results are worse than those presented in the 2016 base model.

The modelling results show that the operation of Hillingdon Circus would deteriorate in all peak periods in 2022. This is mainly caused by the substantial background growth applied from 2008 to 2022 which is at least 15% in all peaks.

The results show that in 2022 Hillingdon Circus will be over-saturated in all modelled peaks. This is true for the Tesco development in isolation and when both Tesco and Morrisons developments are in place. The results are worse with Tesco and Morrisons than with Tesco in isolation, as would be expected.

Only the PM peak was modelled in VISSIM in 2022 as this contains the highest demand compared to the other two peaks. However, the LinSig modelling tests presented by PB show that the impact of Tesco and Morrisons in combination would lead to Hillingdon Circus operating at close to or above saturation at all peaks.

The latest VISSIM modelling, including the northbound blocking has only been submitted for the PM peak. Analysis of the LinSig models suggests that the impacts at Hillingdon Circus will be similar in the AM and Saturday peaks to the PM peak, but the exit blocking is observed to be less severe or even non-existent in these peaks. Therefore, it is likely that the results in the PM peak will be worse than those in the AM and Saturday peaks and can be considered to be a worst case.

The modelled journey times from the 2016 PM peak VISSIM models show that with the addition of the Tesco development traffic, the northbound journey time will increase whilst the southbound journey time will decrease. On the basis of the overall journey times, it is considered that the impact of the Tesco development traffic is generally offset by the proposed highway improvements. However, the combination of the Tesco and Morrisons developments causes an increase in journey time both northbound and southbound and therefore has a negative impact.

The modelled journey times from the 2022 PM peak VISSIM models show that six years further into the future than 2016, the results indicate longer journey times in all three PM peak scenarios.

The applicant has agreed to TfL's request for a contribution towards extending route U10 from Swakeley's Drive to Hillingdon Station Forecourt' via a S106' agreement. Although the extension is considered to be positive as it will improve public transport accessibility of the development site from Ickenham and Ruislip (albeit at a low frequency and noting that the Underground already links the site with some parts of the U10 corridor), there is no feasibility study submitted to review the proposed extension including practicality, manoeuvrability, and advantages and disadvantages.

The latest modelling review undertaken by PB recommends that:

*In traffic terms, the sensitivity test modelling has demonstrated that in 2016 and 2022 the network can be mitigated to accommodate the flows produced by the Tesco development without any net increase in journey time (Long Lane northbound + Long Lane southbound).*

*In the context of paragraph 32 of NPPF it is unlikely that the residual cumulative traffic impacts of either the Tesco development (only), or Tesco development in combination with Morrisons, are demonstrably severe. The weight which may now be attached to LB Hillingdon's Policy AM7 should be reviewed in the light of paragraph 215 of the NPPF.*

Subject to the items listed under the heading of Transport & Highways Obligations being covered within the S106 Agreement, no objection is raised on the residual traffic impacts of the Tesco development (only).

The conclusion of the latest cumulative assessments i.e. Tesco and Morrisons combined, undertaken by SKMCB, Tesco's transport consultants, and Vectos/SCP, Morrisons' transport consultants, suggest that the residual cumulative traffic impact with mitigation will be significantly detrimental.

Considering that;

- The surrounding highway network carries very high volumes of traffic, especially during traffic peak periods, and experiences traffic congestion;
- The Tesco and Morrisons developments combined will generate high volumes of traffic, where the highway network is already well congested;
- Cumulative impact results submitted by both the developers show a significant worsening of junction performance;
- The applicant has not undertaken a Road Safety Audit of the proposed highway layout B and changes to the layout as a result of safety issues could affect the traffic modelling results;
- There are inconsistencies between the assessments carried out by Tesco and Morrisons; and
- There are a number of outstanding traffic assessment issues to fully review the cumulative traffic impact

It will be a highly risky to conclude that the residual cumulative traffic impacts of these two major developments are unlikely to be significant or severe.

The access and parking layout, pedestrian and cycle routes and linkages, impact on public transport, and facilities for disabled people have been reviewed. The proposed development is not considered to merit objection on any of the above aspects.

The proposed highway layout and internal access and road layout have been reviewed and are not considered to have any significant issues to merit objection. Layout of the retail car park is acceptable in principle, however suitability of traffic management (circulation) within the car park should be further demonstrated and the layout should be amended where required. In addition, further details should be provided of the internal commercial/residential junction within the access road ensuring safety and suitable manoeuvring.

The proposed car parking provision for the retail and residential elements of the development are within the range of maximum standards and are therefore considered acceptable. The level of car parking proposed for the hotel is not considered excessive. The operational arrangements to cater for any overspill from hotel parking overnight and residential visitor parking during limited times over weekends to share the retail parking



facilities should be devised and a car parking management plan should be covered by way of a condition/S106 agreement.

The proposed disabled car parking provision is just over 7% (13 no.) for retail, circa. 52.9% (7 no.) for hotel and 10% (10 no.) for residential of their respective total car parking provisions. Around 3.9% (7 no.) of the retail car parking spaces will be parent and child spaces. Around 2-3% (4-5 no.) of the retail car parking spaces should be provided for brown badge holders

For the retail element, it is proposed to provide 5% (9no.) electric vehicle charging points (EVCPs) with a further 15% (27 no.) spaces to be passive spaces to make a total of 20% provision. The EVCP provision does not meet the London Plan standards requiring 10% of all spaces to have electric charging points and an additional 10% passive provision for electric vehicles in the future. No objection is raised on the above shortfall subject to a review mechanism of the use and increase of active EVCPs.

The residential proposals do not include any EVCPs. The London Plan standards require 20% of all spaces to have electric charging points and an additional 20% passive provision for electric vehicles in the future. The developer should provide at least 5% (5 no.) active EVCPs and a further 15% (15 no.) passive spaces with a review mechanism of the use and increase of active EVCPs.

One car club space is proposed for the residential development, which is acceptable in principle. Details of the operation and management of the car club should be submitted.

One coach parking space is proposed on Freezeland Way as a dedicated space for the hotel. This is unacceptable, principally due to two reasons; one, the coach parking space is proposed on the highway and therefore cannot be dedicated to the proposed hotel, and second, the Council resists on the use of highway land to provide on-street parking bays including coach parking required for developments. Instead, any development requiring parking for coaches or other types of vehicles should provide a suitable layout to accommodate such parking and manoeuvring within the site.

Cycle parking is provided to the relevant standards for the retail customers and employees, hotel, and residential. The accessibility and layout of the cycle parking are considered acceptable.

A framework Travel Plan and separate Travel Plans for the Food Retail Store and Hotel have been submitted with the application. A version of the Travel Plan accepted by TfL is included in the further transport assessment May 2012. Subject to comments from the Council's travel plan officer, the travel plans should be conditioned or covered within the S106 agreement as appropriate.

### **Recommendation**

No objection is raised on the highways and transportation aspects of the proposed Tesco development alone.

### **Transport & Highways Obligations**

The items listed below should be covered within the S106 agreement or conditioned as appropriate:

- Car Park Management Plan (CPMP) including sharing the retail car parking with hotel overnight and with residential visitors during limited times over weekends;

- ECVPs for residential: 5% active and 15% passive with a review mechanism;
- ECVPs for retail: review mechanism of the use and increase of active EVCPs;
- Brown badge car parking spaces within the retail car park: 2-3% (3-5 nos.);
- Details of internal access roads and car parking;
- Details of the car club: parking space, operation, and management;
- Removal of the proposed coach parking on Freezeland Way and relocate within the site;
- Highway Improvements listed below to be agreed in detail before commencement and works to be completed before occupation of the development:
  - Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach;
  - Modifying the existing right turn into the western site access for traffic coming from the A40 westbound;
  - Introduction of an additional right turn lane for left turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach. The left turn lane requires a widening of the Long Lane carriageway and footway, taking land from part of the south west corner of the development site;
  - Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction;
  - Provision of an informal pedestrian refuge crossing at the western site access;
  - Provision of a shared cycle/footway into the site from the western site access towards the proposed food retail store and three non-food retail units;
  - Traffic signal timings and operations ;
  - Review lighting and the visibility of signs and road markings at and in the surrounding of Hillingdon Circus junction (extent of review to be agreed with the Council's Highways Engineer) and implement works required by the Council;
  - Provide carriageway and footway resurfacing, anti-skid surfacing, and upgrade pedestrian islands and road markings (extent of works to be agreed with the Council's Highways Engineer); and
  - Coach stop enhancements on Freeland Way
- Revised traffic modelling and signal timings and operations to be submitted to and approved in writing by the Council and TfL;
- Contribution to real time information system at bus stops prior to commencement;
- Construction Logistics Plan (CLP) to include (but not limited to):
  - Construction traffic generation by development phase;
  - Access routes;
  - Contractor parking;
  - Deliveries to avoid highway network peak hours and traffic sensitive hours;
  - Construction staff travel plan;
  - Measures to manage localised priorities.
- Delivery & Servicing Plan (DSP)
- Travel Plan (subject to the Travel Plan officer comments)

## **FLOOD AND DRAINAGE OFFICER**

The FRA demonstrates a worst case scenario should no infiltration be found. However the FRA commits that further tests will be taken to confirm this and the detailed drainage design adapted accordingly. Therefore it is appropriate a suitable condition requesting a more detail strategy is provided. This should be undertaken in a way which allows development of phases and any drainage work required to support those phases of the development as required in the Section 106 agreement.

This condition will also require further details of the adoption and maintenance arrangements or who would carry these out. If drainage tanks are to be used then silt traps and ongoing inspections and maintenance would be needed and this needs to be determined. In terms of ongoing management and maintenance, the FRA suggests that it would be appropriate that in areas set aside for adoption, the Council would be responsible for future maintenance. As the Suds Approval Body is not yet required by government and therefore not in existence at Hillingdon, in areas that are not adopted, it is likely that they would remain private and would need to be maintained by a private management company. Clear standards of inspection, maintenance, remediation and response times for resolving issues should be provided as part of the commitment of that Private Management Company.

## **7. MAIN PLANNING ISSUES**

### **7.1 THE PRINCIPLE OF THE DEVELOPMENT**

#### **PRINCIPLE OF THE PROPOSED USE**

The strategic policy planning context for development of the site is provided by the London Plan (2011) and Local Plan Part 1 Policy E5.

London Plan Policies 2.15 (town centres), 4.7 (retail and town centre development) and 4.8 (Supporting a successful and diverse retail sector) collectively seek to ensure that retail developments:

- Relate to the size, role and function of the centre
- sustain and enhance the vitality and viability of the centre
- follow the sequential approach to site selection
- Accommodate economic and housing growth
- support and enhance competitiveness, quality and diversity of town centres
- promote public transport and sustainable modes of travel
- contribute towards an enhanced environment.

Local Plan Part 1 Policy PT1.E5 (Town and Local centres) affirms the Council's commitment to improve town and neighbourhood centres across the Borough and improve public transport, walking and cycling connections whilst ensuring an appropriate level of parking is provided. At a more site-specific level, the context is provided by Saved Policy PR23 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and the detailed planning brief for the site, adopted in 1990. In each case, the planning guidance advocates a comprehensive mixed-use development on the site, which respects the scale and function of the existing Local Centre and the adjoining Green Belt.

In establishing the principle for the development, PR23 provides a framework for the type of development deemed to be acceptable. A mixed-use retail-led development with an hotel, housing and some community uses would be considered acceptable, provided issues of scale, density, traffic intensification and impact on the Green Belt are suitably addressed. These issues are discussed in more detail below.

