



HILLINGDON
LONDON

Cabinet

Date: THURSDAY, 28 MAY 2009

Time: 7.00 PM

Venue: COMMITTEE ROOM 6 -
CIVIC CENTRE, HIGH
STREET, UXBRIDGE, UB8
1UW

**Meeting
Details:** Members of the Public and
Press are welcome to attend
this meeting

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Councillors in the Cabinet:

Ray Puddifoot (Chairman)
Leader of the Council

David Simmonds (Vice-Chairman)
*Deputy Leader /
Education & Children's Services*

Jonathan Bianco
Finance & Business Services

Keith Burrows
Planning & Transportation

Philip Corthorne
Social Services, Health & Housing

Henry Higgins
Culture, Sport & Leisure

Sandra Jenkins
Environment

Douglas Mills
*Improvement, Partnerships & Community
Safety*

Scott Seaman-Digby
Co-ordination & Central Services

Published: Tuesday, 19th May 2009

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Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest in matters coming before this meeting
- 3 To receive the minutes of the meeting held on 16 April 2009 1 - 10
- 4 To confirm that the items of business marked Part 1 will be considered in Public and that the items marked Part 2 will be considered in private

Cabinet Reports - Part 1 - Members, Public and the Press

- 5 Residents' and Environmental Services Policy Overview Committee - Review of CCTV Strategy (Cllr Mills) 11 - 38
- 6 Older People's Plan - Update 2008/09 (Cllr Puddifoot) 39 - 82
- 7 Changes to the Housing Allocation Policy (Cllr Corthorne) 83 - 94
- 8 Gift Funding for Planning Functions (Cllr Burrows) 95 - 100
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Cabinet Reports - Part II - Not for Publication, Members Only

10	Acceptance of Tender for a two storey for classroom extension at Pinkwell Primary School (Cllr Bianco)	183 - 192
11	Roll Out of Phase II of the Libraries Refurbishment Programme (Cllr Higgins)	193 - 200
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13	Mental Health Modernisation Programme - Phase 3 (Cllr Corthorne)	207 - 216
14	Spring Contract Extension - administrative and clerical agency staff (Cllr Seaman-Digby)	217 - 220
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The reports listed above in Part 2 are not made public because they contain exempt information under paragraph Part 1 of Schedule 12 A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.

16 Any Items transferred from Part 1

17 Any Other Business in Part 2

Cabinet Minutes

16 April 2009



The left hand column indicates the item number of the report on the Cabinet agenda. The middle column contains the decisions made, the reason for such decisions and also any alternatives options considered or rejected. The right hand column indicates the name of the officer(s) responsible for implementing/following up the decisions in each case.

		Officer contact
	<p>Cabinet Members Present – Councillors:</p> <ul style="list-style-type: none"> • Councillor Ray Puddifoot (Leader of the Council and Chairman) • Jonathan Bianco (Cabinet Member for Finance and Business Services) • Keith Burrows (Cabinet Member for Planning and Transportation) • Sandra Jenkins (Cabinet Member for Environment) • Philip Corthorne (Cabinet Member for Social Services, Health and Housing) • Henry Higgins (Cabinet Member for Culture, Sport and Leisure) • Scott Seaman-Digby (Cabinet Member for Co-ordination and Central Services) <p>Apologies:</p> <ul style="list-style-type: none"> • Douglas Mills (Cabinet Member for Improvement, Partnerships and Community Safety) • David Simmonds (Deputy Leader and Cabinet Member for Education and Children’s Services) <p>Other Councillors present:</p> <p>Anthony Way, Tony Eginton, George Cooper, Judith Cooper, David Yarrow, Andrew Retter, John Riley, Mary O’Connor, Edward Lavery and Kay Willmott-Denbeigh, Elizabeth Kemp and Peter Kemp.</p>	
	<p>DECLARATIONS OF INTEREST</p> <p>No interests were declared.</p>	
	<p>DISTRIBUTION OF REPORTS IN PUBLIC AND PRIVATE</p> <p>The reports on items 1-9 were considered in public.</p>	

	<p>CABINET MINUTES</p> <p>The minutes of the Cabinet meeting held on 19 March 2009 were agreed as a correct record.</p>	
1	<p>POLICY OVERVIEW COMMITTEE MAJOR REVIEW: DEVELOPING A SHORT BREAKS PROVISION 2008/09</p> <p><i>The Chairman of the Education and Children's Services Policy Overview Committee presented the Committee's report providing recommendations which seek to build upon the Borough's approach and strategy to short breaks provision. Cabinet praised the report and the Committee for its work. It was noted that this report was developed in conjunction with Item 2 on the Cabinet agenda which aimed to deliver the Policy Overview Committee's recommendations.</i></p> <p>DECISION</p> <p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Welcome the report from the Education and Children's Services Policy Overview Committee and note the general consensus it found in favour of improving the Short Breaks Provision; and 2. Accepts the recommendations of the Policy Overview Committee report as reflected below: <p><u>Policy Overview Recommendations accepted by Cabinet</u></p> <ol style="list-style-type: none"> a. That the Cabinet consider the following ways to improve the Short Breaks Provision in the borough. b. Review signposting of services to ensure clear and consistent information is available via both our own information services including the contact centre, schools and via our partner agencies including the PCT. c. The demand of extra services within the Extended Schools programme to be assessed. Provision of inclusive services with mainstream setting to be reviewed together with the expansion of specialist provision via the special schools. This would build on the current excellent work undertaken by Moorcroft School. d. To expand the current flexible payment arrangements ensuring that parents / carers can access the types of provision that best suits their needs. e. Ensure that suitable transport is available to enable all children to access extended school services. f. Provide clear information to all users on appeal process. g. Review management of outreach service to ensure that cover is available when regular workers are absent. Methods of communication to parents to be reviewed. h. The Fiesta booking process to be reviewed to ensure ease of access for all users. 	<p>Charles Francis, Deputy Chief Executive's Office</p>

	<ul style="list-style-type: none"> i. The current residential provision needs to be reviewed to see if it is practical and cost effective to replace the current inadequate Howletts Lane provision with an expanded and purpose built provision at the Merrifields site. j. Further work to be undertaken to ensure that there is a smooth transition between child and adult services in particular for the most needy users. k. To improve the range of services improve and develop links with the voluntary sector. Investment in services such as HomeStart appears to provide good services at a cost effective price. l. Use the existing expertise of voluntary sector providers to provide additional breaks for families. <p>REASONS FOR DECISION</p> <p>The recommendations are aimed at building upon Hillingdon's approach to the delivery of a comprehensive Short Breaks Provision. Improved Short Breaks services will contribute to residents' satisfaction and the aim of catering to the needs of families of children with disabilities.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>The Cabinet could decide to reject or amend the Committee's recommendations.</p>	
2	<p>DISABLED CHILDREN'S STRATEGY 2009-11</p> <p>DECISION</p> <p>That Cabinet:</p> <ul style="list-style-type: none"> (a) Approve the Disabled Children's Strategy; (b) Delegate authority to the Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Children's Services, to make decisions on how the ring-fenced Short Breaks 2009/10 revenue grant funding from the Department for Children Schools and Families should be deployed; and (c) Approve a study to assess the costs and technical feasibility of converting the first floor of Merrifields Children's Home for Disabled Children through the use of the Short Breaks Capital Grant. Cabinet approval for the capital project will be sought following completion of the study. <p>REASONS FOR DECISION</p> <p>The Disabled Children's Strategy has been developed to respond to:</p>	<p>Julian Wooster, Education and Children's Services</p>

- (a) a determination by local agencies in Hillingdon to respond positively and effectively to the recent feedback provided by parents/carers of disabled children highlighting the need for a step change improvement in the services and support provided to them and their children; and
- (b) national developments such as the publishing of Aiming High for Disabled Children and more specific developments such as the major step changes in funding available for Short Breaks and the rollout of the Early Support programme.

The Strategy is recommended for Cabinet approval to enable the Council to respond effectively to these developments and deliver the many recommendations from the Education and Children's Services Policy Overview Committee's related review (item 1).

The recommendation to delegate authority to the Director of Education and Children's Services on the deployment of the Short Breaks revenue grant is being made on the assumption at this stage that no single revenue expenditure item will exceed the financial authority limits where Cabinet approval is required. Cabinet approval will be sought if this initial assumption changes.

The recommendation to undertake a full feasibility study on the use of the short breaks capital grant to develop Merrifields, reflects consultation feedback from parents on short breaks provision which has positively endorsed this recommendation.

ALTERNATIVES CONSIDERED AND REJECTED

Officers considered developing the short breaks programme as a specific task outside of the development of a broader Disabled Children's Strategy (an approach which some other boroughs have adopted). However, this approach generates risks that:

- (a) short breaks activity is not positioned effectively as part of a broader package of support to disabled children and their families; and
- (b) that short breaks activity is not co-ordinated with wider policy objectives, for example, an effective short breaks programme with targeted support and intervention can reduce the risk of family breakdown – and reduce the need for costly out of Borough residential provision. The need to tackle this latter area was identified as a priority for action in the Education and Children's Services Service Review

No viable or desired alternatives to the development of Merrifields have been put forward by officers or parents as a use of a significant proportion of the Short Breaks capital grant and which also meets the grant's rules.