The Mayor in his Stage 1 Report considers that there is no land use policy objection to the principle of a retail led mixed use development of the North Hillingdon Local Centre provided the retail element is of a scale that is appropriate to the continued viability of the local centre; offers convenience or specialist goods and services that are accessible to people who would otherwise need to travel further afield and gives due regard to the cumulative impact of planned or emerging development within Hillingdon Circus, especially a potential food store development on land adjoining Hillingdon Station.

## RETAIL

The application site, together with the land to the immediate east and the shopping parade on the south west side of Hillingdon circus are identified in the Local Plan: Part 2 - Saved UDP Policies (November 2012) as the North Hillingdon Local Centre. Table 8 of the Local Plan: Part 2 - Saved UDP Policies defines local centres as providing local shops and services for people who do not live or work near a town centre. Accordingly, they are in principle an appropriate location for a supermarket, for people who would otherwise make longer trips to their nearest town centre.

The National Planning Policy Framework (NPPF) replaces PPS4. However, the PPS4 Practice Guidance remains a material planning consideration. Paragraph 23 of the NPPF requires Local Planning Authorities in drawing up local plans to define a network and hierarchy of centres that is resilient to anticipated future economic changes and set policies for consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres. Paragraphs 24 to 27 of the NPPF set out the matters to be considered in the determination of planning applications for main town centre uses, including retail. Paragraph 27 provides that where applications do not satisfy the sequential and impact tests, they should be refused.

Policies 4.7 to 4.9 of the London Plan address retail matters, at strategic, planning decision and LDF preparation levels. Policy 2.15 (Town Centres) requires that development proposals in town centres should comply with Policies 4.7 and 4.8, and additionally:

- a. sustain and enhance the vitality and viability of the centre
- b. accommodate economic and/or housing growth through intensification and selective expansion in appropriate locations
- c. support and enhance the competitiveness, quality and diversity of town centre retail, leisure, arts and cultural, other consumer services and public services
- d. be in scale with the centre
- e. promote access by public transport, walking and cycling
- f. promote safety, security and lifetime neighbourhoods
- g. contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure
- h. reduce delivery, servicing and road user conflict.

Policy 4.7 (Retail and Town Centre Development) directs that the following principles should be applied in determining applications for proposed retail and town centre development:

- a. the scale of retail, commercial, culture and leisure development should be related to the size, role and function of a town centre and its catchment
- b. retail, commercial, culture and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are, or can be, well integrated with the existing centre and public transport
- c. proposals for new, or extensions to existing, edge or out of centre development will be subject to an assessment of impact.

Policy 4.8 (Supporting a Successful and Diverse Retail Sector) provides that LDFs should take a proactive approach to planning for retail through a number of measures, including (inter alia):

- b. support convenience retail particularly in District, Neighbourhood, and more local centres, to secure a sustainable pattern of provision and strong, lifetime neighbourhoods
- c. provide a policy framework for maintaining, managing and enhancing local and

neighbourhood shopping and facilities to provide local goods and services, and develop policies to prevent the loss of retail and related facilities that provide essential convenience and specialist shopping

d. identify areas under-served in local convenience shopping and services provision and support additional facilities at an appropriate scale in locations accessible by walking, cycling and public transport to serve existing or new residential communities

Policy 4.9 (Small Shops) sets out that the Mayor will and that boroughs should consider imposing conditions or seeking contributions through planning obligations where appropriate, feasible and viable, to provide or support affordable shop units suitable for small or independent retailers and service outlets and/or to strengthen and promote the retail offer, attractiveness and competitiveness of centres.

### **Sequential test:**

Paragraph 24 of the NPPF sets out the principles of the sequential test. In effect, this direction carries over the guidance set out in PPS4 Policy EC15. Furthermore, Paragraph 24 provides further advice to local authorities that when considering applications on out-of-centre sites, preference should be given to accessible sites that are well connected to the town centre. Paragraph 24 adds that LPAs should apply sequential testing to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up to date Local Plan. They should require applications for main town centre uses to be located in town centres, then edge of centre locations and only if suitable sites are not available should out of centre uses be considered. In- and edge-of-centre sites have been considered in terms of whether they are suitable and available, having regard to the requirement for flexibility on issues of format and scale. The sequential test has been shown that no such suitable sites are available and the applicant submits that the application site is therefore the most sequential preferable location. The application site is on the edge of a centre, will be reasonably integrated into North Hillingdon, by virtue of the design and is located close to public transport links (London Underground station and bus services on Long Lane). This is compliant to London Plan Policy 4.7 (b). Having regard to the requirements of the NPPF at paragraph 24, it is considered that there are no preferable sites following the sequential approach to site selection.

### **Impact Assessment:**

Paragraph 26 of the NPPF covers the requirement for impact assessments. The application is in excess of the 2,500 sqm default threshold for impact assessments. Paragraph 26 requires that this should include assessment of the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal. This carries over the requirements set out in the now revoked PPS4 Policy EC16.1a. In addition, paragraph 26 requires the impact assessment to include an assessment of the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made. This carries over the requirements of PPS4 Policy EC16.1b and 16.1d.

The question of retail impact has been a key concern in the consideration of this application. The NPPF is clear in stating that applications should be refused where there would be a 'significant adverse' impact upon existing centres. With any proposal of this scale, there will clearly be an impact upon shopping patterns within the locality and the aim of the retail impact assessment and addendum submitted with the application is to predict, with as much accuracy as possible, the impact on these trade patterns.

This involves a complex set of assumptions regarding the available level of retail expenditure within the store's catchment area, the performance and trading capacity of the store itself, the relative performance of competing stores and centres, the likely trade draw from other centres, future changes in trading patterns (such as internet shopping) and the cumulative impact of existing retail commitments, such as the extensions to Sainsbury's South Ruislip and Uxbridge stores. Any one of these fields is sensitive to the assumptions inputted into the forecasting model and retail forecasting has developed into a specialised area.

### **Adequacy of Retail Impact Assessment**

The original Retail Impact Assessment submitted in support of this application was dated July 2011 and relies on a household survey conducted in November 2008 (and refers to planning policy statements PPS1 and PPS4 and London Plan policies that have since been superseded). There was concern therefore that the originally submitted assessment is out of date.

There have been a number of changes to the retail geography and context since 2008, including the opening of new stores, new retail commitments and applications, as well as new surveys of shopping patterns. Policies have also changed.

To this end, the applicant was asked to update the study. A further Retail Addendum, as well as several clarification notes have therefore been submitted to both update the submitted impact assessment tables, as well as provide cumulative impact analysis to take into account a recent application in North Hillingdon ('the Morrison's scheme'). Following receipt of the various clarification notes and the addendum to the Retail Assessment objections are not raised in terms of the study being out of date.

The Guidance to PPS4 suggests that the first step in under taking a retail impact assessment is to define the likely catchment/study area. The applicant has done so having regard to the location of its principal competitors and the road network/ease of access.

The site has a previous planning history which involved a scheme for a large supermarket which was refused (subsequently appealed). It should be noted that the appeal was withdrawn before a decision was reached by the planning inspector, however to assist the applicant with any resubmission the inspector helpfully provided comments to the applicant. In relation to the size of the catchment area the Inspector stated:

*"The catchment was very extensive and it was also unclear on what basis the "local" catchment had been drawn."*

The current application has a much smaller catchment area than that considered excessive by the Inspector (approximately half the size, with a residential population of approximately 65,000). While the size of the store is also smaller (and therefore it's not surprising that the catchment area is smaller), it is considered that the catchment area is realistic given the size of store now proposed, and taking account of the location of the competitive set of supermarkets, road network/ease of access and location of customers.

In terms of trade draw to the proposed store generally, the retail analysis assumes that the majority (approximately 70%) of spending in the proposed store will come from areas close to the store. Taking into account populations concentration, access (roads etc) and the location of other supermarkets, the general approach is considered to make sense (i.e. the approach would not tend to underestimate impacts).

Members should note that the forecasting predictions simply provide an indication of the likely impact of developments and should not be read as an exact science. Perhaps

unsurprisingly therefore, the predictions of the various retail consultants involved has varied significantly.

The submitted Retail Addendum (August 2013) seeks to address inconsistencies and to roll forward the impact year to 2016, having regard to the time now elapsed since the initial applications' submission in August 2011. Figures, previously expressed in 2008 price base, have been updated to 2010 price base. This is consistent with the Council's Retail Study Update 2012 ('Retail Study Update'). In addition, the impact modelling has been modified to take into account a number of changes in retail provision across and beyond the study area since the original household survey was undertaken.

With regard to the accuracy of household surveys, PPS4 Practice Guidance states that these surveys can at best only give a general indication of prevailing market shares and further testing is needed during the impact analysis stage of an assessment. They can also overstate the importance of the larger centres and stores, and can understate the smaller and less frequently visited stores.

The Retail Addendum (August 2013) therefore adopts a combined approach by utilising both market share and actual turnover figures where available for stores within or with influence on the study area. The effect of this is to help ensure the basis upon which impact is assessed on these stores and centres is more robust by using factual turnovers where available.

The Retail Addendum explores the cumulative retail issues arising from the two food store proposals.

Overall, the approach taken by the Spenhill Retail Impact Assessment is unlikely to result in underestimates of impact. It has a sensible trade/catchment/study area and officers broadly agree with the findings.

#### **Impact on existing, committed and planned public and private investment:**

The applicant has defined a relatively wide catchment area which includes Cowley in the south to Iver Heath in the west. The core of it overlaps the catchment identified in respect of the Morrison's Food store at Hillingdon Circus. There are no significant planned or committed public sector investments within the catchment areas of both sites for the foreseeable future. However, there are a small number of privately funded investment proposals for retail development in the area.

Planning permission has been approved for a 2,130 m<sup>2</sup> extension to the Sainsbury's food store in Uxbridge Town Centre, of which 1,099 sq m would be allocated for the sale of convenience goods. The retail impact assessment estimates that approximately 16% the trade in an expanded Sainsbury's Uxbridge store would be diverted to the proposed supermarket at the Master Brewer site. This would leave the Sainsbury's trading at 13% less than would be expected (13% less than the 'benchmark') for a Sainsbury's store.

The approved extensions at the Uxbridge Sainsbury's have not been implemented. It may well be the case that the reason for this is that the viability of the extensions is finely balanced. It is worth noting that Sainsbury's have raised an objection to the proposed scheme in this regard.

The National Planning Policy Framework states that where a proposal is likely to have significant adverse impact on committed and planned private investment in a centre in the catchment area of then the application should be refused.

To understand if the impact is significant, its worth remembering that the planning application for extensions to Sainsbury's in Uxbridge noted that a key rationale for the expansion was to better serve the needs of existing customers rather than significantly increasing market share (i.e. the viability of the extension would not necessarily rely solely on additional customers). Whilst there is considerable concern over the impact of the proposal on the viability of the approved extensions to Sainsbury's in Uxbridge, on balance officers are not of the view that they would be so harmful as to represent a significant adverse impact.

Permission was also granted on appeal in February 2012 for a Lidl supermarket in Cowley, comprising 1,029 sq.m of convenience shopping floor space. The Mayor considers and officers agree that the proposed Spenhill store is unlikely to draw trade or compete with the Lidl store, given the significant differences in the nature of Lidl's retail operations, the goods and services it offers and the catchments over which it has influence.

The other major retail investments is the Sainsbury's store at South Ruislip. However, this is outside the catchment area of the proposed Spenhill Store.

**Impact on town centre vitality and viability:**

The table below highlights an estimate of the impact on entire centres (in convenience goods turnover) as a result of the Spenhill store should it be built in isolation.

	<b>Spenhill Trade Draw £m</b>	<b>Adverse Impact %</b>
<b>North Hillingdon</b>	£0.28	7%
<b>Uxbridge</b>	£9.55	19%
<b>Ruislip</b>	£1.74	7%
<b>Ickenham</b>	£0.11	2%
<b>South Ruislip</b>	£0.54	2%

Clearly the largest impact would be upon Uxbridge Town Centre. Whether the impact is considered to cause significant harm to each centre is considered in further details below:

**North Hillingdon:**

A health check on the vitality and viability of the centre indicates a low vacancy rate, but with few national multiple operators and a predominance of local independent retailers providing specialist goods and essential services, with few convenience goods shops. With limited opportunities for convenience shopping, the centre is not considered a destination for main food shopping activity, but rather a top-up/secondary shopping destination. Surveys indicate that that most local residents carry out their weekly/monthly food shopping at Uxbridge Town Centre. The introduction of the proposed Spenhill store would offer a much wider choice of branded goods (hitherto unavailable in the centre). This would retain a significant amount of local expenditure within the area and in turn, reduce the number of vehicular trips to shopping destinations further afield.

It should be noted that the main focus of the assumptions has been in terms of impact on major retail outlets in the catchment area. The impact upon smaller shops in the locality, such as the Co-op in North Hillingdon has been considered but, in reality, the forecasting models used are aimed at predicting general trading patterns and are not overly sensitive to



micro-level predictions on individual small independent retailers. A level of judgement is therefore required in relation to these assumptions.

It is acknowledged that the proposed Spenhill store may result in loss of trade to the existing Co-op and local bakeries and butcher shops. However, this could be well off set by the additional effort needed to access the proposed Spenhill store from areas south of the A40/Long Lane junction.

The Mayor considers it unlikely that any loss of trade would be of such a scale as to undermine the vitality and drive the existing local shops out of business. The proposed Spenhill supermarket would provide a main food shopping destination for local residents and will an alternative choice to shopping destinations further afield, thereby resulting in more sustainable shopping practices by reducing the need to travel.

On balance it is considered that the proposed store would have a net beneficial effect on the vitality of North Hillingdon local centre, by enhance by enhancing local consumer choice and resulting in increased spin-off expenditure in existing shops and services.

### **Uxbridge:**

Uxbridge is designated as being of metropolitan importance in the London Plan retail hierarchy. Being the nearest centre to the application site the proposed Spenhill store would draw some trade from Uxbridge. However, Uxbridge is likely to remain a vibrant and viable shopping destination. In addition Uxbridge benefits from large anchor stores and firms which will continue to attract visitors (who in turn undertake linked trips).

As the most comparable sized facility, the Sainsbury's store in Uxbridge is most likely to be affected by trade draw. However, its overall viability is unlikely to be compromised by the proposed supermarket at the Master Brewer site. It must be remembered that the proposed store at the Master Brewer site would have little impact on the estimated £451m of trade generated from the sale of comparison goods in Uxbridge. It is therefore considered that whilst there will be diversion of trade from Uxbridge Town Centre, this will not result in a significantly adverse impact on the vitality and viability of the centre.

### **Ruislip:**

Ruislip District centre is anchored by a Waitrose store supported by an Iceland store and M&S outlet. Although Waitrose does have a budget range of convenience goods, its limited size, niche range and quality goods means that it caters for a somewhat different target population than that of the Spenhill store proposed at the former Master Brewer site. It is acknowledged that a larger range of branded budget foods at the proposed Spenhill store is likely to draw a significant, though not decisive amount of trade from Ruislip, given its relative proximity to the application site.

### **Ickenham:**

Following the submission of the 2011 applications, a health check of Ickenham Local Centre was undertaken in November 2011. Given the role of the proposed food store as a main food shopping destination, it will not draw significant turnover from Ickenham Local Centre because of the centre's primarily top-up and service function. South Ruislip and Hayes:

### **Other centres**

The commitments for a replacement Sainsbury's store at South Ruislip and a new Asda at Hayes have been considered. However, there is no overlap in catchment with the Spennhill proposal. On this basis, officers do not consider that there would be an unacceptable impact from the current proposal on that centre.

### **Scale:**

Policy 2.15 of the London Plan notes that Development proposals in town centres should be in scale with the centre. The London Plan provides descriptions of Local Centres, which is set out below:

*"Neighbourhood and more local centres typically serve a localised catchment often most accessible by walking and cycling and include local parades and small clusters of shops, mostly for convenience goods and other services. They may include a small supermarket (typically up to around 500sq.m), sub-post office, pharmacy, laundrette and other useful local services.*

*Together with District centres they can play a key role in addressing areas deficient in local retail and other services."*

The proposal is for a supermarket well in excess of 500sqm, and it is considered that the centres function would alter with the presence of the proposal. It is worth noting that the Council resolved that it would have refused planning permission for a much larger store (3,917sqm net sales area) in 2005/2006, in part on the basis that such a large store would be out of scale with the centre.

The current scheme is for 2,182sqm (net sales area) store. The current scheme is roughly half the size of the previously refused scheme. Whilst it would clearly affect the scale and function of the centre (which does not currently have a large supermarket in it with a matured base of customers), it is important to establish if this change in scale would result in harm to other centres.

In this case, the size of the proposed store (if implemented on its own) limits the extent of its impact and Officers do not consider that it would cause unacceptable impacts (i.e. it would not disrupt the function, viability and vitality of other centres) as a result of its scale.

### **INDEPENDENT RETAIL UNITS**

In addition to the proposed supermarket, the application comprises a number of other town centre uses, including three independent retail units (flexible Use Class A1-5), hotel and cafe/bar. These complementary town centre uses form a central spine from the food store to the existing North Hillingdon centre, via a surface-level signalised pedestrian crossing over Freezeland Way. Whilst it is not possible at this juncture to identify occupiers for the proposed units, the proposed unit sizes are slightly larger but broadly in keeping with the size of existing local centre units. As such, occupiers attracted to the units are unlikely to be out of keeping with the existing role of North Hillingdon for day-to-day shopping needs and could include uses such as banks, florists, estate agents, hairdressers/beauty salon, food takeaway etc.

### **HOTEL**

The acceptability of the site for a hotel has been established by virtue of the planning history relevant to the site and is an acceptable location the site's position within a designated Town Centre. The proposed hotel will help meet the overwhelming identified need for hotel rooms, asset set out at the local and regional policy levels.

## **CONCLUSION**

The site is allocated in emerging planning policy for mixed-use retail-led development and it sits within a defined local centre. At present, North Hillingdon is under-provided for in terms of main food shopping, as evidenced by the limited role the centre currently plays for local residents. Furthermore, emerging policy in the form of the Council's Site Allocations DPD specifically promotes the redevelopment of the site for a retail-led mixed use development incorporating residential use. The principle of the proposed uses therefore meets the policy requirements of the adopted Development Plan and emerging policy. The accompanying Retail Assessment concludes that the scale of development proposed is commensurate with the function of North Hillingdon Local Centre and accordingly would not result in an adverse impact on its vitality and viability. This is reinforced by the localised catchment adopted in the retail impact assessment.

The supermarket and independent retail units will allow people to shop more locally by meeting main food shopping needs within North Hillingdon Local Centre, whilst still ensuring that the centre plays a subordinate role to surrounding, higher order centres and therefore addressing any concerns raised in relation to previous applications for retail development on the site.

The supporting Retail Assessment has confirmed that the proposed retail development will not have a significant impact on the other centres in the catchment area and will meet the relevant tests set out within the NPPF. Objection is not raised in terms of scale or impact.

## **7.2 DENSITY OF THE PROPOSED DEVELOPMENT**

Not applicable to this application as there is no residential component. Housing matters are dealt with as part of the associated outline residential scheme elsewhere on this agenda.

## **7.3 IMPACT ON ARCHAEOLOGY**

### **ARCHAEOLOGY**

Saved Policy BE3 of the UDP states that the applicant will be expected to have properly assessed and planned for the archaeological implications of their proposal. Proposals which destroy important remains will not be permitted. The site does not fall within an Archaeological Priority Area.

An Archaeological Desk Based Assessment has been submitted in support of the application. The assessment considers the impact of the proposed redevelopment on archaeological assets and concludes that the site has generally low archaeological potential for as yet undiscovered.

Nevertheless, English Heritage considers that the proposed development is situated in an area where archaeological remains may be anticipated. Of particular significance is the Iron Age/Roman period, when the application site appears to have been ringed by settlement activity, as shown by recent works along Long Lane, to the north of the site, and along the corridor route for a National Grid pipeline to the south of Western Avenue. The latter investigations, in particular, found extensive archaeological deposits including evidence for landscape management, settlement and ritual activity. Also of note are the numerous medieval moated manors in the area. The proposed development may, therefore, affect remains of archaeological importance.

However, English Heritage does not consider that any further work need be undertaken prior to determination of this planning application but that the archaeological position should be reserved by attaching a condition to any consent granted under this application, in accordance with Policy HE12.3 of PPS5 and local policies.

In the event of an approval, a condition is therefore recommended to secure the implementation of a programme of archaeological work, in accordance with a written scheme of investigation.

The application site is not located within or in proximity to any Conservation Areas, Listed Buildings or Areas of Special Local Character.

#### **7.4 AIRPORT SAFEGUARDING**

There are no airport safeguarding objections to the proposal. The former Master Brewer site lies within both the height and technical safeguarding zones surrounding RAF Northolt, being located in close proximity to the flight approach path for runway 7. However, the Ministry of Defence (MOD) Defence Infrastructure Organisation have written to confirm that it has no safeguarding objections to the full and outline planning applications.

Given the proximity to Northolt Airport, it is important to ensure the site does not attract birds, and therefore conditions are recommended to ensure that the extraction is done in a way which would not create large pools of water (attractive to birds), or that restoration landscaping involves berry bearing species (which may also attract birds).

#### **7.5 IMPACT ON THE GREEN BELT**

Policy OL5 states that development adjacent or conspicuous from the Green Belt will only be permitted if it would not injure the visual amenities of the Green Belt, by reason of siting, materials, design, traffic or activities generated. This is reflected in the NPPF, which advises that the visual amenities of the Green Belt should not be injured by development conspicuous from it of a kind that might be visually detrimental by reason of siting, materials or design.

The hotel would be visible from longer views from Hillingdon House Farm to the west, although its impact is not considered to be significant, given the distances involved. In terms of the potential impact on the open Green Belt land to the east of the site, the key views are provided in the Design and Access Statement. The photomontages show the 2004 scheme and the current proposal (as well as the 2009 project), and the illustrative off-site planting.

The extent to which the proposals impact upon the locality has been addressed in a Landscape/Townscape Character and Visual Resources Assessment of the site and surrounding area. A Visual Impact Assessment Addendum has also been submitted, which revisits the agreed viewpoints from the adjacent green belt (views 20 and 21) and reflects the proposed off site woodland planting. The indicative off-site planting is in the form of a 15m wide belt of woodland near/parallel to the eastern boundary of the site. The woodland planting is a mixture of standard (3-4m high) oak\* and ash trees in a matrix of holly, field maple and hawthorn whips (60-80cm).

View 20, approximately 250 m east of the Master Brewer site, shows that the 7-storey hotel will be visible on the skyline above the 8-10m high hedge/trees, as will the upper/top floors of the 4/5-storey (c.15.5m high) residential blocks, and the impact appears to be similar to that of the 2004 scheme. The prominence of the buildings in the winter is acknowledged. Proposals to undertake coppicing and replanting of this hedgerow would in the short term, increase the long term create a more effective screen. The offsite planting would, when the

trees are in leaf, mitigate the impact of the blocks in that view, but not the impact of the hotel. However, the hotel would be sited some considerable distance from the Green Belt boundary and would therefore be unlikely to have a dominating effect on the adjoining Green belt land.