<p>3</p>	<p>HILLINGDON'S CLIMATE CHANGE STRATEGY 2009 - 2012</p> <p>DECISION</p> <p>That Cabinet adopts the Council's Climate Change Strategy 2009-2012.</p> <p>REASONS FOR DECISION</p> <p>As a signatory of the Nottingham Declaration, the Council is committed to addressing the issue of climate change at the local level. Signatories of the Declaration commit themselves to producing a Strategy or Action Plan, which sets out how the issue will be tackled by the local authority. A commitment to produce a Climate Change Strategy was also contained within the Council's Local Area Agreement (LAA) 2007-10.</p> <p>New national indicator 185 requires the Council to report on the carbon emissions arising from its own operations and to set a target in 2009 for emissions reductions. Hillingdon has accepted the indicator as a "below the line" target in our LAA 2008-2011, that is one which we regard as important and will report on but which does not formally form part of the LAA.</p> <p>A draft strategy was developed during 2008 across all Council directorates. Public and external stakeholder consultation was undertaken between 15 December 2008 and 20 February 2009. Incorporating the comments received where appropriate, officers have made minor amendments to the consultation draft and are now seeking Cabinet's endorsement of the Strategy to enable adoption by the Council.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>Not to endorse the Climate Change Strategy: this would not be in keeping with the Council's commitment as a signatory to the Nottingham Declaration, nor would it acknowledge the extensive work being undertaken across Council services to deliver initiatives and projects which have contributed to the development of a Climate Change Strategy for the Borough, LAA targets and the enhancement of Hillingdon's environment.</p>	<p>Kristen Webster, Planning and Community Services, and, Kevin Byrne, Deputy Chief Executive's Office</p>
<p>4</p>	<p>HILLINGDON COUNCIL'S CARBON MANAGEMENT PLAN</p> <p>DECISION</p> <p>That Cabinet agree:</p> <ol style="list-style-type: none"> 1. the outline Carbon Management Plan including the setting of a target of reducing the Council Carbon footprint for its Council operations by 40% by 2015. 2. to further minor drafting or presentational changes as necessary to give effect to the plan, to be agreed by the 	<p>Kristen Webster, Planning and Community Services, and Kevin Byrne, Deputy Chief Executive's</p>

	<p>Leader of the Council and the Cabinet Member for Environment.</p> <p>REASONS FOR DECISION</p> <p>Agreeing the Carbon Management Plan (CMP) will enable officers to drive forward the detailed projects identified for fuller consideration and set a clear vision for reducing carbon and ensuring better use of resources. It will deliver of priorities identified in the Sustainable Community Strategy and the Council plan and provide value for money.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>i) A different target. The Council's steering group on this recommends 40% to provide an ambitious yet achievable target by 2015. The draft plan of indicative projects adds up to about 25% reduction leave a further 15% to be identified in the latter years of the scheme. The option of an even more stretching target was rejected at this stage as it was not clear that investment to achieve, say 50% carbon reduction, would necessarily provide value for money in the 5 year payback period.</p> <p>ii) Not setting a target or rejecting the CMP would fail to meet the Council's declared position on climate change and forgo the opportunity to achieve better value for money in use of resources.</p>	
5	<p>BUILDING SCHOOLS FOR THE 21st CENTURY PROGRAMME: APPROVAL OF STRATEGY FOR CHANGE PART 1</p> <p>DECISION</p> <p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Note that the Building Schools for the 21st Century Programme is a Hillingdon Improvement Programme (HIP) project directed by the HIP Steering Group and approved by the Cabinet; 2. Approves the draft Strategy for Change (Part 1) and submission to Partnership for Schools; 3. Approves the delegation of authority to the Director of Education and Children's Services and the Leader of the Council, to approve amendments the draft Strategy for Change (Part 1) prior to submission to Partnership for Schools on the 23 April 2009; 4. Notes that a further Strategy for Change (Part 2) will be presented to Cabinet in due course for approval; and 5. Approves the delegation of authority to the Cabinet Member for Education and Children's Services to publish statutory notices for all future school reorganisations under the Education and Inspections Act 2006. 	Russell Eacott, Education and Children's Services

	<p>REASONS FOR DECISION</p> <p>The Strategy for Change (Part One) document is the first of three early documents that have to be approved by Cabinet. SfC1 will be followed by Strategy for Change (Part 2) and finally, by the Outline Business Case. The formal procurement processes may only commence following approval by Partnerships for Schools Agency (PfS) of the Outline Business Case. Each phase and document is subject to rigorous consultation and time scales laid down by PfS.</p> <p>Any amendments to the draft document following consultation would need to be approved within time scales laid down by PfS.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>The submission is a legal requirement. No other options were considered.</p>	
6	<p>ALLOCATION OF 2009/2010 SAFER AND STRONGER COMMUNITIES FUND</p> <p>DECISION</p> <p>That Cabinet approve the allocation of the 2009/10 Safer and Stronger Communities Fund.</p> <p>REASONS FOR DECISION</p> <p>The allocation includes grants of more than £10,000 to external organisations.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>To not allocate funding to projects set out in the report.</p>	Teresa McKee, Planning and Community Services
7	<p>DISABLED PEOPLE'S PLAN – UPDATE ON PROGRESS</p> <p>DECISION</p> <p>That Cabinet:</p> <ul style="list-style-type: none"> a) Notes the progress made so far in the development of the Disabled People's Plan and the changes that disabled people consider would make living in Hillingdon better; and b) Instructs officers to complete the Plan as proposed in the report and bring to the July 2009 Cabinet meeting for approval. 	Gary Collier, Adult Social Care, Health and Housing

	<p>REASONS FOR DECISION</p> <p>The Disabled People’s Plan will seek to address some of the challenges facing disabled people of all ages in Hillingdon by identifying what the Council can do directly, or through its influence with others, to improve the lives of disabled people and to maximise their health and wellbeing. It will cover the three year period 2009 – 2012 and is a reflection of the Council’s commitment set out in the Sustainable Community Strategy 2008 – 2018 to work with its partners and other stakeholders to ensure that all of the Borough’s residents, whatever their skills or abilities, have the opportunity to enjoy life in Hillingdon to the full.</p> <p>This report makes Cabinet aware of the development of the Plan, explains how it is being developed, advises what disabled people have identified as key issues and describe the next steps.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>The alternative option considered was not to develop the Plan. This would not assist in meeting the Council’s objectives as set out in the Single Equality Scheme and the Sustainable Community Strategy.</p>	
8	<p>LOCAL AREA AGREEMENT REFRESH</p> <p>DECISION</p> <p>That Cabinet approve the refreshed targets for each National Indicator which constitute Hillingdon’s Local Area Agreement.</p> <p>REASONS FOR DECISION</p> <p>As part of the annual ‘refresh’ process, it is proposed to amend 14 reward targets in the Local Agreement. Cabinet approval is required to amend the Local Area Agreement as set out in the in Hillingdon’s Constitution and Part V of the Local Government and Public Involvement in Health Act 2007.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>Cabinet Members could decide not to confirm any of the targets included within the Local Area Agreement (LAA).</p>	<p>Ian Edwards, Deputy Chief Executive’s Office</p>

9	<p>COUNCIL BUDGET – MONTH 11 2008/9 REVENUE AND CAPITAL MONITORING</p> <p>DECISION</p> <p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Note the forecast budget position for revenue and capital as at Month 11. 2. Agree to the purchase of the Northwood Boys Club site for £120k and for this cost to be funded from the Youth Centres capital budget for 2009/10. 3. Agree to fund this cost from capital contingency if it cannot be contained within the current Youth Centres capital budget. <p>REASONS FOR DECISION</p> <p>The reason for the monitoring recommendation is to ensure the Council achieves its budgetary objectives. The report informs Cabinet of the latest forecast revenue and capital position for the current year 2008/9.</p> <p>ALTERNATIVES CONSIDERED AND REJECTED</p> <p>There are no other options proposed for consideration.</p>	Paul Whaymand, Finance and Resources
	The meeting closed at 7.25pm	

DECISIONS ON ALL ITEMS CAME INTO EFFECT ON 5pm, 24th APRIL 2009

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RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE REVIEW OF CCTV STRATEGY 2008/9

Cabinet Member	Councillor Douglas Mills and Councillor Sandra Jenkins
Cabinet Portfolio	Improvement, Partnerships and Community Safety / Environment
Officer Contact	Natasha Dogra, Deputy Chief Executive's Office.
Papers with report	Residents' and Environmental Services Policy Overview Committee (RESPOC) review of CCTV Strategy

HEADLINE INFORMATION

Purpose of report	To receive the Residents' & Environmental Services Policy Overview Committee's report providing recommendations which seek to build upon the Borough's approach and strategy to CCTV.
Contribution to our plans and strategies	This report contributes to the Council's priorities for a safe and secure Borough for all.
Financial Cost	<p>There are no direct financial implications associated with the majority of the recommendations.</p> <p>However, recommendation 2 (g & h) would have significant resource implications beyond that which be accommodated in the existing CCTV budget.</p> <p>However, it should be noted that additional funding requirements for expanding the existing CCTV control room has been included as part of the 2009/10 MTF process.</p>
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee
Ward(s) affected	All.

RECOMMENDATION

That Cabinet:

1. Welcome the report from the Residents' and Environmental Services Policy Overview Committee and note the general consensus it found in favour of using Closed Circuit Television (CCTV) to improve public safety; and
2. Accepts the recommendations of the Policy Overview Committee report as reflected in a) to f) below:

- a) To re-launch the CCTV Steering Group with a clear Member lead, with the aim of bringing the Council and local private and public sector agencies together, to renew its terms of reference and to set out the CCTV Strategy and policy for the borough as a whole.
- b) To endorse the work of the Joint Council / Police Prioritisation Panel, which decides the detailed location of new cameras with local agencies using demographic crime statistics;
- c) To improve communication and consultation between the partners to ensure the best use of the CCTV system;
- d) To develop a co-ordinated approach to ensure that all new installations of CCTV cameras around the borough are compatible with the council CCTV control room;
- e) To explore the extent to which the CCTV cameras could be used to detect 'enviro-crimes' including parking offences, moving traffic contraventions, fly tipping, littering, and other environmental issues;
- f) To ask Officers to produce a CCTV Strategy for 2009/10 for consideration by the Executive, to be reviewed annually.