View 21 also from the east, but closer to the site shows that the 7-storey hotel will be visible on the skyline, as will the top floor of the residential blocks. The prominence of the buildings in the winter is acknowledged. In addition, the proposals to undertake coppicing and replanting of the hedgerow would in the short term, increase the term increase the visibility of the residential blocks, but in the long terms create a more effective screen.

The off-site planting would, when the trees are in leaf, mitigate the impact of the blocks in that view, and lessen the impact of the hotel.

Whilst the associated residential scheme has been designed to allow visual permeability from the Green Belt (to the east of the site), creating green gaps with amenity areas and with a green buffer/tree planting associated with the commercial elements, the question is whether this design with gaps between the taller blocks (more openness) mitigates the visual impact of the 7-storey hotel and 4/5-storey residential blocks on the Green Belt.

Without large scale off-site planting, similar to that associated with the 2004 scheme, the proposed development would be unacceptable in terms of the impact on the Green Belt. However, Such off-site planting would, together with the tree planting on the site, create a new landscape setting for the development, improve the landscape of the Green Belt, and mitigate the landscape/ecological impact caused by the loss of the majority of the trees on the site.

In the event of an approval, a legal agreement is recommended to secure the implementation and long-term management of the proposed off-site landscaping (piazza, Freezeland Way) and the off-site landscaping/woodland planting in the open space/parkland in the Green Belt, all of which are/should be integral to the scheme to develop the Master Brewer site.

Subject to the off-site woodland planting, the scheme is considered to be in compliance with Saved Policies OL5, OL26, PR23 and BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and London Plan 7.21.

## **7.6 IMPACT ON THE CHARACTER AND APPEARANCE OF THE AREA**

Policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to ensure that new development makes a positive contribution to the character and amenity of the area in which it is proposed. Policy BE13 states that, in terms of the built environment, the design of new buildings should complement or improve the character and appearance of the surrounding area and should incorporate design elements which stimulate and sustain visual interest. Policy BE38 requires new development proposals to incorporate appropriate landscaping proposals. Policy BE26 states that within town centres the design, layout and landscaping of new buildings will be expected to reflect the role, overall scale and character of the town centres as a focus of shopping and employment activity.

In terms of urban design, site specific policy PR23 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) requires development to be of a form of architecture and design which maintains a satisfactory relationship with nearby residential properties, Hillingdon Circus, the Green Belt and surroundings from which it is prominent. Policy BE35

requires major development adjacent and visible from the A40 to be of a high standard of design.

It is acknowledged that the present open and degraded site, together with the vacant adjoining Hillingdon Circus site to the west are major detractors in North Hillingdon's function as a local shopping centre. The site is clearly in need of an appropriate scheme of redevelopment, bringing regeneration, vibrancy and improvements to the townscape of North Hillingdon. However these need to be integrated in a way that brings improvements to the whole environment of the Circus and not merely the site itself.

## **Layout**

The scheme adopts a traditional design approach with a large supermarket to be positioned towards the north west of the site and extensive ground level parking. The scheme includes commercial units and a 7 storey hotel located at the entrance to the site. The existing wooded embankment along Long Lane would screen the service area. In addition, there would be five, 5 storey housing blocks on the south and east site boundaries (associated outline application), set back from Freezeland Way and with a buffer area of planting adjacent to the open land to the east.

The Mayor, in his Stage 1 Report, commented that the layout of the scheme requires reconsideration to reduce the visual dominance of parking and service areas and their impact on the public realm, and to improve its relationship to the existing local centre. One of the main issues with the scheme is the proximity of the large car park to the housing, although the amenity space, which is at ground floor, is positioned between the blocks and away from the parking area.

In response to these concerns the applicant submits that the layout of the development has been designed to improve the public realm and create an attractive environment. The foodstore has been positioned adjacent to Long Lane and the A40, to take advantage of the existing boundary planting and slope leading down into the site, which helps reduce perceived visual impact. The alternative would locate the foodstore adjacent to the southern boundary of the site, which is far more visible. Indeed, this was a concern of the Inspector as part of the previous application with respect of the site.

The design approach of the commercial element of the scheme is to create a commercial spine extending from North Hillingdon centre into the site which facilitates pedestrian movement between the proposed foodstore via the independent retail units and hotel towards North Hillingdon Centre. The positioning of the foodstore also takes into account the characteristics of the site, particularly the slope and existing boundary planting between Long Lane and the site which reduces the perceived visual impact of the service yard. It should be noted that additional screening is proposed adjacent to the A40

A range of commercial uses form a spine of active uses leading from the foodstore into North Hillingdon Local Centre thereby creating and activating a public realm. The hotel has been located to the south-west of the site to help reinforce the creation of a landmark development. Extensive hard landscaping is proposed at the ground floor level of the hotel including a piazza, which connects into the proposed crossing facilities into North Hillingdon Centre, thereby improving the existing and proposed pedestrian environment.

## **Scale**

The application site is relatively isolated from the surrounding built environment as it is surrounded by roads on three sides and the green belt to the east. This provides an

opportunity to create a new identity and approach towards the distribution of buildings on site.

The independent retail units and supermarket buildings would have a maximum height of approximately 7.5 metres. These buildings are low key structure and are considered to have little visual impact on the street scene and character of the area. Whilst the hotel building at 7 storeys would be visually prominent, it is a stand alone landmark building occupying only a small proportion of the site at the south west corner. It is noted that the supporting text to Local Plan Policy BE26 states that new buildings should maintain the feeling of bulk and scale of the town centres while creating variety and interest in themselves. In addition, where centres have prominent sites with development potential, the opportunity to create distinctive new buildings that can act as landmarks or focal points of the centres should be taken, although buildings which exceed the height of their surroundings will only be permitted where it can be shown that they will make a positive and welcome contribution to the character of the centre. It is not considered that the hotel building would appear as so dominant that refusal could be justified. It is considered that the proposed hotel building would be in keeping with the character and appearance of the surrounding area and would not detract from the visual amenities of the street scene. Notably, no objections have been raised by the Council's Urban Design/Conservation Officer, subject to conditions regarding materials.

## **Design**

The Urban Design and Conservation Officer notes that the Design and Access Statement has been refined since the previous applications, which is welcomed. The scheme is much improved whilst the design of the hotel has changed and is improved. The first floor green roof is welcomed. Details of the elevational treatment of the hotel will be required, including the ground floor glazing and roof/fascia design and finish. In addition, details of the windows, louvers, balconies and plant enclosure at roof level and the energy centre would be required, whilst details/ samples of all external materials and finishes will need to be agreed.

## **Landscaping and boundary treatment**

The belt of existing tree and shrub planting along the site's western boundary (adjacent to Long Lane) falls outside of the application boundary and so will be retained. An opportunity has been taken to extend this planting south towards Hillingdon Circus Junction through new planting at the south-west corner of the application site. The existing and proposed planting will screen the hotel car park and servicing areas/back of house associated with the food store and independent retail units. The existing hedgerow along the northern boundary will be retained and enhanced through management and re-planting to maintain and enhance its role in screening the site from the A40.

The site's eastern boundary provides an effective screen to much of the proposed residential development. Notwithstanding, and in line with the recommendations of the supporting Arboricultural Survey, it is proposed that work is undertaken to this boundary planting to further improve its form and screening effectiveness. Accordingly, it is proposed that selective thinning, coppicing, re-planting and supplementary tree and hedgerow planting will take place.

Whilst the existing boundary planting provides limited screening of the proposed residential and commercial development, a woodland buffer to be planted on the adjacent Green Belt land to further supplement the existing eastern boundary planting. This woodland buffer is delivered through a Section 106 Agreement.

The Urban Design and Conservation Officer comments that ideally, more planting should be introduced into the car park areas. Improvements to the existing planting along Freezeland Way, the area in Council ownership, should also be secured.

### **Gateway Entrance/Piazza**

To mark the entrance to the site a new piazza is proposed at the south-west corner of the site. The landscape treatment will be in urban in character, comprising paving and tree and hedge planting, together with new lighting and seating. The proposed piazza will help facilitate pedestrian movement to the site from North Hillingdon Centre as well as reinforce the urban character of the immediately surrounding area.

The Council's Design Officer raises no objection to the scheme which is considered to be of an appropriate massing and design in accordance with Policies BE13 and BE26 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **7.7 IMPACT ON NEIGHBOURS**

Policies BE20 and BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to prevent developments which would be detrimental to the amenity of nearby occupiers by way of their siting, bulk, proximity or loss of light.

There are no residential properties that directly abut the site. The development would be separated from residential properties by roads and open land to the east. The nearest residential properties are in Freezeland Way opposite. The nearest building would be the hotel, which would be 7 stories in height and would be separated from the residential properties by 70m at their closest point. This separation is adequate to ensure the development does not have adverse impacts on the amenity of residential occupiers in respect of overdominance or loss of outlook and light.

Policy BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that new developments do not have adverse impacts on the amenity of existing residential properties due to loss of privacy.

The 7 storey hotel building would be over 70m from the nearest residential properties in Freezeland Way and would be separated from those properties by the road itself. The independent retail units and the super store would be over 120 metres distant. This is sufficient to ensure no harm to the residential occupiers by loss of privacy.

Accordingly, the proposal would comply with policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

Issues relating to air quality and noise are dealt with elsewhere in this report.

### **7.7.1 LIVING CONDITIONS FOR FUTURE OCCUPIERS**

Not applicable to this application as there is no residential element to this proposal. The design of the hotel and other commercial elements (subject to conditions) would provide adequately for disabled persons.

## **7.8 TRAFFIC IMPACT, CAR/CYCLE PARKING, PEDESTRIAN SAFETY**

The National Planning Policy Framework (NPPF) at Paragraph 32 states that plans and decisions should take account of whether safe and suitable access to the site can be



achieved for all people; and development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Paragraph 35 of NPPF also refers to developments and states that developments should be located and designed where practical to give priority to pedestrian and cycle movements; create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

Local requirements in relation to impacts on traffic demand, safety and congestion are set out in Local Plan Part 2 policy AM7 which states:

The LPA will not grant permission for developments whose traffic generation is likely to:

- (i) unacceptably increase demand along roads or through junctions which are already used to capacity, especially where such roads or junctions form part of the strategic London road network, or
- (ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety

TfL is the highway authority for A40 Western Avenue, while LB Hillingdon is responsible for the rest of the road network in this area. TfL buses operate on Long Lane.

### **Access**

Vehicular access to the proposed foodstore, the 3 retail units and hotel (detailed application) is proposed via a priority junction from Freezeland Way, around 50 metres east of the Hillingdon Circus junction. This vehicular access is referred to as the western site access. Upon entering the site visitors to the retail units will turn right into the dedicated car park area with refuse, delivery vehicles and visitors of the hotel turning left onto a dedicated road serving these uses and associated areas.

Vehicular access to the residential use (outline application) is proposed via the south east corner of the foodstore car park and via a separate access around 120 meters east of the western site access. Pedestrian and cycle access to all proposed development will be provided through the site from the signalised pedestrian crossings at the Hillingdon Circus junction. A shared cycle/footway and an informal refuge crossing at the western site access are proposed.