3. Clarifies the recommendations of the Policy Overview Committee report by agreeing that:

- g) The Cabinet Member for Improvement, Partnerships and Community Safety will be responsible for the strategic development, the implementation of CCTV policy and the budget for development of CCTV in the borough. The Cabinet Member for Environment should retain responsibility for the operation of the CCTV Service and for the use of CCTV for parking, traffic and environmental issues.
- h) With regard to recommendations to expand and modernise a multi-function CCTV control room in the Civic Centre to create additional capacity for adding more cameras; and to investigate and develop wireless technology in relation to CCTV; Cabinet should delegate Officers to investigate the feasibility of these proposals, report back to the Cabinet member(s) and prepare any further capital bids as may be required beyond what has already been included in the 2009/10 budget.
- i) With regard to introducing a Lay Panel in order to monitor compliance with the Council's CCTV code of practice, Cabinet should defer a decision on this recommendation and Officers be delegated to investigate the practical applications of Lay Panels in other boroughs and report back to the Cabinet member(s) as to whether an existing consultative process can meet this objective.

INFORMATION

Reasons for recommendation

The recommendations are aimed at building upon Hillingdon's approach to the delivery of a comprehensive CCTV strategy. Improved CCTV services will contribute to residents' satisfaction and the aim of making Hillingdon a safer borough for all. These will also benefit from improved Control Room infrastructure and technology.

Alternative options considered / risk management

The Cabinet could decide to reject or amend the Committee's recommendations.

Supporting Information

1. The Committee chose 'CCTV strategy' as a review topic in 2008/9 to enable the Council to build on its successes so far.
2. The aim of this review was to look at ways to improve the Council's CCTV strategy and the arrangements for implementing that strategy. The reasons behind why the Council uses CCTV were identified, including the potential benefits and drawbacks. Opportunities to improve the Council's CCTV services were investigated and were considered when producing the recommendations.
3. The review took place between July 2008 and January 2009. The Committee took evidence from the Crown Prosecution Service, Uxbridge Town Centre managers, Age Concern, Street Champions, Youth Council, and officers from Westminster & Hillingdon Councils. The Committee also visited Westminster City Council's CCTV control centre in the Trocadero Centre, London, and Hillingdon's CCTV control room in the Civic Centre to see the work done by CCTV operators first hand.
4. In determining whether or not to accept RESPOC's recommendations, Cabinet should note the following:
 - With regard to Recommendation a), Cabinet Member lead for the CCTV Steering Group, the current portfolio responsibilities in relation to CCTV are split between Cllr Jenkins (operational) and Cllr Mills (strategy and community safety). A change to the Cabinet Scheme of Delegations and approval from the Leader of the Council would be required if there were to be any amendment to Cabinet Member portfolios. It is proposed that the Cabinet Member for Improvement, Partnerships and Community Safety should be responsible for the strategic development, the implementation of CCTV policy and the budget for development of CCTV in the borough. The Cabinet Member for Environment should retain responsibility for the operation of the CCTV Service and for the use of CCTV for parking, traffic and environmental issues. This proposal would not require any changes to Cabinet Member portfolios.
 - Recommendation d), about ensuring cameras around the borough are compatible with the Council's CCTV control room, relates to new cameras that may be placed by external organisations or other bodies and not those procured by the Council.

- Recommendation h) relates to both the expansion *and* modernisation of the CCTV control room. Cabinet is already proposing to expand and invest in the control room. However, any further modernisation into a 'multifunctional room' and the implementation of wireless technology as also recommended by RESPOC would require an additional capital bid(s), subject to further Member approval.
- With regard to recommendations i), Cabinet should note that the purpose of a Lay Panel (or similar consultative process) would be to promote public confidence in the use of CCTV and make it more accountable to the people it aims to protect. The Lay Panel would not be involved in prioritising the use or location of cameras, as that would be the role of the Joint Police / Council Prioritisation Panel.

5. The Committee's report (attached) gives full details of the review.

Financial Implications

There are no direct financial implications associated with recommendations other than recommendation h). This recommendation, to modernise the CCTV control room into a 'multi-functional' facility and to develop wireless CCTV technology, would have significant resource implications beyond what can be accommodated in the existing service budget for CCTV and would require further capital bid(s).

However, Cabinet should note that additional £250k funding for the development and expansion of the CCTV service has been included in the 2009/10 budget. This will provide for modernisation of the service over a four-year period, enable additional cameras and monitors to be added and the investigation of the potential for wireless CCTV functionality.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The Committee's recommendations will provide a springboard for the Council to take those steps necessary to improve community safety further.

Residents will benefit from reduced levels of crime and disorder stemming from anti-social behaviour, as a result of better deployment of CCTV cameras.

Consultation Carried Out or Required

The Committee took evidence from residents, officers and experts as described in the attached report (see page 17).

CORPORATE IMPLICATIONS

Corporate Finance

The recommendation to create a 'multi-functional' CCTV control room and use wireless technology is dependant on the approval of additional funding. However, £250k has been included within the 2009/10 budget to expand the current CCTV control room and provide for more cameras.

Legal

CCTV recordings have been used to great effect in combating crime and disorder within the London Borough of Hillingdon. Footage generated is used as evidence in the prosecution of many offences. Whilst the use of CCTV images in enforcement work is lawful, it is also subject to many stringent control and monitoring measures designed to provide procedural safeguards to help protect the rights of the individual.

In order to ensure that the use of CCTV by the Council remains lawful, the service will have to comply with the Criminal Procedures and Investigations Act 1996, the Data Protection Act 1998, the Human Rights Act 1998, The Crime and Disorder Act 1998, the Public Order Act 1986, the Police and Criminal Evidence Act Codes of Practice, the Freedom of Information Act 2000, The Regulation of Investigatory Powers Act 2000, the Information Commission Codes of Practice for CCTV and the National CCTV Strategy (issued by the Home Office in 2007).

In view of the vast body of legislation to be considered, consultation with legal services, Metropolitan Police and other stakeholders with regard to the lawful use, strategy and Code of Practice for CCTV is necessary.

The benefits of accepting these recommendations are that they create internal monitoring and control mechanisms that will ensure compliance with the legislation listed above.

BACKGROUND PAPERS

NIL

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HILLINGDON
LONDON

**RESIDENTS' AND ENVIRONMENTAL SERVICES
POLICY OVERVIEW COMMITTEE**

2008/2009

REVIEW OF CCTV STRATEGY

Members of the Committee

Cllr Kay Willmott-Denbeigh (Chairman)
Cllr Janet Duncan
Cllr John Hensley
Cllr Graham Horn
Cllr Michael Markham
Cllr Avtar Sandhu



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Chairman's Foreword

Close Circuit Television is an emotive subject that has become a necessity in this day and age. As various levels of crime continue to increase, the need for public surveillance has become an essential tool for public safety. This requirement is already undertaken by the Council, with over 90 CCTV cameras and 11 covert CCTV cameras deployed in various areas of the borough. These CCTV cameras are a fundamental instrument used to combat an assortment of crimes in the borough, ranging from community safety to fly tipping.



This report combines not only the public's perception of CCTV but also the views of different users throughout the Borough. During our witness sessions we took evidence from a cross section of the public and were pleased that the general consensus of opinion was in favour of CCTV. A number of Council officers and other interested parties also contributed towards our report and behalf of the review group I would like to thank all witnesses who gave up their time to this review. Their contribution was of great value to the Committee and we are indebted to those who took part in the review.

During our review we also sought advice from Westminster City Council, an exemplar Borough, and investigated how they operate their CCTV strategy. The information learned has given us an insight into improving and modernising our current practise. I would like to thank those at Westminster City Council who accommodated our request.

From these contributions and our own investigations, we have identified a significant number of changes and potential improvements that we recommend to Cabinet for consideration. We believe that our work and the recommendations that flow from it will help to improve service provision in the

borough. We also hope that this report will help to raise public awareness more broadly about the need for CCTV in the borough.

A handwritten signature in black ink, reading "Kay Willmott-Denbeigh". The signature is written in a cursive style with a large initial 'K' and 'D'.

Cllr Kay Willmott-Denbeigh

Close Circuit Television (CCTV): Conclusions and Recommendations

The following are proposed as conclusions and recommendations to go into the Committee's final report.

The Committee reviewed the duties, functions, performance of and potential for improvements in the strategy for CCTV services in Hillingdon. A summary of the Committee's conclusions and recommendations are below.

The Committee concludes:

1. Safety should remain the paramount aim for the CCTV Strategy.

The Committee endorses the Council's current priorities of CCTV:

- To reduce anti-social behaviour
- To create a safe environment
- To reduce burglary and vehicle crime
- To reduce assaults and hate crime.

2. Good public perception of CCTV use should continue to be encouraged to maximize the potential of the system.

Residents' reactions and feedback to ward Councillors and officers indicates that an increase in the number of CCTV cameras would heighten residents' sense of security. It would also make the area seem a more pleasant and attractive place to visit and live in.

3. CCTV cameras in Hillingdon should also be proactively used in dealing with parking offences and environmental crimes.

Cameras used to combat crime and disorder should also be used to identify vehicle offences and environmental crime in the borough, where this is appropriate.

4. Need to clarify roles and responsibilities in relation to the CCTV Strategy.

Whilst Members set priorities, the management arrangements are not as robust as they should be. There needs to be clear accountability for several bodies, such as the CCTV Steering Group.

The Committee therefore recommends:

Recommendation 1: That the Cabinet consider the following ways to improve the operation of CCTV in the borough. The Committee suggests ways this might be achieved below and recommend that the Cabinet ask officers to progress those they support.

These are the Committee's proposals to improve the operation of CCTV in Hillingdon:

1.1 Re-launch CCTV Steering Group with a clear Member lead, with the aim of bringing the Council and local private and public sector agencies together, to renew its terms of reference and to set out the CCTV Strategy and policy for the borough as a whole. The Steering Group needs to build on existing partnerships with agencies in the borough such as the Police. Its role will be to advise on good practice and strategy and to maintain performance information on the effectiveness of CCTV in the borough.