### **Off Site highway Improvements**

In addition to the proposed internal highways works further highway improvements required to provide effective site access to the proposed development and improve junction flow. These changes are summarised below:

- Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach.
- Modifying the existing right turn into the western site access for traffic coming from the A40 westbound.
- Introduction of an additional right turn lane for right turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach. The left turn lane requires a widening of the Long Lane carriageway and footway, taking land from part of the south west corner of the development site;
- Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction
- Provision of an informal pedestrian refuge crossing at the western site access;
- Provision of a shared cycle/footway into the site from the western site access towards the proposed Spenhill store and retail units.
- Traffic signal works
- Review street lighting at and in the surrounding of Hillingdon Circus junction (extent of review to be agreed with the Council's Highways Engineer) and implement works required by the Council;

- Provide carriageway and footway resurfacing, anti-skid surfacing, and upgrade pedestrian islands and road markings (extent of works to be agreed with the Council's Highways Engineer);
- Coach stop enhancements on Freeland Way
- Revised traffic modelling to be submitted to and approved in writing by the Council and TfL

A Transport Assessment and a series of related technical notes have been submitted in support of this application and the associated outline application for residential development. In addition, an Environmental Statement which considers the cumulative impact of the Spenhill and Bride Hall Developments schemes has also been submitted.

The Transport Assessment includes a capacity analysis in order to determine the likely impact of the proposals on the local highway network. This assessment states that the trip rates uses are considered to be robust and likely represent an overestimate of likely future trip generation. Further to this, the level of pass-by trips and linked trips as well as level of cross-utilisation of the site is likely to have been underestimated, which makes the impact assessment of the site even more robust. Even when assuming a robust case scenario, the assessment concludes that that the proposed new site accesses and the Hillingdon Circus traffic signal junction improvements, will operate satisfactorily and that the traffic impact on the rest of the study area will be acceptable.

Members will note that local residents and residents associations have raised concerns regarding increased traffic generation and congestion at Hillingdon Circus junction. Both the Ickenham Residents Association and Oak Farm Residents Associations have provided detailed responses to the consultations, and these have been reproduced in the External Consultees section of this report.

The Council has appointed an external transport consultancy Parsons Brinckerhoff (PB) to undertake the review of the Transport Assessment and associated documents by the developer's transport consultants. The Highway Engineer notes that there are some discrepancies between the calculated and modelled flows, but the variations are small and are considered negligible. The Highway Engineer's detailed comments, which take into account representations from local residents groups, TfL and the Council's external transport consultancy are provided in the Internal Consultee section of this report.

TfL is satisfied that there would not be a significant impact on the A40. However, the Council will need to be satisfied that the proposed changes are acceptable both in terms of highway capacity and safety (in relation to the Strategic Road Network). Accordingly, TfL raise no objection on highways grounds.

In terms of traffic impact on the local highway network, the Highway Engineer considers that the modelling has demonstrated that the network can be mitigated to accommodate the flows produced by the Spenhill development without any severe impact.

The Highway Engineer has reviewed the residual traffic impacts reported in the Council's Transport Consultants comments and considers that in the light of paragraph 215 of the NPPF; with the proposed mitigation measures, the impacts are not demonstrably severe for the Master Brewer Development alone.

With regard to the Master Brewer development alone, the Highway Engineer raises no objections, subject to the recommended conditions and transport and highways obligations being covered within the S106 Agreement. Accordingly, it is considered the proposed development accords with the policy requirements of Local Plan Policy AM7(i).

## **Parking**

It is considered that the proposals strike the requisite balance between parking restraint (to promote alternative travel modes) and the provision of adequate parking. The proposed level of parking meets LBH's UDP standards as well as all London Plan standards and will also provide additional car parking for the primary shopping frontage on Long Lane, capturing more of the east-west traffic on Western Avenue.

The level of car parking proposed for the hotel is not considered excessive. The operational arrangements to cater for any overspill of hotel parking to share the retail parking facilities overnight and a car parking management plan could be covered way of a condition, in the event of an approval.

Disabled brown badge parking is considered acceptable subject to conditions. The Highway Engineer recommends that the developer should provide at least 5% (5 no.) active EVCPs and a further 15% (15 no.) passive spaces with a review mechanism of the use and increase of active EVCPs.

One car club space is proposed for the residential development, which is acceptable in principle. Details of the operation and management of the car club should be submitted.

One coach parking space is proposed on Freezeland Way as a dedicated space for the hotel. This is unacceptable, principally due to two reasons; one, the coach parking space proposed on the highway cannot be dedicated to the proposed hotel, and second, the Council resists on the use of highway land to provide on-street parking bays including coach parking required for developments. Instead, any developments requiring parking for coaches or other types of vehicles should provide suitable layouts to accommodate such parking and manoeuvring within the site.

In conclusion, the proposed car parking provision for the retail and residential elements of the development are within the range of maximum standards. The Council's Highways Officer has reviewed the proposals and subject to conditions, considers the level of provision for various categories of parking spaces is acceptable as well as the layout of the car parking areas. In addition the provision of electric charging points complies with the London Plan requirements for the retail superstore. The proposal therefore accords with the aims of Policy AM14 and AM15 of the Local Plan Part 2.

## **Travel Plan**

A key tool in further mitigating the impact of the development on the highway network is the introduction and promotion of the site wide Travel Plan (TP). The TP and associated package of measures and initiatives has been tailored to promote sustainable travel choices and reduce reliance on car-use. The TP will work to encourage sustainable travel behaviour from the outset and minimise congestion on the local road network as a result of the development. In discussion with LBH and TfL officers a Travel Plan target programme for modal shift will be agreed. This is to be secured as part of the S106 Agreement in the event of an approval.

## **Deliveries and Servicing**

A swept path analysis of all required delivery and servicing vehicles has been completed. The Highway Engineer is satisfied that, all required vehicles can adequately use the internal site layout.

## **Public Transport Network**

The potential impacts on the public transport network have been identified and it is considered that sufficient capacity exists on the bus, London Underground and railway networks to accommodate development related trips by these modes. Nevertheless the following mitigation measures have been agreed with TfL and will be provided as part of the development, to be secured by way of a S106 Agreement:

- Coach stop enhancements on Freezeland Way
- Contribution to real time information systems at bus stops
- Contribution to improvements to bus service U2

### **Pedestrian and Cycling Networks**

The site is accessible to pedestrians and cyclists, particularly between the primary shopping frontage on Long Lane and Hillingdon LUL Station. To promote sustainable travel by bike, a good level of secure cycle parking has been incorporated within the proposed redevelopment and a shared pedestrian cycle link is also proposed within the site. The Council's Highways Officer has also reviewed all of the internal layouts and off-site highways works and raises no objections with regard to pedestrian safety.

### **Conclusion**

With regard to the Master Brewer development alone, the Highway Engineer raises no objections, subject to the recommended conditions and transport and highways obligations being covered within the S106 Agreement. Accordingly, it is considered the proposed development accords with the policy requirements of Local Plan Part 2 Policies Policy AM7(i), AM9, AM14 and AM15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **7.9 URBAN DESIGN, ACCESS AND SECURITY**

Issues of design and accessibility are addressed elsewhere within the body of the report.

In respect of security, the submitted design and access statement details various areas where security has been taken into account in the design of the proposals including:

- (i) Natural Surveillance;
- (ii) Appropriate Levels of Lighting;
- (iii) Provision of internal and external CCTV;
- (iv) Design of the car park to comply with Park Mark standards; and
- (v) Provision of appropriate boundary treatments.

It is considered that the submitted documentation demonstrates that security and safety considerations have formed a fundamental part of the design process and have been appropriately integrated into the scheme. The Metropolitan Police Crime Prevention Officer raises no objections to the proposed security measures. The implementation of specific measures such as lighting, boundary treatments and CCTV could be secured by way of appropriate conditions in the event the application were approved.

## **7.10 ACCESS FOR PEOPLE WITH A DISABILITY**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from direct discrimination on the basis of a protected characteristic, which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease.

Policies 7.2 and 3.8 of the London Plan provide that developments should seek to provide the highest standards of inclusive design and this advice is supported by the Council's Supplementary Planning Document - Accessible Hillingdon.

The application is supported by a design and access statement and incorporates a number of measures to incorporate the requirements of inclusive design including appropriate gradients and flush kerbs within car parking areas for the retail store and hotel and full compliance with Part M of the Building Regulations and the Disability Discrimination Act, including but not limited to the provision of flush thresholds, wheelchair accessible lifts, disabled toilets and baby change facilities. However the Design and Access Statement does not explain in detail how the principles of access and inclusion have been applied.

In view of the above, the Council's Access Officer has made a number of observations which are summarised elsewhere in the report. These relate to the location and access to disabled parking, glass doors, cash point machines, signage, accessible toilets, baby changing facilities, details of refuge areas and/or emergency evacuation procedures, and details of a fire in emergency plan. specific observations have been made with regard to the proposed hotel regarding the minimum provision of accessible bedrooms as a percentage of the total number of bedrooms and internal access arrangements, lighting levels toilets, directional signage, lifts and fire evacuation procedures.

In terms of accessible parking the proposal would provide 20 spaces marked out to an appropriate standard for use by blue badge holders within the car park for the retail store, which would be appropriately located adjacent to the store entrance. The Access Officer advises that this level of provision would exceed the requirements set out within the Council's Supplementary Planning Document - Accessible Hillingdon, but would fall slightly below the 10% required within by the London Plan. However, the store car park would also be served by 6 parent and children spaces which would also to a size which could be used by disabled users and located an appropriate distance from the store entrance. Given that the proposal would comply with the Council's Local Guidance and that the parent and children spaces provide additional flexibility with regard to parking no objection with respect to the provision of inclusive parking for the retail store.

The hotel would be served by 9 spaces marked out to an appropriate standard for use by blue badge holders, which fully complies with both the Council's Local Guidance and the London Plan.

It is considered that should the application be approved, detailed matters could be deal with by way of suitably worded conditions and an informative. Subject to a condition to ensure the provision of facilities designed for people with disabilities are provided prior to commencement of use, the scheme is considered to comply with Policy R16 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), London Plan policies 7.1 and 7.2 and the Council's Supplementary Planning Document 'Accessible Hillingdon'

#### **7.11 HOUSING MIX, AFFORDABLE HOUSING AND SPECIAL NEEDS HOUSING**

Not applicable to this application as there is no residential component. Housing matters are dealt with as part of the associated outline residential scheme elsewhere on this agenda.

#### **7.12 TREES, LANDSCAPING AND ECOLOGY**

Saved Policy BE38 stresses the need to retain and enhance landscape features and provide for appropriate (hard and soft) landscaping in new developments.

The application is supported by a tree survey, arboricultural implications report and by landscaping plans covering both the retail stores, hotel and associated residential developments.

The site is covered by tree Preservation Order No.6, which features 10 individual tree specimens and 3 groups. However only two of the trees protected by the original Tree Preservation Order remain and these are poor or justify removal. Most of the trees in the centre of the site will be removed in order to accommodate the development. However, the off-site woodland planting along the Long Lane road embankment will be retained, as will on-site trees and hedgerows along the north, south and east boundaries. Additionally, the trees and hedgerows along the northern boundary will be managed / rejuvenated.

The Landscape Strategy for the site proposes significant on site planting to help assist the transition between Green Belt land and the proposed and existing built form. It is underpinned by four key principles summarised below.

- Creation of a gateway entrance to the site adjacent to Hillingdon Circus;
- Establishment of an urban edge along Freezeland Way and Long Lane;
- Creation of an appropriate landscape setting adjacent to the Green Belt; and
- Provision of safe, attractive and effective amenity space for residents.

The Applicant has taken the opportunity to incorporate a comprehensive planting scheme within the site to help assist with the overall softening of the appearance of the proposed built form and to define/zone the proposed uses. It is proposed to plant over 190 specimen trees within the site, including significant tree planting within the car park, to help avoid a large expanse of hard standing. A well-defined row of trees is proposed along the eastern boundary of the car park to help mark the transition between residential and commercial uses.