1.2 Introduce a Lay Panel to monitor the Council's CCTV code of practice and ensure it is complied with. This panel would help tackle the image of 'Big Brother' style monitoring by encouraging a good public perception. Members of this Lay Panel will be volunteers and would report to the CCTV Manager.

1.3 Endorse the work of the Prioritisation Panel. This panel decides the detailed location of new cameras with local agencies using demographic crime statistics. The panel comprises of officers from the council and the police. Members of this panel would be the CCTV Manager, the Community Safety Manager (Tasking) and Metropolitan Police representatives.

1.4 Improve communication and consultation between the partners to ensure the best use of the CCTV system. In order to achieve this, partners must be able to share cameras and images. Regular meetings with partners would initiate better communication. Communication links should be strengthened with local transport and the parking enforcement service.

1.5 Develop a co-ordinated approach to ensure that all new installations of CCTV cameras in the borough are compatible with the council CCTV control room equipment to have the option of / enable central monitoring. When developing the CCTV Strategy, the planning informative on CCTV should be included to support this co-ordinated approach.

1.6 Explore the extent to which the CCTV cameras could be used to detect 'enviro-crimes' including parking offences, moving traffic contraventions, fly tipping, littering, and other environmental issues.

1.7 Expand and modernise a multifunctional CCTV control room, in the Civic Centre to create additional capacity for adding more cameras. Expansion and modernisation will also extend to the further development of wireless technology, where appropriate. A multifunctional room has the potential to eventually become self-funded. For example, additional income from parking contraventions could be used to fund the expansion of the CCTV service. The room is already linked with the police and Uxbridge shopping centres. The potential to link up with public transport, local schools, Brunel University and other local businesses, to enable partners to share information, should be explored further.

The modernisation of the control room should lead the CCTV service to keep abreast of technological advancements and any possible convergences of technology within the CCTV market place. Opportunities for integrating existing and new systems should be encouraged with partner organisations, including other external agencies. All technological developments should be reported to the CCTV steering group.

1.8 Investigate and develop wireless technology, where such an installation would be appropriate to the location being considered and a satisfactory business case is put forward.

Recommendation 2: That the Cabinet ask officers to produce a draft CCTV Strategy for 2009/10, which is annually reviewed commencing one year after it has been published.

The Committee recommend the Strategy is published early in the council year 2009/10 to give residents, partners and Councillors a better understanding of priorities and future plans for CCTV. The Committee recommends that the Strategy contain details of spending for the past year, as well as plans for the future, so that achievements can also be seen.

The Committee recommend that the Residents' and Environmental Services Policy Overview Committee revisit this report one year after the review is completed.

The Committee suggests ways this might be achieved and recommend that the Cabinet ask officers to progress the recommendations.

2. Background, Importance and Methodology

Background to the review

This review is one of two chosen in June 2008/9 by the Residents' and Environmental Services Policy Overview Committee for 2008/9. The choice was made according to set criteria aimed at ensuring Policy Overview reviews focus on matters that are important locally and cover topics that the Committee can add value to and make an impact.

Aim of the review

To review and improve the Council's CCTV strategy and the arrangements for implementing that strategy. To make recommendations to Cabinet which will improve the service and improve residents' satisfaction.

Terms of Reference (as agreed July 2008)

1. To identify the reasons why the Council uses CCTV, the potential benefits and drawbacks.
2. To examine the effectiveness of the Council's current CCTV strategy and policy.
3. To investigate opportunities to improve the Council's CCTV services, including any safeguards.
4. To examine best practice elsewhere.

Importance

The Council's duty as a Local Authority under the Human Rights Act 2000 is to maintain a high level of public safety and security. Under the Data Protection Act 1997 the Council has a duty to deal with public surveillance in an efficient and attentive manner.

Ensuring residents are both actually safe and feel safe is a Council priority. This involves working closely with our partners, particularly with the police and with local people in their own neighbourhoods, and investing in things that

help keep our residents safe.

Reasons for the review

“CCTV requires human intervention to work to maximum efficiency and the problems it helps deal with are complex. It has potential, if properly managed, often alongside other measures, and in response to specific problems, to help reduce crime and to boost the public’s feeling of safety; and it can generate other benefits. What is clear is that all areas need to develop a strategy for using CCTV. Technology is still moving fast, there is likely to be more emphasis on the use of biometrics, on ‘event-led’ CCTV systems rendering them more ‘intelligent’, but these changes need to be matched by appropriate changes in policy”. Home Office Research Study 292 ‘Assessing the Impact of CCTV’, (Gill & Spriggs 2005).

The following are all reasons for this review into CCTV strategy in Hillingdon.

1. The impact of legislation and national guidance.

In terms of the Freedom of Information, Regulation of Investigating Powers and the Police and Justice Acts and, also, the National CCTV strategy recently issued by the Home Office.

2. A continuing need to ensure value for money.

CCTV combined with other interventions or security measures can be a formidable tool in the fight against crime, disorder anti-social behaviour and general community management.

CCTV is believed to be a key contributor to the exercise of Council’s responsibilities under the Crime and Disorder Act 1998. We need to ensure there is clear correlation between the Council’s CCTV activities and changes in the crime detection, reduction and prevention statistics relating to the borough.

3. Technological advances

The increased use of mobile, wireless and 'Internet Protocol' digital CCTV, permitting rapid deployment, requires the Council to reassess the specific value for money of the current hard-wired systems.

4. A review of current arrangements for policy development and overall direction for the service area.

The recent Review of Community Safety in the Borough and development of the Council's Community Safety function has revealed the need to review the current organisational arrangements for both implementing CCTV strategy and developing CCTV policy to ensure they are appropriate and effective.

5. Funding

It is timely to review the most appropriate sources of funding for the CCTV service and the best way to fund future development opportunities.

Key issues for the review

The following issues were taken up in the Committee's enquiries:

1. Are residents' expectations and concerns about CCTV reflected in the Council's service standards?
2. What is the total extent of existing CCTV provision across the Council, including schools – the number, location and ownership of CCTV cameras the Council uses in the borough?
3. Effectiveness of CCTV:
 - a. What is the evidence on the pattern of crimes and incidents in the vicinity of cameras before and after their installation? Has there been displacement to areas outside the cameras' field?
 - b. How many convictions or detections result from CCTV images?
4. Are there greater possibilities for shared use/synergy with the Council's partners in public and private sectors?
5. How have other Councils utilised CCTV successfully?

6. To what extent have the recommendations from the external review carried out in July 2006 (by Perpetuity Consultants) been implemented? Are they still relevant?

7. As revenue and capital funding for CCTV is split across several service areas, are the methods used to assess value for money consistent?

Methodology (documents, witnesses, consultation, visits)

1. Witnesses

The following people attended the Residents' and Environmental Services Policy Overview Committee meetings when CCTV strategy was being discussed:

- Chief Inspector Maurice Hartnett, Metropolitan Police Service
- Melanie Parrish, Harrow District Crown Prosecutor, Crown Prosecution Service
- David Frost, Street Scene Locality Manager
- Rob McAlister, Westminster City Council CCTV operations manager
- Andy Stubbs, Uxbridge town centre manager
- Steve Beynon, The Pavilions Mall Security manager
- Chris Commerford, Age Concern Chief Officer
- John Thirkettle, Street Champion
- Sue Turner, Street Champion
- Linda McCutcheon, Street Champion
- Akshay Pal, Youth Forum member
- Sheyi Enyosi, Youth Forum member

2. Visit:

On 13th November 2008, the Committee visited Westminster City Council's CCTV control room in the Trocadero Centre, Piccadilly Circus, London, to see London's largest CCTV control centre live. CCTV operations manager Rob McAlister answered questions regarding wireless technology and the use of cameras in the capital city.

Background to CCTV

Investment in CCTV cameras began in Hillingdon in 1998 when the Home Office made available significant capital funds to local authorities around the country, believing CCTV cameras to be a useful tool for preventing and detecting crime.

1. CCTV camera uses

CCTV cameras have many uses. The Council has registered its cameras with the Information Commissioner, in accordance with the Data Protection Act 1998, for the following uses: to

- 1. reduce the fear of crime*
- 2. deter crime*
- 3. detect crime and provide evidential material for court proceedings*
- 4. assist in the overall management of the Borough of Hillingdon*
- 5. enhance community safety, assisting in developing the economic well being of the Hillingdon area and encourage greater use of the town centre, university, shopping mall car parks etc*
- 6. assist the Local Authority in its enforcement and regulatory functions within the Borough of Hillingdon area*
- 7. assist in Traffic Management*
- 8. assist in supporting civil proceedings which will help detect crime, and*
- 9. assist in civil emergencies.*

2. Arrangements and types of CCTV camera

CCTV cameras are arranged either as a 'network', 'stand-alone' or portable/rapid deployment system.

- Those that are 'networked' are hard-wire linked to the Civic Centre CCTV Camera Control Room, have their images monitored '24/7' by CCTV operators and have their images recorded.

- Those cameras that are 'stand-alone' have their images recorded locally and may or may not have those images on real time display, also locally e.g. in a leisure centre.
- Portable, rapid deployment cameras are relatively lightweight and quick to set up. Their images are recorded locally and usually do not have real time display of the imaged. They may be used for purposes such as investigating race hate incidents.

Typical CCTV cameras that are used to monitor public spaces are shown below



PAN, TILT, ZOOM CAMERA



DOME 360 DEGREE CAMERA



STATIC (FIXED) CAMERA



MICI DOME CAMERA

3. Numbers of CCTV cameras

Over 90 cameras monitor the public space around the borough, providing real time images to the CCTV operators in the Civic Centre Control Room; their locations are shown in the table below. Some of these cameras are used for parking enforcement purposes, assisting in keeping traffic flowing smoothly around the borough.