The belt of existing tree and shrub planting along the site's western boundary (adjacent to Long Lane) falls outside of the application boundary and so will be retained. An opportunity has been taken to extend this planting south towards Hillingdon Circus Junction, through new planting at the south-west corner of the application site. The existing and proposed planting will screen the hotel car park and servicing areas/back of house, associated with the foodstore and independent retail units. The existing hedgerow along the northern boundary will be retained and enhanced through management and re-planting to maintain and enhance its role in screening the site from the A40.

Additional landscape benefits include the retention, protection and rejuvenation of existing trees and hedges. The site's eastern boundary provides an effective screen to much of the proposed residential development and it is proposed that work is undertaken to this boundary planting to further improve its form and screening effectiveness. Accordingly, it is proposed that selective thinning, coppicing, re-planting and supplementary tree and hedgerow planting will take place.

Off-site benefits include the development of the fields and woodland between the residential blocks and Freezeland Covert, with the installation of a new footpath link, proposed indigenous woodland blocks and pond enhancements. The application also includes the provision of a woodland buffer and structure planting to be planted on the adjacent Green Belt land to further supplement the existing eastern boundary planting, which will be secured by way of a Section 106 Agreement.

To mark the entrance to the site a new piazza is proposed at the south-west corner of the site. The landscape treatment will be urban in character, comprising paving, tree and hedge planting, together with new lighting and seating. The proposed piazza will help facilitate

pedestrian movement to the site from North Hillingdon Centre as well as reinforce the 'urban' character of the immediately surrounding area.

The Tree and Landscape Officer raises no objections subject to conditions to ensure that the detailed proposals preserve and enhance the character and appearance of the area and off-site planting and other landscape improvements to the adjacent Green Belt land to the east be secured through a S.106 agreement. It is considered that the scheme is on the whole acceptable and in compliance with Saved Policy BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **ECOLOGY**

Saved Policy EC2 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks the promotion of nature conservation interests. Saved policy EC5 seeks the retention of features, enhancements and creation of new habitats. London Plan Policy 7.19[c] seeks ecological enhancement. Although the trees in the site may be valuable for biodiversity, the application site itself is not considered to have a high ecological value, due to the lack of potential for protected species. However, it is not appropriate to only protect sites with protected species, which by their nature are not abundant. Sites with large expanses of trees and natural areas play an important role in ecological management.

The proposed development would result in a loss of natural areas and trees which will be replaced by heavily landscaped areas, hardstanding and new buildings.

The applicant has proposed off-site compensation to the east of the site. The applicant has agreed to a financial contribution in the sum of £252,308.88, towards the landscape screening and ecological mitigation, which will include a new off site tree belt, and enhancement to the pond and improved access to the adjacent park. The details of this planting and management work will be delivered through a Section 106 Agreement as part of the super store detailed development.

Overall, it is considered that the detail provided in the amended ecology enhancement information, which ties the off-site ecological compensation to the development of the site can be delivered and ecological mitigation is considered satisfactory. The proposal therefore complies with Policy 7.19 of the London Plan which requires that development protects and enhances biodiversity, and Local Plan Part 1 Policy EM7 and relevant Local Plan Part 2 policies.

### **7.13 SUSTAINABLE WASTE MANAGEMENT**

Although the design details have not been provided, the requirement for the scheme to provide for appropriate covered and secure refuse and recycling bin storage facilities can be secured by a condition in the event that this scheme is approved.

### **7.14 RENEWABLE ENERGY/SUSTAINABILITY**

Sustainability policy is now set out in the London Plan (2011), at Policy 5.2. Part A of the policy requires development proposals to make the fullest contribution to minimising carbon dioxide emissions by employing the hierarchy of: using less energy; supplying energy efficiently; and using renewable technologies. Part B of the policy currently requires non-domestic buildings to achieve a 25% improvement on building regulations. Parts C, D of the policy require proposals to include a detailed energy assessment. The 2011 London Plan requires major developments to demonstrate a 25% reduction from a 2010 Building Regulations compliant development.

A Sustainability Statement has been submitted in support of the application. This report demonstrates how a variety of technologies could be incorporated into the design to reduce the CO<sub>2</sub> emissions of the proposed mixed use development, representing a CO<sub>2</sub> saving of 45%. In line with the adopted energy hierarchy, a decentralised gas fired reciprocating engine CHP unit is considered for the development. Air Source Heat Pumps are also considered to meet the complete space conditioning demands of the general retail units. Based on the analysis presented in this report, the proposed development could achieve circa 45% reduction in CO<sub>2</sub> emissions beyond the baseline. This report also shows that each element of this development would achieve at least 44% reduction in carbon emissions over the respective baselines.

Whilst achieving significant reduction in CO<sub>2</sub> emissions, the applicants submit that it is not likely to be viable to provide a significant reduction from renewable sources. The applicants have explained the constraints preventing this and demonstrated the rationale behind the proposed approach.

Considering the residential units of the scheme alone (outline application), the proposals are expected to achieve approximately 46% reduction in carbon emissions over the Part L 2006 compliant base case thereby allowing the scheme to qualify in energy-related emissions terms for Code for the Sustainable Homes Level 4 compliance (requiring a 44% reduction in CO<sub>2</sub> emissions over the Part L 2006 compliant base case or 25% reduction in CO<sub>2</sub> emissions over the Part L 2010 compliant base case).

In response to comments in the Mayor's Stage 1 Report, the applicants have responded as follows:

#### Be Lean- Energy Efficiency standards

The air permeability and heat loss parameters are now improved significantly. For the food retail store, an air permeability of 3 m<sup>3</sup>/(h.m<sup>2</sup>) @ 50 pa has been used in the design calculations. The U-values of the development will be improved on average circa by 15% below the Part L 2010 limiting values, depending on the building use. The development will achieve circa 6% reduction in regulated emissions from passive design and energy efficiency measures alone, estimated over the Part L 2010 compliant baseline emissions of the development.

#### Be Clean-District Heating

The developer will provide a spatial allowance for heat connection equipment within the energy centre to ensure the system is designed to allow future community heating networks, should this become feasible. Site-wide CHP is proposed. An LTHW network linking the food retail store, residential blocks and hotel is proposed. We have re-examined the case for linking the hotel to the site-wide CHP network. The DHW and space heating demands of the food retail store, residential blocks and hotel (including bedrooms and bar/restaurant) will be supplied by the site-wide CHP heating network.

The revised proposal for the site is to install a circa 185kWe gas fired CHP as the primary heat source for the proposed site-wide district heating network linking the food retail store, residential blocks and hotel (including bedrooms and bar/restaurant).

A reduction in regulated CO<sub>2</sub> emissions of 102 tonnes per annum is estimated in approved software analysis through the second part of the energy hierarchy. Based on the calculation methodology recommended by the GLA, CHP would provide circa 19% reduction in regulated emissions estimated over the energy efficient design.



## Be Green-Renewable technologies

The applicant has investigated the feasibility of a number of renewable technologies and air source heat pumps are proposed for the retail units. Based on the approved software analysis, a reduction in regulated CO2 emissions of circa 4 tonnes per annum is estimated through the third element of the energy hierarchy.

## Overall Carbon Savings

Based on the approved software analysis, this report demonstrates how a variety of technologies will be incorporated into the design to reduce the regulated CO2 emissions of the proposed mixed use development at Hillingdon to 417 tonnes CO2 per annum from the Part L 2010 compliant base case of 557 tonnes, representing a regulated CO2 emission savings of 25%. Hence the development will satisfy the CO2 emission reduction requirements of the London Plan 2011.

The Sustainability Officer notes that most of the energy use on the superstore is from unregulated sources and as such, the London Plan energy targets have little impact on the superstore. However, the information submitted broadly equates to an appropriate energy strategy. Some updated information has been provided to outline the energy efficiency improvements for the general retail units, and the superstore. In addition, the information about the renewable energy solution for the development is also broad at this stage. It is considered that there is a need for planning conditions, in the event of an approval, to ensure the final energy solutions are appropriate.

In order to ensure there is a clear understanding of how each use within the development contributes to the site wide strategy and to ensure the energy reduction targets of Policy 5.2 of the London Plan are met, a condition is therefore recommended, requiring the submission and approval of a detailed energy assessment which consolidates all the information provided with this application and shows clearly the baseline carbon footprint for each element of the proposal. The energy assessment must include specific technological details relating to the location, type and amount of air source heat pumps, and the CHP plant, set out the phasing arrangements for the energy strategy and show that the CHP will be delivered as part of first building phases. In addition the assessment must clearly set out the maintenance arrangements for the CHP and air source heat pumps.

It is also recommended that a monitoring and reporting requirement for the first years of the development be secured by way of a S106 Agreement. Should targets set out in the energy strategy not be achieved then the Council will seek action through on site improvements or off site contributions. In addition, a maintenance schedule will be required for the district heating network, which should be included within the S106.

A condition is recommended requiring the development not be occupied until measures set out in the Energy Statement have been complied with. In addition, as stated elsewhere in this report, a condition requiring a scheme for the harvesting and reuse of rainwater as well as the recycling and reuse of grey water, is recommended.

## Conclusion

It is considered that the scheme could achieve a 25% reduction in carbon dioxide emissions above Part L of the Building Regulations, in compliance with London Plan requirements. Notably, the Council's Sustainability Officer has raised no objections, subject to conditions. Subject to compliance with the afore mentioned conditions, it is considered that the scheme will have satisfactorily addressed the issues relating to the mitigation and adaptation to climate change and to minimising carbon dioxide emissions, in compliance with Policies 5.2,

5.13 and 5.15 of the London Plan, Policy PT1.EM1 of Hillingdon Local Plan Part 1 and the NPPF.

## **7.15 FLOODING ISSUES**

Policies OE7 and OE8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to ensure that new development incorporates appropriate measures to mitigate against any potential risk of flooding. The application is not located within a zone at risk of flooding, however due to the size of the development, it is necessary for it to demonstrate that it would incorporate sustainable drainage techniques and reduce the risk of flooding, in accordance with the requirements of Policies 5.11, 5.12 and 5.13 of the London Plan and the NPPF.

A Flood Risk Assessment (FRA) has been submitted as part of the application and the associated outline residential application, taking into consideration the principles of the NPPF and other relevant regional and local policies.

Retail and hotel led development requires large areas of car parking and utilising permeable paving provides filtration at source as well as attenuation. Therefore both rainwater harvesting and SUDS are to be incorporated within the scheme. Above ground attenuation is not considered appropriate within the commercial phase due to the car parking space required. The site is part of a larger application for future residential phases and there may be scope to provide above ground attenuation within those phases

The FRA states that permeable paving with an area of 5000m<sup>2</sup> will be required. The Micro Drainage results supplied with the FRA provide a summary of critical results (the worse case storm for each pipe) for the 1:100 year storm event plus 30% climate change, demonstrating that there is no flooding during all storms. If further storage is required an alternative solution of attenuating surface water runoff in the substructure below the permeable paving, storage type crates can be used thus reducing the area of attenuation required.

The results in the FRA demonstrate that for the 1:100 year storm event plus climate change there is no flooding within the site or downstream and the drainage strategy has been modelled correctly.

### **Sustainable Urban Drainage (SUDS)**

The Hillingdon LDF:SFRA provides guidance on locating retail led development in this site. It states that surface water attenuation should be provided by the use of SUDS and that water recycling and rainwater harvesting could be considered as a means of reducing surface water from the site. The London Plan also requires the use of sustainable drainage systems. The drainage report acknowledges this and sets out a series of options. Some of these are considered feasible but are not elaborated upon. In summary, the store will utilise rainwater harvesting and water recycling and all the car park paving will be permeable. However, there is limited information as to how the Mayor's drainage hierarchy (policy 5.13 of London Plan) will be implemented.

The Environment Agency considers that the Flood Risk Assessment provided by the applicant demonstrates that sustainable drainage techniques can be used on this site. The Environment Agency has therefore raised no objections, subject to a condition requiring the submission of a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development. The drainage strategy would have to demonstrate the surface water run-off generated up to and including the 1 in 100 year critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The scheme would also

need to include provision of on-site surface water storage to accommodate the critical duration 1 in 100 year storm event, with an allowance for climate change.

The Council's Flood and Drainage Officer also notes that there is some uncertainty about the types of SUDS to be used. The FRA states that it is unknown if infiltration is viable on the site and the calculations in the FRA do not include for this. However, the FRA states that if during construction, areas of land are identified that may be used for infiltration then soakage testing will be carried out and infiltration techniques utilised. It is noted that it would not be appropriate to pepper pot the site at this time with soakage testing when the SFRA states that infiltration will probably not be viable on this site.

The FRA demonstrates a worst case scenario should no infiltration be found. However as stated above, the FRA commits that further tests will be taken to confirm this and the detailed drainage design adapted accordingly. Therefore it is appropriate a suitable condition requesting a more detail strategy is provided. This should be undertaken in a way which allows development of phases and any drainage work required to support those phases of the development as required in the Section 106 agreement. This condition will also require further details of the adoption and maintenance arrangements or who would carry these out.

#### Rain water harvesting

The FRA has states that rain water harvesting will be utilised. The reduction in surface water runoff by utilising rainwater harvesting has not been deducted from the overall strategy. Therefore there is an additional saving not calculated in the FRA. Rain water harvesting is secured by condition.

#### Green roofs

Policy 5.11 of the London Plan requires all new major development to consider the incorporation of green roofs into designs. The Flood Risk Assessment (FRA) states that green roofs are feasible but have not been incorporated into the designs. The Council's Flood and Drainage Officer notes that no reasons have been provided to justify why green roofs cannot be used on any of the buildings.

The Environment Agency also notes that sustainable drainage systems (SUDS) hierarchy does not appear to have been followed. For example, green roofs, which are at the top of the SUDS hierarchy have been identified as a solution on site, but their use has then been ruled out without adequate explanation. The applicant should use the most sustainable drainage techniques as fully as possible across the site where it is possible to do. The Agency also notes that the addition of green or brown roofs to this development will provide benefits for biodiversity on the site, and provide some green buffering between the adjacent LWS and the development. This is in line with Unitary Development Plan (UDP) Saved Policies EC1, EC3 and EC5.

However, it should be noted that this application is for a site situated within both the height and bird strike safeguarding zones surrounding RAF Northolt and the development proposal must not unacceptably increase the risk of bird strike to aircraft using RAF Northolt.

Since the original designs, a district heating centre has been included within the plans and this structure could incorporate a green roof. It is therefore recommended that a condition be imposed requiring the incorporation of living walls and a living roof onto the energy centre, subject to no objections from M O D Safeguarding - R A F Northolt, in order to incorporate methods for urban greening, water attenuation and climate change adaptation, in accordance with Policy 5.11 of the London Plan.

## Conclusion

The FRA provides a clear drainage strategy and a suitable assessment of the flood risk, both to and from the site, whilst adhering to local policy and best practice for the type of development proposed. The Environment Agency and Council's Flood and Drainage Officer raise no objections subject to the implementation of a detailed surface water drainage scheme and provision of green roofs for the site, based on the agreed Flood Risk Assessment (FRA). Subject to compliance with these conditions, it is considered that the scheme will have satisfactorily addressed drainage and flood related issues, in compliance with The Hillingdon Local Plan: Part 2 Policies OE7 and OE8, Policies 5.13 and 5.15 of the London Plan and the aspirations of the NPPF.

## **7.16 NOISE AND AIR QUALITY**

### **NOISE**

The Government's National Planning Policy Framework (NPPF) which replaces PPG24 (Planning and Noise) gives the Government's guidance on noise issues. NPPF paragraph 123 states that planning decisions should (i) avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development, and (ii) mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from new development, including through the use of conditions. According to the Government's Noise Policy Statement for England (NPSE) of March 2010, these aims should be achieved within the context of Government policy on sustainable development.

Saved Policies OE1 and OE3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to protect the environment from the adverse effects of pollutants and to ensure sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable. Saved Policy OE3 seeks to ensure that uses which have the potential to cause noise be permitted only where the impact is appropriately mitigated.

A noise report has been submitted in support of the application. The report considers the development covered by this application and the outline application 4266/APP/2012/1545 comprising five residential blocks. The report concludes that with appropriate mitigation measures, the development could proceed without the likelihood of harming the amenity of existing or proposed residential dwellings, on the basis of 24 hours trading and 24 hours servicing. The Council's Environmental Protection Unit (EPU) has reviewed the Noise Report, taking into account both applications. In summary, the EPU accept that the policy requirements of the NPPF and NPSE can be met for the various noise issues, by the imposition of appropriate planning conditions controlling noise impacts, subject to a condition being imposed on the associated outline planning application 4266/APP/2012/1545, requiring noise insulation and ventilation, to provide satisfactory internal noise levels in the proposed new residential blocks. An assessment of noise issues is provided in more detail below.

#### Car parking activity noise:

The Noise report contains an assessment of car parking activity noise and provides predicted LAeq,T average noise levels from car parking, for daytime and night-time respectively, at the existing properties of Swallow PH, Barnards Lodge Hotel, the residential properties in Freezeland Way for the proposed residential blocks and new hotel. The report predicts that average noise levels at existing and proposed properties are within World Health Organisation (WHO) guideline values for day and night-time, and significantly below the existing noise climate in the vicinity of the nearest dwellings. On this basis, report claims

that the main store could trade unrestricted for 24 hours per day without noise from customer car parking activity adversely affecting residential amenity.

The EPU accept that the provision of average noise levels for car parking activity provides an adequate form of assessment for daytime, and that car parking activity noise should not be a problem during the day. However, EPU would have expected the assessment of car parking activity noise at night to use peak noise in addition to average noise predictions. Nevertheless, owing to the relatively large separation distances involved, EPU accept that noise from customer car parking will not be a problem at the existing residential properties in Freezeland Way. Although the proposed residential blocks A to E are closer to the car park area, those properties will be provided with noise mitigation in the form of noise insulation and ventilation. EPU concludes that car parking activity noise will not be significantly detrimental to residential amenity during daytime and night-time, and there is no justification for restricting trading hours at night for the main store and 3 retail units.

### Delivery noise

The Noise report also deals with delivery noise, including both noise from service yard activity and noise from moving delivery vehicles. Predicted average noise contours from servicing activity, predicted average noise levels at existing properties from servicing activity for daytime and night-time respectively are provided and the report claims that these predicted average noise levels comply with the World Health Organisation guideline values, and are significantly below the existing noise climate. Additional consideration is given to peak noise levels from deliveries at night.

In addition the report gives predicted peak noise levels from deliveries caused by passing delivery lorries at existing properties, which are slightly in excess of WHO guideline values. However, the existing noise climate already includes noise events in excess of this level throughout the night period.

The report gives predicted peak noise levels from night-time deliveries caused by passing delivery lorries at the proposed new properties. The report paragraph recognises that the peak noise levels at Block E and the hotel exceed the WHO guideline values, but that mitigation in the form of appropriate glazing and alternative ventilation would be provided at the proposed residential blocks and the hotel to ensure that future residents and guests are not disturbed by night-time deliveries.

EPU notes that noise from service yards of large food stores can be a problem, particularly at night, if residential properties are situated nearby. Noise sources to consider include vehicle reversing alarms, loading and unloading activities, delivery vehicle refrigeration units, staff shouting, and use of roll cages and trolleys. The report however claims that reversing alarms will not operate during hours of darkness, as the alarms are disabled when the vehicle lights are on. It should also be noted that the layout of the servicing yard is advantageous in that the buildings of the main store and adjacent retail units will screen noise from the service yard from the proposed residential blocks A to E.

The report provides draft wording for a delivery noise management plan for controlling noise from night-time deliveries and service yard operation. On this basis, the report concludes that servicing could be carried out on a 24 hours per day basis without the likelihood of harming the amenity of existing or proposed residential dwellings. In view of the above, EPU concludes that the application has demonstrated that there is no justification for imposing a restriction on delivery hours for the main store and the 3 retail units, provided a condition is imposed requiring a delivery noise management plan.

### Mechanical services plant noise

Noise from mechanical services plant is considered in the Noise Report which proposes limiting plant noise to a rating noise level not exceeding the lowest existing background noise level. However, the Council's Supplementary Planning Document on noise recommends that the rating noise level should be at least 5 dB below the existing background noise level. EPU therefore recommend a condition to control noise from mechanical services plant to this lower level.

#### Construction environmental issues

Construction noise is considered in the Noise Report. EPU recommend the imposition of a condition requiring the submission and approval of a Construction Environmental Management Plan (CEMP) comprising of measures for controlling the effects of demolition, construction and enabling works. This should address the phasing of the works, hours of work, noise and vibration, air quality, waste management, site remediation, plant and equipment, site transportation and traffic management including routing, signage, permitted hours for construction traffic and construction materials deliveries.

#### Cumulative impact

Noise contour maps provided in the EIA show the changes in noise levels due to cumulative effect of both the Hillingdon Circus and Master Brewer developments. The daytime and night time cumulative effect on proposed residential development blocks A-E. is shown to be slight. The facade noise levels on each of the blocks will only change by few decibels. which could be addressed by the recommended noise condition for facade sound insulation.

The assessment also looked at changes in road traffic noise levels and found the cumulative this to be negligible on existing residential in Freezeland Way i.e. only 1dB change. Car park noise will also be negligible and can be addressed by the previously recommended condition for a delivery management plan.

#### Hotel:

Predicted overall noise levels at the proposed hotel are given by the noise contours in the noise report, as well as average noise levels for daytime and at night. The report claims that these car parking noise levels are within WHO guidelines for day and night-time. The report also gives predictions of delivery peak noise levels at the proposed new hotel. Although these are well above WHO guideline values, that adequate noise mitigation would be incorporated in the hotel. EPU notes that the provision of satisfactory noise levels in guest accommodation at new hotels is the developer's concern. EPU recommends an informative advising on the need for adequate noise insulation at the proposed new hotel.

#### Conclusion:

It is considered that the policy requirements of the NPPF, London Plan and the Local Plan can be met for the various noise issues discussed above, by the imposition of appropriate planning conditions controlling noise impacts, subject to a condition also being imposed on the associated outline planning application 4266/APP/2012/1545, requiring noise insulation and ventilation, to provide satisfactory internal noise levels in the proposed new residential blocks.

### **AIR QUALITY**

The London Plan, Policy 7.14, supports the need for development to be at least air quality neutral and not lead to further deterioration of existing poor air quality.

The proposed development is within the declared AQMA and in an area which currently appears to be close to the European Union limit value for annual mean nitrogen dioxide, and may be exceeding the EU limit value adjacent to the A40. The A40 and the areas around the junctions within Hillingdon have been identified as priority areas for improvement with regard to poor air quality.

Air quality is therefore a key concern. An Air Quality Assessment was submitted in support of both the full commercial and outline residential applications. This was referred to the Council's Air Quality advisor who advised that while there are concerns with cumulative impacts associated with other live applications (namely development on the site adjacent to the Hillingdon Underground station), on an individual basis, objection is not raised.

As part of the Construction Management Plan requirements, management of potential dust generation including fugitive dust, and minimising emissions to air of pollutants has been identified as medium risk without mitigation.