Location	No of cameras	Date installed
Ruislip	4	July 2001
Cedars & Grainges Car Parks	18	February 2002
West Drayton & Yiewsley	14	May 2002
Manor Farm, Ruislip	7	September 2002
Northwood town centre	4	between 2004 and 2007
Northwood Hills	1	October 2007
Cowley	1	December 2007
Harefield	3	March 2006
Hayes	20	between 2001 and 2006
Uxbridge	20	between 1997 and 2008
Longford Roundabout	1	March 2008

In addition, there are over 11 covert cameras used to gather evidence to prosecute fly-tippers and others who illegally dump waste. Any cameras that are used covertly are used in accordance with the Regulation of Investigatory Powers Act 2000.

The CCTV Camera Prioritisation Panel is responsible for assessing member of the public requests made to the Council for the provision of CCTV cameras. The Panel membership comprises the CCTV Manager, the Community Safety Manager (Tasking) and Metropolitan Police representatives.

4. How is CCTV funded currently?

New CCTV installations are (capital) funded from a number of sources, including

- Home Office (community safety) grants
- Council Section 106 funds
- Council capital funds
- Parking Revenue Account
- Transport for London
- Grants from other Government Departments

In 2008/9 the Council will spend £180,000 on the provision of new CCTV cameras

CCTV camera technology is changing rapidly; for example, the development of Automatic Face Recognition (AFR) technology, 'wireless' cameras and more efficient CCTV cameras offering higher quality images. An unfortunate consequence of this is the speed at which CCTV technology becomes out of date and redundant.

Therefore, money needs to be invested continually in CCTV cameras to keep those operations up to date and effective.

3. Summary of findings

This chapter explains the rationale behind the Committee's recommendations. It draws on the evidence presented to the review, which can be found in appendices:

Close Circuit Television in Hillingdon

In recent surveys, the percentage of residents who expressed concern about crime' fell from 90% in 2005 to 69% in 2007. Similarly, the percentage of residents who experienced anti-social behaviour (ASB) reduced from 55% in 2005 to 33% in 2007. Studies have shown that CCTV, used in conjunction with other crime interventions and security measures, can be a redoubtable tool in the fight against crime, disorder and ASB.

1. Aims and functions of the service

Currently, the Council uses CCTV for the following purposes:

- to reduce the fear of crime;
- prevent, deter and detect crime, criminal damage and public disorder, including vandalism and incidents of public nuisance;
- identify, apprehend and prosecute offenders in relation to crime, criminal damage, public order, road traffic accidents involving serious injury and all forms of harassment cases;
- assist the emergency services in all aspects as appropriate, including major exercises relating to criminal activities and public safety;
- provide the Police, Council and other organisations, as authorised, with evidence upon which to take criminal and civil actions in the Courts;
- undertake environmental enforcement activities;
- assist with traffic management; and
- assist, where appropriate, in the general management of the area by identifying issues, such as fly-tipping, graffiti, damaged street signs, litter, etc.

This is delivered using equipment including:

- centrally monitored, 'pan, tilt and zoom' CCTV;
- stand-alone, fixed view CCTV;
- mobile, car-mounted, CCTV; and
- automatic number plate recognition technology.

Looking ahead, the popular demand for CCTV in the Community remains high. To meet this demand, the Council's CCTV activities would need to develop and use opportunities to:-

- increase the numbers of local residents who feel secure – especially improving safety and well-being of older people and vulnerable people and their feeling of security
- support environmental enforcement activities and traffic management; contribute to improving local safety around alleyways, public open spaces and shopping areas.

2. Performance

In 2008, LB Hillingdon's Community Safety department created a report using OmniData software to provide basic statistics of crime in Hayes town centre and Uxbridge town centre. The report highlights the 'before and after' analysis of a sample of cameras, with a view to assess whether there is evidence of effectiveness and crime displacement.

The table below shows the number of crimes in the London Borough Of Hillingdon pre CCTV installation and post CCTV installation.

Locations	6months pre	No. of crimes	6 months post	No. of crimes	% + or -
Hayes Town Centre	Jan 2001 to June 2001	7986	Aug 2001 to Jan 2001	8348	5% increase
Uxbridge Town Centre	Jan 1997 to Nov 1997	7408	Jan 1998 to June 1998	7267	2% decrease

Based upon the findings of the report, Uxbridge town centre witnessed a 2% reduction in crime over a six month period following the installation of CCTV,

compared to a 5% increase in Hayes town centre it could be concluded that the CCTV scheme in Uxbridge town centre has successfully reduced crime, based on the crime categories used for this report. There is evidence that CCTV is more effective in some contexts than others, and certainly more effective against some types of crime than others. The report generally suggests that property crime seems more susceptible to the impact of CCTV especially thefts from and of vehicles, while personal crimes such as assaults are less likely to be influenced, some research found that CCTV had no effect on crimes of violence, but a significant impact on vehicle crime.

In a 2008 Home Office study, a total of thirteen evaluations were made of CCTV installations in city centres and public housing. Seven were in England, five were in the United States, and one was in Scotland. Five of the thirteen were found to have a desirable effect (i.e. a reduction in crime); three were considered to have an undesirable effect; five were considered to have had a nil effect. In car parks, CCTV led to a statistically significant reduction when compared to control areas. Conversely, CCTV was found to have no effect on violent crime (Home Office Research Study 252, Home Office Research, Development and Statistics Directorate).

In September 2008, LB Hillingdon's Community Safety department consulted Members of the Community and Police Consultative Group on their views about CCTV via a questionnaire. The results showed that most people wanted more and better CCTV, rather than an alternative to the technology. Overall, the group believed that CCTV cameras are effective in deterring people from anti-social behaviour and committing crimes, but that there are not enough cameras in the borough.

3. Comparisons with another Local Authority

The Committee visited Westminster City Council's CCTV control centre on 13th November 2008. This gave the Committee the opportunity to make useful comparisons.

Points of interest and comparison that the Committee particularly noted are:

- 4 operators monitor the Westminster City Council CCTV control room 24 hours a day, every single day. A team of operators were contracted through a security contract company and the same staff work all the time. 12 hours shifts are worked, with a 15-minute break every hour, and one hour for lunch. 3 operators monitor the Uxbridge Civic Centre CCTV control room 24 hours a day, every single day.
- The Westminster CCTV system will soon be fully digitalized. All images are recorded and kept for a maximum of 31 days after which they are either burnt onto disk if requested for evidence or recorded over. (This is a home office best practice requirement and is the same in LB Hillingdon).
- There is a blend of wireless and non-wireless technology in Westminster. Wireless cameras are predominately used for parking. The Committee was given the example of the Haymarket bombing in 2007, which was picked up on parking cameras. Officers told the Committee it would take a long time and huge amount of funding to make the entire system wireless, and wireless technology is only successful in certain areas though – this is because the signal can drop significantly if the signal is blocked.

4. Residents' views

The Committee consulted residents' by inviting three Street Champions, two members of the Youth Council and Age Concern Hillingdon Chief Officer to attend the Committee Meeting on 9th October 2008 to hear and comment on evidence to the Committee. The Committee noted the following themes from the evidence given:

- Many mentioned the need for better public consultation regarding CCTV use in the borough. They said the public know where the

trouble hot spots are and therefore should be consulted when new cameras are erected. The Committee supports this approach.

- Many mentioned the need to inform the public of CCTV use in areas where cameras are deployed and to encourage a good public perception of CCTV use in the borough. Residents believed that CCTV increases their sense of security and if they were more aware of cameras, they would feel safer. The Committee supports this approach.
- Residents also suggested the need for a better consultation process between the various groups using CCTV in the borough. They believed that better communications between, for example, the police and Council would lead shared resources and a wider area under surveillance. The Committee's recommendation about a better consultation process would help towards improved communication links.

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OLDER PEOPLE'S PLAN - UPDATE 2008/09

Cabinet Member	Cllr Ray Puddifoot / Cllr Philip Corthorne
Cabinet Portfolio	Leader of the Council / Social Services, Health and Housing
Officer Contact	Kevin Byrne and Dan Kennedy
Papers with report	Appendix 1 - Older People's Action Plan 2008-2009

HEADLINE INFORMATION

Purpose of report	To provide a progress report on the implementation of the Action Plan from the Older People's Plan 2008-2011.
Contribution to our plans and strategies	The older people's plan assists the Council to deliver its plan 'Fast Forward to 2010' and with partners assists in delivering the Sustainable Community Strategy for Hillingdon. These in turn contribute to the Comprehensive Area Assessment for Hillingdon.
Financial Cost	The majority of proposals will be financed from within existing resources. However, some proposals may be financed via funding set aside under the "Leader's Initiative".
Relevant Policy Overview Committee	Social Services, Health and Housing
Ward(s) affected	All

RECOMMENDATION

That Cabinet notes the significant achievements of the Older People's Action Plan for 2008/09 as set out in Appendix 1.

INFORMATION

Reasons for recommendation

1. The development of the three-year older people's plan 2008-2011 endorses the commitment from the Council and its partners to the continued development and improvement of services designed to create a better quality of life for older people in Hillingdon. The plan supports the council in delivering it's plan 'Fast Forward to 2010' and supports Hillingdon in delivering the Sustainable Community Strategy.