EPU also notes that there is potential in the area for further development and congestion as a result of the operational phase of the development. The applicant would therefore need to provide some mitigation in order to ensure the development is at least air quality neutral. Some mitigation proposals have been proposed, although there does not appear to be any specific provision for protecting future residents from poor air quality. Should the applications be given planning permission, conditions have therefore been recommended.

The Council's Sustainability Officer has also reviewed the submitted documentation and notes that whilst the air quality assessment seems to have estimated the impact of the development(s) to be imperceptible/negligible, they have failed to adequately characterise the air quality in the area in the modelling, which based on monitoring data suggests it may be close to or above the EU limit value at present at the façade of buildings near existing monitoring locations. It is likely the air quality will continue to be poor in the area due to existing traffic issues without development, and it will likely worsen due to increase in traffic as a consequence of the development.

Although officers consider that the impacts on air quality will be negative and significant, this should not automatically result in a refusal, as this would result in blight across the area. On balance, officers do not object to the application, subject to clear measures to reduce the impacts of the development. The need to provide green travel plans and contributions to public transport will assist attempts to reduce the impact of the development. In addition conditions are considered necessary to further ensure a potential wider reduction in emissions as well as reducing the impacts to the new development. The following conditions are therefore recommended:

- A construction air quality action plan which sets out the methods to minimise the adverse air quality impacts from the construction of the development.
- An air quality action plan which sets out the measures to be undertaken to promote, encourage and install measures to reduce impacts on air quality.
- A scheme for protecting the proposed residential units from external air pollution.
- Full specifications of the CHP unit demonstrating the use of the least polluting CHP system appropriate with and the relevant NO<sub>x</sub> emissions, the designs of the flue to reduce impacts to residents and further pollution abatement technology to ensure the CHP has minimal air quality impacts

As the development is in and will cause increases in an area already suffering poor air quality, the Council's Environmental Protection Unit has also requested a contribution of up

to £50,000 (£25,000 for the commercial and £25,000 for the residential elements of the scheme), to the air quality monitoring network in the area to be secured by way of a Section 106 Agreement.

Subject to the above mentioned conditions and planning obligations, it is considered that the impact of the development on the air quality of the area can be mitigated, to the extent that refusal of the application on these grounds would not be justified, in accordance with Policy EM8 of the Local Plan Part 1.

## **7.16 COMMENTS ON PUBLIC CONSULTATION**

The comments received in relation to the application are noted and all relevant issues are addressed within the body of the report.

## **7.17 PLANNING OBLIGATIONS**

Policy R17 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) is concerned with securing planning obligations to supplement the provision of recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals. These saved UDP policies are supported by more specific supplementary planning guidance.

The Council's Section 106 Officer has reviewed the proposal, as have other statutory consultees, including the Greater London Authority and Transport for London. The comments received indicate the need for the following contributions or planning obligations to mitigate the impacts of the development, which have been agreed with the applicant:

1. Transport: A s278 and/or s38 agreement will be entered into to address any and all on site and off site highways works as a result of this proposal. These include the following:
  - Re-introduction of the right turn for traffic at the Hillingdon Circus junction from the Long Lane northbound approach.
  - Modifying the existing right turn into the western site access for traffic coming from the A40 westbound.
  - Introduction of an additional right turn lane for right turning traffic at the Hillingdon Circus junction from the Long Lane southbound approach.
  - Narrowing of the island to the west of the Hillingdon Circus junction, to allow provision of two westbound traffic lanes on Freezeland Way to the west of the Hillingdon Circus junction
  - Provision of one dedicated on-street coach bay on Freezeland Way, immediately east of the proposed site access for the Hotel land use.
  - Provision of an informal pedestrian refuge crossing at the western site access; and
  - Provision of a shared cycle/footway into the site from the western site access towards the proposed Spenhill store and retail units.
2. Public Transport Infrastructure: A financial contribution in the sum of £220,000, being an annual contribution of £40,000 towards improvements to bus services for a period of 5 years and 2 bus stop upgrades at £10,000 each.
3. Travel Plans for both the store and hotel.
4. Employment and Hospitality Training: An employment strategy to be entered into and adhered to, in order to address how local people will gain access to employment opportunities. It is noted that the applicants have confirmed that they will be forming a Regeneration Partnership that guarantees 30% of around 200 roles created at the Spenhill store will be given to local people that are currently long-term unemployed.



5. Construction Training: either a construction training scheme delivered during the construction phase of the development or a financial contribution secured equal to the formula as contained in the SPD (£2,500 for every £1m build cost + (total gross floor area/7,200m<sup>2</sup> x £71,675) = total contribution).

6. Landscape Screening and Ecological Mitigation: a financial contribution in the sum of £252,308.88.

7. Air Quality: a financial contribution in the sum of £25,000.

8. Project Management and Monitoring Fee: a contribution equal to 5% of the total cash contribution to enable the management and monitoring of the resulting agreement.

9. Delivery of the residential development which is subject to a separate outline application. The applicants have offered to deliver 100% of the affordable (Block A) and also "block B" to "shell and core" prior to occupation of the retail and hotel scheme. The applicants have also offered to implement residential blocks C, D & E no later than the sale of 50% of the units in Block B.

The applicant has agreed to these proposed Heads of Terms, which are to be secured by way of the S106 Agreement. Overall, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development, in compliance with Policy R17 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **8. OBSERVATIONS OF BOROUGH SOLICITOR**

### General

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

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

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

### Planning Conditions

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

### Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations

must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

### Equalities and Human Rights

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

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

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

## **9. CONCLUSION**

The development accords with the sequential approach set out in the NPPF and will not result in any significant adverse impacts on planned investment or the vitality and viability of town centres. Comments from the Mayor indicate that the location of the proposed store will not have an adverse impact on the North Hillingdon or other centres in the catchment area. The comparison element of the scheme will not be in direct competition with retailers in North Hillingdon and the store could play a role in retaining a significant amount of local expenditure that would have gone outside the area. Accordingly, there are no retail grounds for refusal of the application.

A capacity analysis has been carried out in order to determine the likely impact of the proposals on the local highway network. The Highway Engineer considers that the proposed new site accesses and the Hillingdon Circus traffic signal junction improvements, will operate satisfactorily. The analysis also shows that the traffic impact on the rest of the study area will be acceptable. In the context of paragraph 32 of NPPF it is unlikely that the residual traffic impacts of the Spenhill development alone, with the proposed mitigation measures, would be demonstrably severe.

Subject to compliance with conditions, it is considered that the scheme can satisfactorily address noise and air quality impacts, drainage and flood related issues, the mitigation and adaptation to climate change and to minimising carbon dioxide emissions.

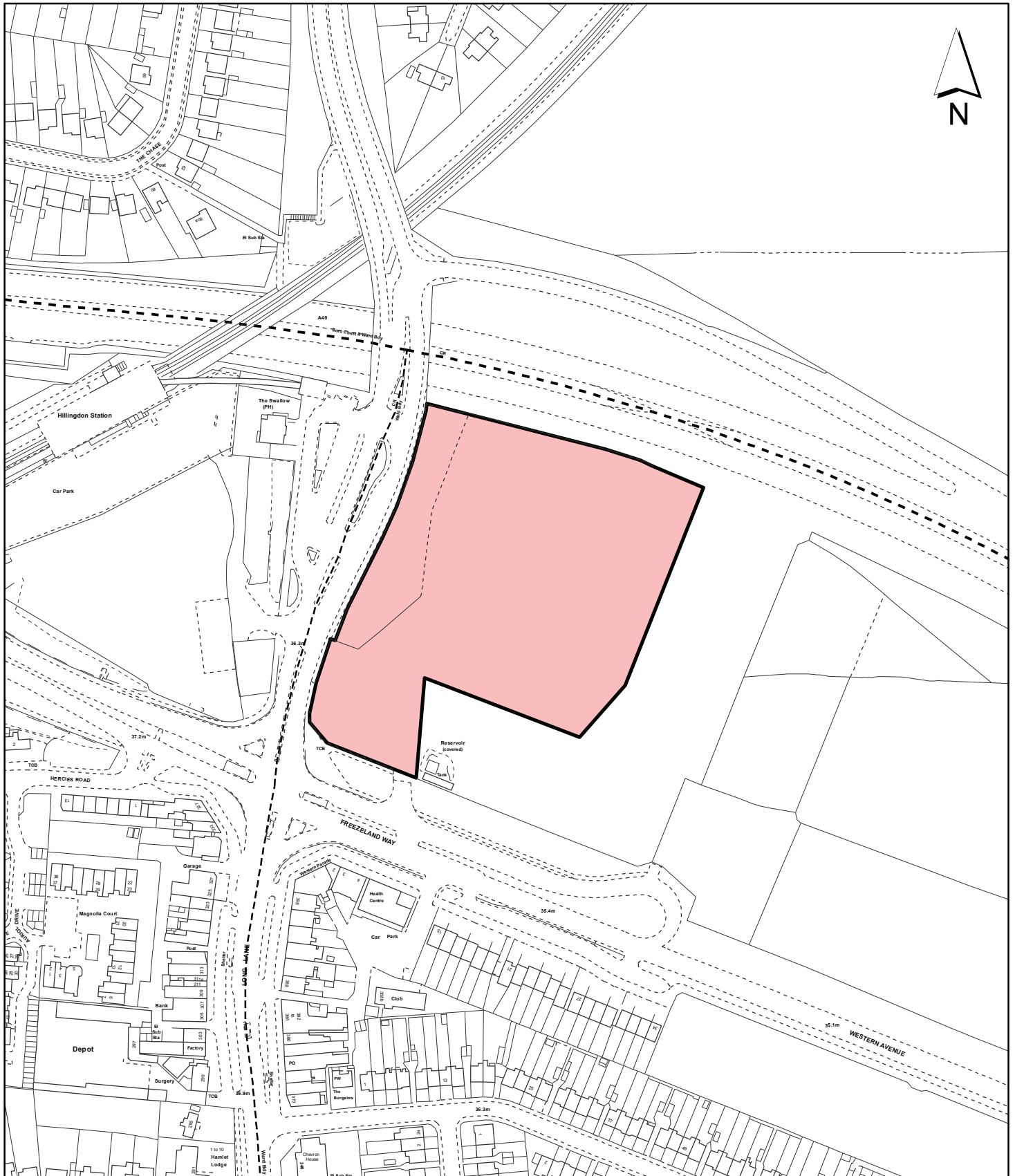
It is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development.

The proposal will secure the sustainable redevelopment of a brownfield site, enhance the vitality and viability of North Hillingdon and promote more sustainable patterns of travel. Given the presumption in favour of sustainable development articulated throughout the NPPF, the application is recommended for approval.

## **10. REFERENCE DOCUMENTS:**

The Hillingdon Local Plan: Part 1- Strategic Policies (8th November 21012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan 2011  
National Planning Policy Framework (NPPF)  
The Greater London Authority Sustainable Design and Construction (2006)  
Council's Supplementary Planning Guidance - Community Safety by Design  
Council's Supplementary Planning Document - Air Quality  
Hillingdon Supplementary Planning Document: Accessible Hillingdon January 2010)

**Contact Officer:** Karl Dafe



<p><b>Notes</b></p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.</p> <p>© Crown copyright and database rights 2013 Ordnance Survey 100019283</p>	<p>Site Address</p> <p align="center"><b>Former Master Brewer Site Freezeland Way Hillingdon</b></p> <p>Planning Application Ref: <b>4266/APP/2012/1544</b></p> <p>Scale <b>1:2,500</b></p> <p>Planning Committee <b>Major Applications</b></p> <p>Date <b>September 2013</b></p>	<p><b>LONDON BOROUGH OF HILLINGDON</b></p> <p><b>Residents Services</b></p> <p>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>  <p><b>HILLINGDON</b> LONDON</p>
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