Alternative options considered

2. None considered

Comments of Policy Overview Committee(s)

3. None at this stage

Supporting Information

4. The Older People's Plan from 2008-2011 is the second three-year plan for older people in Hillingdon, and continues the work of the 2005-2008 plan. On 15 July 2008 Cabinet approved the three-year plan for older people 2008-2011 and agreed the action plan for 2008/09. The three year plan was developed in consultation with older people and a wide range of partners including the Hillingdon Primary Care Trust, Hillingdon Hospital, the voluntary sector, Police, Ambulance Service and Fire Brigade. This collaborative approach has proved successful and will continue to further improve services for older people in the borough and promote active ageing in Hillingdon.
5. The Older Peoples Plan 2008-2011 is made up of eight themes which older people have said are important to them. The eight themes are:
 - Safety and security
 - Preventative care
 - Keeping independent and healthy
 - Tackling age discrimination
 - Planning for retirement
 - Housing
 - Learning and sharing skills
 - Consulting and informing
6. The action plan is regularly monitored and updated and further work is underway to develop the involvement of the Older Peoples Assembly and the FORCE Group (the Older Peoples Assembly Steering Group) in monitoring the plan and developing actions for future years.
7. There have been a number of achievements to date. Some of the most notable achievements have included:
 - the provision of free burglar alarms to older people who are victims of crime – 171 alarms installed in 2008/09. 82% feel safer in their own homes after the alarm was installed.
 - strengthening the links between older people and the Safer Neighbourhood Teams.
 - the 'darker nights' campaign designed to help older people feel safer
 - improved partnership arrangements to safeguard adults from harm
 - improving take-up of allotments to encourage social inclusion, physical fitness and healthy eating
 - the development and improvement of information for older people, with a dedicated page for older people in every edition of the Council's publication for local residents (called 'Hillingdon People')
 - support for dining clubs to invest in new equipment and maintain delivery of vital community services
 - expanding the take up of the brown badge parking scheme for older people
 - progressing developments to increase the availability of sheltered housing for older people
 - achieving the target for 251 people to benefit from technology to assist them to live independently in their own homes

- During 2008/09, 1,586 Brown Badges for parking spaces for older people were issued giving a total of 3,391 Brown Badges since the scheme was introduced. On average 5 Brown Badge applications are received per working day.
8. A full progress update of the action plan is attached under appendix one. Work is currently underway with representatives of the Older Peoples Assembly in Hillingdon to finalise the Older Peoples Action Plan for 2009/10.

Financial Implications

9. The majority of proposals will be financed from within existing resources. However, some proposals may be financed via funding set aside under the “Leader’s Initiative”.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

10. The 2008-2011 Older Peoples Plan was welcomed by older people as positively continuing to raise their value and profile and as an opportunity to improve the lives of older people in the community.

Consultation Carried Out or Required

11. Engagement with older people in 2009 to review the 2008-2011 plan will help to identify future priorities for development.

CORPORATE IMPLICATIONS

Corporate Finance

12. A corporate finance officer has reviewed the report and its financial implications, and is satisfied that these reflect the resource implications for the Council of the implementation of the Older People’s Plan. There are no additional financial implications arising from the recommendations of the report.

Legal

13. There are no specific legal implications arising from this report.

BACKGROUND PAPERS

NIL

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Appendix One

HILLINGDON COUNCIL'S ACTION PLAN FOR OLDER PEOPLE 2008-2011 (QUARTER 4 2008/09 UPDATE)

This action plan represents a working tool for the implementation of Hillingdon Council's Plan for Older People 2008-2011 and will be implemented by the Champion for Older People, Partners and Older People themselves.

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
1 Safety and Security	1a Emma Marsh	We will continue to increase the confidence of older people by reducing both the fear of crime and the chances of them becoming victims.	1 Encourage older people to talk to their safer neighbourhood teams. Encourage older people to join Ward Panels. This would help raise the profile of older people and their particular needs.	1a Raise awareness of safety and security, to include 4 articles in Hillingdon People <u>Completed (Green)</u> – The November/December 08 edition of Hillingdon People included an article on bogus callers and tips on staying safe when someone calls at their door, and an article on keeping safe in the winter. There will be subsequent articles during 2009. (Emma Marsh)	Safer Hillingdon Partnership Annual Plan

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	1b Ed Shaylor / Andy Jones			<p>1b Presentations by police and other agencies at the Assemblies</p> <p><u>Completed (Green)</u> A presentation was delivered to the Older Peoples Assembly on 29th September 2008. The presentation covered CCTV and asked for views from the Assembly to inform the Residents Environmental Services Policy Overview Committee review; also publicised the Burglar Alarms project and invited referrals (see 4a).</p> <p>A Community Safety talk was delivered to the Older People's Assembly on 15th December 2008. This included presentations from the Community Safety Team, Fire Brigade, CAB, Age Concern and Trading Standards.</p> <p>(Teresa McKee / Ed Shaylor)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	1c / 1d Andy Jones Safer Neighbourhood Teams (Stewart Walker/Sgt Kelly Donoghue)			1c Visits to sheltered housing complexes to ensure older people know how to report anti-social behaviour and address the fear of repercussions by Safer Neighbourhood Teams and Safer Transport Team, and the Sheltered Housing Forum <u>Completed (Green)</u> Safer Neighbourhood Teams visit sheltered housing as part of their routine community liaison. Safer Neighbourhood Teams have been advised about the location of all sheltered housing units in the borough and are using these details to inform their visits. (Teresa McKee / Ed Shaylor)	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>1d 5 older people (aged 65 years or older) will join Ward Safer Neighbourhood Team Panels in 2008/09.</p> <p><u>Completed (Green)</u> There is already good representation from older persons on Ward Panels, the Community and Police Consultation Group (CPCG) and Transport Users Forum. Also, we have active involvement within the Borough Wide Neighbourhood Watch Scheme and on the Crime Prevention Panel that both has good representation from people aged 65 or older and also reaches out to these groups on the various events and road shows it participates in.</p> <p>(Teresa McKee / Ed Shaylor)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	2a Sue Pollitt		2. Warn older people about bogus callers to reduce the risk of deception used to enter homes and steal.	<p>2a Trading standards will respond to all reports of rogue traders targeting older people or vulnerable people</p> <p><u>Ongoing</u> - Trading Standards have responded to all referrals regarding possible rogue traders targeting older or vulnerable residents. This has included contacting the possible victim and talking through the circumstances, offering appropriate advice and gathering intelligence.</p> <p>Where appropriate e.g. where traders are still on site, or are returning to collect money allegedly owing, intervention by Officers has taken place.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	2b Sue Pollitt / Emma Marsh			<p>2b By March 2009, publish an article in Hillingdon People warning about bogus callers and other crime prevention messages.</p> <p><u>Completed (Green)</u> Lead article on the older people's page for the November/ December edition of Hillingdon People focussed on information and advice regarding bogus callers. (Emma Marsh)</p> <p>In addition a production by Attic Theatre Company called "Ma Kelly's Doorstep" took place in Brunel Ward on 21st October 2008. Brunel Safer Neighbourhood Team identified and invited 70 vulnerable people aged 65 or over or any older person who had been a victim of burglary or distraction burglary. The 1-hour event included songs and a drama show.</p> <p>The production has been designed to warn older people about the dangers of bogus callers and rogue traders.</p> <p>(Ed Shaylor / Teresa McKee)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	3a Ed Shaylor / Chris Scott		3. Continue to make the streets feel safer, particularly in the evenings.	<p>3a Develop new initiatives for dealing with groups of youths causing anti-social behaviour and racial harassment.</p> <p><u>Completed (Green)</u> A number of initiatives have been held or are underway to provide positive activities for young people as part of the Children and Families Trust plan. This includes</p> <ul style="list-style-type: none"> • Fiesta programme summer 2008 was the largest programme in London. • KICKZ football programme is operating in Hayes (QPR) and Northwood (Watford). Both projects attract between 50 and 100 young people and are run on 3 evenings a week. • Targeted Youth Support Service being piloted in Harlington. • Early Intervention Panel diverts young people coming to notice. • Information about tackling anti-social behaviour and nuisance behaviour over Halloween and bonfire night was put on the council website and distributed via Street Champions and Hillingdon Neighbourhood Watch. 'No Trick or Treat' posters were given out by Safer Neighbourhood Teams and available to download from the website. • Darker Nights campaign is being led by the Crime Prevention Office and has encouraged people to take extra precautions in the run up to Christmas. • Updates to the community safety web pages to provide more detailed information about tackling anti-social behaviour. <p>(Ed Shaylor/Teresa McKee)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	3b / 3c Mary Worrall			<p>3b Work with the Green Spaces Team and the Police to provide a rapid response to anti-social behaviour in parks and green spaces where identified.</p> <p><u>Ongoing (Green)</u>- the green spaces team and safer neighbourhood teams are working closely on issues where they arise to good effect.</p> <p>3c Ensure there is adequate lighting in areas identified as being unsafe. Bring forward priorities from 2005-08 older peoples plan</p> <p><u>Completed (Green)</u> – a programme of streetlight improvements, prioritised with partners to tackle key safety concerns has been agreed and works to install the lights is ongoing. Improvements completed on 5 sites and installation underway on 2 other sites. (Mary Worrall)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	4a Ed Shaylor / Mike Smooker		4. Ensure an increase in the number of security and personal alarms.	<p>4a 500 burglar alarms to be fitted free to the homes of vulnerable older people by 2009 via Age Concern Handy Person Scheme and meeting Community Safety Team criteria.</p> <p><u>Ongoing (Green)</u> Scheme has now started with Age Concern with 171 alarms fitted against target in 2008/09 of 150 to be fitted. Scheme continuing into 2009/10.</p> <p>55 recipients of Age Concern burglar alarms returned satisfaction questionnaires. Of these, 96% were very or fairly worried about being burgled before they got an alarm, only 9% were very/fairly worried after they got an alarm. 98% of recipients were happy with the alarm, 82% feel safer in their own homes after the alarm was installed and 36% sleep better at night.</p> <p>An urgent referral by the burglary squad was dealt with swiftly with the residents receiving the installed alarm less than 24 hours after the initial referral.</p> <p>Modified alarms have been purchased for residents who have severe hearing impairments.</p> <p>All recipients also receive a home security information pack.</p> <p>Liaising with Environmental Protection Unit, we have negotiated a discount for recipients interested in joining the London Keyholder Database. (Teresa McKee / Ed Shaylor)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	4b Gerard Hollingworth			<p>4b Develop a programme with London Fire Brigade to make sure that older people are fully aware of the need to test smoke alarms and make sure they are working. 2 presentations to be programmed in for the Older People's Assemblies.</p> <p><u>Completed (Green)</u></p> <p>London Fire Brigade have a dedicated fire safety officer to deal with community fire safety issues who is targeting older people and people with disabilities with advice and assistance. Advice is being provided to residents and smoke alarms fitted free of charge by operational fire fighters.</p> <p>Since 1 April 2008, the stations have completed 1747 visits (as at 24.03.08) compared to 1330 visits last year. On average one and a half smoke alarms per visit are fitted (a recommendation is one alarm per floor).</p> <p>The officer has attended a number of community events to promote fire safety and reach older people in the community. A presentation on fire safety was made to the Older Peoples Assembly on 15th December 2008.</p> <p>(Ed Shaylor / T. McKee)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	5 Chris Commerford		5. Break down the barriers between older and younger people.	<p>5 Time Travellers Project continues involving older people visiting schools. This initiative is PCT and Hillingdon Community Trust funded.</p> <p><u>On track (Green):</u> 43 volunteers now in place exceeding the target of 35-40 volunteers.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	6. Paul Greene		6. Strengthen the processes for safeguarding older people from physical, financial and verbal abuse	<p>6 Safeguarding adults – campaign delivered in the Autumn 2008.</p> <p>Ongoing (Green) - A robust and in-depth safeguarding Adults Improvement Plan 2008-2009 has been put in place and has mostly been delivered, to ensure older people and other vulnerable groups are protected from abuse.</p> <p>The Improvement Plan has covered the following themes:</p> <ul style="list-style-type: none"> • Making sure safeguarding processes are robust and adhered to • Providing a wide range of services to help prevent abuse and neglect • Making sure staff and managers know what to do • Performance monitoring and quality assurance processes • Partnership arrangements and the multi-agency safeguarding committee. <p>A high-level body (the Safeguarding Adults Partnership Board) was re-launched in November 2008, with senior representation from all agencies. A new governance structure has been implemented, modelled on best practice across the country.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>A business planning workshop was held on 8th December attended by partners and Members. This established the vision and priorities for Safeguarding Adults in Hillingdon over 2009-12 within a rigorous framework.</p> <p>As part of the 2009-12 Strategic Plan, a safeguarding communications workstream is being developed that will raise awareness of safeguarding issues across a number of channels – including posters, leaflets, events and the council website.</p> <p>Campaign activities scheduled include</p> <ul style="list-style-type: none"> • Improved website information about safeguarding concerns and how to report this • Measuring staff awareness of safeguarding to inform future campaign activities • Targeting awareness raising and briefings to service users and their carers, including under-represented groups <p>The communications sub-group of the Board will review the success of the campaign.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
2 Preventative Care that helps people to continue living at home.	Head of Older People's Service/Sarah Morris/PCT rep/Hillingdon Hospital rep/Ambulance Service/GP and Pharmacy rep/ Belinda Norris Kerry Fellows	Older people will live active and healthy lives in the community	1 Ensure that there are adequate services for older people with Dementia and their Carers.	<p>1. Continue to reduce by 5% the numbers of Older People entering residential care</p> <p><u>Ongoing (Green)</u> - over the last two years the number of older people placed in spot purchased care homes has reduced significantly and the number of weeks in residential or nursing care has fallen.</p> <p>There can be seasonal increases in demand for care home beds during the winter months.</p> <p>Developments in services for older people designed to promote independent living over the next three years will help to reduce the need for care home placements. This includes extra care housing, telecare services and intermediate care services.</p> <p>The fall in the number of weeks of residential and nursing care indicates that older people are being supported longer and with greater complexity within a community setting.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>2 People are treated with Dignity and Respect whether they live at home or in residential care.</p> <p>3 Work with partners and the voluntary sector to maximise on the community services they can offer to help older people make more use of dining clubs and other social facilities which stimulate and encourage social inclusion.</p>	<p>2. Deliver the Dignity Challenge workshop to care providers by March 2009.</p> <p><u>Ongoing (Green)</u> – Care providers in Hillingdon are taking part in a self-assessment against Dignity Challenge standards. The findings from the self-assessments will be followed up with care providers during 2009/10 to ensure actions take-place to address any gaps found.</p> <p>3. 2/3 planned events staged in parks to encourage social inclusion, dancing and physical fitness.</p> <p><u>Completed (Green)</u> - The Teddy Bear Picnic inter-generational event ran at Ruislip Manor in July 08 with 1500 participants of all ages attending. The event was organised by the Family Information Service and Supported by Healthy Hillingdon.</p> <p><u>A number of bowling clubs have run “come and try” events with input from green spaces staff and these have been well received.</u></p> <p><u>This has taken place at Ruislip Bowls Club and Eastcote Bowls.</u></p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
	<p>Andrew Knight Damien Searle Helen Vincent Mary Worrall</p>		<p>4. Work with partners to encourage the uptake of allotments for social inclusion, physical fitness and healthy eating. Assist with initiatives to help older people take up gardening (raised beds/small plots, co-operatives, Horticultural</p>	<p>The Ruislip Woods Open Day included a guided walk for people of all ages.</p> <p>A schedule of future events is available from the green spaces team and available on the Council's website.</p> <p>The Healthy Walks programme has run as planned during 2008/09. In 2008/09 there were 2944 participants, with 255 new walkers. There were 215 walks on 11 sites throughout the year.</p> <p>(Andrew Knight)</p> <p>Article about Leader's dining club visit included in May/June 09 edition of Hillingdon People (Emma Marsh)</p> <p>4. Dining clubs – review the transport available to support attendance at dining clubs.</p> <p><u>Ongoing (Green)</u> – most people attending the voluntary sector-run dining clubs in Hillingdon arrange their transport through 'dial-a-ride'. Some dining centres have their own mini-buses. Quarterly meetings take place between the council and dining centre managers to review issues and identify opportunities for shared learning. Discussion is continuing with dining</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			Societies)	<p>clubs to develop ideas for gaining customer feedback about how the dining centres are working, including areas for improvement. This includes transport arrangements to / from the dining clubs.</p> <p>Overall, Hillingdon Council has increased support for dining clubs during 2008/09 through the Leaders Initiative.</p> <p>5. Recruiting 20 volunteers with the Allotment Federation and Adult Education.</p> <p><u>Completed (Green)</u> - 46 volunteers have been recruited. 8 volunteers are manning stalls in The Pavillions; 26 volunteers are site secretaries; and 8 volunteers are on the Hillingdon Allotment and Horticultural Federation (HAHF).</p> <p>(Mary Worrall)</p> <p>6. Deliver the allotment strategy to promote take-up / maintain use and encourage healthy eating and an active lifestyle, including:</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>6.1 Provide new toilet facilities at 3 sites identified through the Joint Allotment Strategy</p> <p><u>Completed (Green)</u> – Composting toilets have now been installed.</p> <p>(Mary Worrall)</p> <p>6.2 Provide plot preparation to all new tenants to assist in start up</p> <p><u>Completed (Green)</u> - this service is now being provided to all new tenants.</p> <p>(Mary Worrall)</p> <p>6.3 Promote introductory sessions to allotment gardening with Adult Education to older people, including information in Hillingdon People.</p> <p><u>Completed (Green)</u> – An article appeared in Hillingdon People in March/April 09.</p> <p>Taster sessions were held at two sites in May and June 2008 and the uptake of allotments continues to rise through continuous promotion with partners and the work of the borough's allotments officer. 13 sites in the south of the Borough have received improvements to fencing to improve their safety and</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>security and signage to many sites has been improved. The number of plots let now stands at 1182 out of a possible 1450 available plots – 82% of plots have been let. Approximately 44% of allotments are let to people over 60.</p> <p>(Mary Worrall)</p> <p>6.4 The Hillingdon Joint Allotment Strategy is updated by December 2008 and agreed by Cabinet Member lead (Environment).</p> <p><u>Completed (Green)</u> – Meetings have been undertaken with the allotments federation to complete the strategy.</p> <p>(Mary Worrall)</p> <p>7. Recruiting 20 volunteers for parks and open spaces conservation project.</p> <p><u>Completed (Green)</u> - Two significant new projects have commenced at Eastcote House, which has 14 volunteers, and River Pinn, which has 12 volunteers. This is in addition to over 2000 volunteer days in Ruislip Woods with 50% provided by older people.</p> <p>(Mary Worrall)</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
3 Keeping independent and healthy	Sarah Morris Andrew Knight Chris Commerford David Holdstock Paul Feven Maria O'Brien Belinda Norris Howard Griffin	Keeping independent	<p>1. Working with health partners to tackle the difficulties that arise through frailty, poor physical and mental health, poverty and social isolation.</p> <p>2. Work with GPs to ensure that older people have access to treatments and therapies which support an early intervention model.</p>	<p>1. Preventing social isolation through befriending schemes – funded by Social Services – 54 volunteers (Increase by 10% during 2008/09)</p> <p><u>On track (Green)</u> - 44 volunteers are placed with an older person providing a befriending service.</p> <p>In addition 2 volunteers are providing home share day care for 12 older people each week.</p> <p>2. Promoting physical and mental wellbeing through the active age project (17 attendees – increase by 20%).</p> <p><u>Completed (Green)</u> – the active age project takes place every Tuesday and Thursday at the Torrington Road Baptist Church, for older people who have left hospital as well as those who need activities that promote health and well-being through social interaction, improve mobility through gentle exercise and build confidence.</p> <p>The Leader has approved additional resources to support this project through the Leaders Initiative.</p> <p>3. Increase take-up of older people using</p>	<p>Hillingdon Health Promotion Strategy</p> <p>Joint Commissioning Strategy for Older People</p>

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
		Keeping healthy	3. Reduce the number of older people going into residential care and recognising that this depends on moving more resources into intensive home and community support.	<p>leisure services in Hillingdon by delivering a media campaign.</p> <p>Completed (Green) – A leisure campaign is scheduled for the new year, encompassing promotion of leisure services for older people. The launch of the campaign is proposed for April 2009. The campaign is in the planning stages and it is proposed that it will focus on ‘real’ services for ‘real’ people, with three key strands:</p> <ul style="list-style-type: none"> • Keep it real: for young people • Get real: 20-49 yr olds • Real choices: over 50+ <p>(It has been agreed that for the purposes of this campaign, ‘older people’ will include those from 50 years old and above, to tie in with national guidance from on sport activities.)</p> <p>Consultation with the Older People’s Forum will be undertaken prior to finalising the campaign details.</p> <p>Updated information produced for Young at Heart scheme at leisure facilities. Broader information and opportunities to get active for older people will be developed in partnership with Age Concern by recruiting a 55 plus Activator</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>to identify gaps in provision, co-ordinate and deliver activities.</p> <p>External Community Investment Fund (CIF) secured for new project working with Age Concern aimed at people aged 55+ that would include additional marketing, research to identify gaps and provide new opportunities for older people to get active. Final element of matched funding has been agreed from the Leaders initiative - sign off agreements with Sport England to draw down their funding being completed. Recruitment of an Active ageing co-ordinator to take place during period June/July 09.</p> <p>4. Research trends in participation of leisure services to inform future service development.</p> <p><u>Completed (Green)</u> - Information on take up of swimming by older people obtained in preparation for Department for Culture Media and Sport free swimming programme that is starting in 2009/10. Grant funding for free swimming for older people for 2 years has now been confirmed.</p> <p>An article about this was included on the</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p data-bbox="1256 213 1897 464">Older People's Page in the May/June 2009 Hillingdon People. Free swimming scheme now underway. Information and a display was made at the Older Peoples Assembly in March 2009. The focus is on encouraging take up of swimming lessons.</p> <p data-bbox="1256 507 1877 687">5. Develop the use of sheltered housing by older people in the local community – including particularly vulnerable people (as part of the Sheltered Housing and Extra Care Strategy).</p> <p data-bbox="1256 730 1890 911"><u>Ongoing (Green).</u> The implementation phase of the Sheltered Housing and Extra Care Strategy is underway. This is composed of a number of distinct projects, including:</p> <ul data-bbox="1312 919 1897 1362" style="list-style-type: none"> <li data-bbox="1312 919 1872 986">• Agreeing models of extra care for development in Hillingdon <li data-bbox="1312 994 1883 1174">• Working with Hillingdon Homes to investigate the feasibility of developing 24 hour extra care schemes within existing sheltered housing <li data-bbox="1312 1182 1897 1362">• Working with housing associations to investigate the feasibility of developing 24 hour extra care schemes on new built sites including West Ruislip MOD site <p data-bbox="1256 1369 1449 1398">(Paul Feven)</p> <p data-bbox="1256 1406 1827 1434">7. Help to reduce the number of older</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>people experiencing a fall by working with health and voluntary sector services to provide practical information and advice to older people.</p> <p>Completed (Green) – Hillingdon Council has commissioned handy person schemes to help older people to remain independent, living in their own home. This includes a scheme provided by Age Concern.</p> <p>In addition to the scheme provided by Age Concern, there is also a complementary scheme for people aged 65 years or older to provide assistance with minor repairs and urgent problems in the home e.g. blocked sink, leaking tap.</p> <p>6. Development of pharmacies as sources of health information - 2 (out of 6) Choosing Health campaigns are delivered by March 2009 with pharmacists focussed on issues affecting older people.</p> <p>Completed (Green) - 3 Campaigns run with 64 pharmacies. Information also sent to all libraries and occupational health workers at Hillingdon Hospital, Grassy Meadows Day Service and 2 GP practices involved in developing practice based health promotion.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>Campaign themes: Physical Activity (April), Safe in the Sun (July), Mental Health (September). 11,000 leaflets distributed with supporting posters.</p> <p>Additional campaigns include Keep Warm Keep Well in Winter Campaign.</p> <p>(Andrew Knight)</p> <p>7. Mental Health sub-group is developing a care pathway to promote early diagnosis in relation to dementia/mental health.</p> <p><u>Ongoing (Green)</u> – the mental health sub-group are continuing to meet to progress the mental health strategy. Consultation on the national dementia strategy has been undertaken locally by the sub-group.</p> <p>8. Development of an Independent Living strategy by March 2009 which sets out the vision for services which help people to remain living in their own home.</p> <p><u>Ongoing (Green)</u> – A stakeholder event was held in March 09 to scope the strategy. The project has now been extended so that the Independent Living Strategy becomes part of an overarching commissioning strategy covering all care</p>	

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				<p>groups that form the basis of a 3 – 5 year work programme for the Healthier Communities and Older People Theme Group. This will be delivered by October 2009. (Paul Feven)</p> <p>9. Expand take-up of technology that assists people to remain living at home – 150 people by March 2009.</p> <p><u>Completed (Green)</u> - 251 people have received assistive technology to assist with daily living - helping to maintain independence and keeping people safe at home. (Gary Collier)</p>	
4 Tackling Age Discrimination	Kevin Byrne Heads of Service Chris Commerford	Older people will cease to be part of any age discrimination	1. Publicise how older people can complain about equality and achieve a successful outcome.	<p>1. Monitor and report quarterly on complaints received across partners and other customer feedback about Age Discrimination and the action taken to tackle this.</p> <p><u>Ongoing (Green)</u> - The council's new single equality scheme now includes within its scope age discrimination, and this includes an age duty, which gives us the following responsibilities:</p> <ul style="list-style-type: none"> • Eliminate unlawful discrimination • Promote equality of opportunity • Promote good relations between people of different ages <p><u>As well as this the council where</u></p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>appropriate, monitors inputs by age, and will take the following steps:</p> <ul style="list-style-type: none"> • Collect and analyse accurate data for all relevant policies, practices and functions identified as high priority • Present the data and analysis to the senior management teams. • Determine what action we need to take to tackle any adverse impact, gaps or differences identified by our monitoring. • Make the necessary changes to our policies. • Publish the results of our monitoring. <p>In addition to this scheme the council use equality impact assessments to ensure their policies, procedures and services are planned and delivered in a manner that provides equal life chances to all our residents.</p> <p>Each service has a complaints officer, and all complaints are monitored by age to determine if there is an indirect affect on different age groups.</p> <p>So far there have been no complaints to the council based directly on age discrimination. Similarly cases to partner organisations (such as CAB) are low.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>Age Concern are actively seeking to report and address any cases of age discrimination. (Kevin Byrne)</p> <p>2. Actively promote how older people can make a complaint, pass on their concerns or access help to make a complaint – a promotional article in Hillingdon People by March 2009.</p> <p><u>Completed (Green)</u> - Hillingdon People article appeared on the Older People's Page in March/April 09 edition (Emma Marsh)</p>	
5 Planning for retirement	Kevin Byrne/David Holdstock	Older people will, if they choose to do so, remain active members of the community both in the private and public sector.	<p>1. We will improve the Council Website to assist with information on planning for retirement, working or volunteering.</p> <p>2. We will publicise</p>	<p>1. By July 2008 publish information about planning for retirement, employment and volunteering, linked to the life events project for older people.</p> <p><u>Completed (Green)</u> – Following extensive research and consultation to ensure the Life Changes project meets the needs of older people, the website has now been developed.</p> <p>2. Assist HAVS to recruit new volunteers</p>	

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			opportunities in Hillingdon People.	<p>through Hillingdon People and publish their targets. LAA stretch target is 1300 (2008 – 2011). Target for 08/09 is 400.</p> <p><u>On track (Green)</u> - The Local Area Agreement stretch target is measured through a survey.</p> <p>HAVS volunteer centre data is being used as a local indicator for progress towards meeting the target, and current figures show good progress with 1009 additional volunteers added since April 2007.</p> <p>The number of residents on the database at the volunteer centre has continued to increase. HAVS, Hillingdon Council and Brunel are working together to ensure that we continue to enhance volunteering opportunities, ensure that members of the Hillingdon's community recognise that they are volunteers and that they are valued for their contribution through celebrating their achievements.</p> <p>This activity includes the 2009 / 2010 Volunteer Achievement Awards, volunteer week 2009 and various community events over the summer period. The events will strive to ensure the profile of volunteering is raised and we reach those volunteers that are in the more traditional voluntary roles (sports clubs, amateur dramatics</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>and schools) where volunteers consider themselves as 'helpers' and not necessarily 'volunteers'.</p> <p>(Richard Robbins)</p> <p>3. At least one article per year about planning for retirement, employment and volunteering.</p> <p><u>Ongoing (Green)</u> – A double page spread about volunteering was included in the May/June edition of Hillingdon People article. (Emma Marsh)</p>	
6 Housing	Paul Feven	Older people would prefer to live in extra care housing given a choice between that and residential care.	<p>1. Provide access to information and advice about improvements and adaptations that enable older people to continue living in their own home.</p> <p>2. Deliver the</p>	<p>1. Provide information about housing options, home improvements and adaptations, to include information at an Older Peoples Assembly by March 2009 and information in Hillingdon People.</p> <p><u>Completed (Green)</u> - Hillingdon People article scheduled for March/April edition. Information provided at Older Peoples Assembly in March 2009. (Paul Feven)</p> <p>2. By March 2009, launch the Council's</p>	<p>Housing Strategy</p> <p>Sheltered Housing and Extra Care Strategy</p> <p>Independent living strategy</p> <p>Joint</p>

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>strategy for sheltered housing and extra care.</p> <p>3. Provide a range of housing options for older people</p>	<p>publication 'Housing options and support services for older people: assistance you can get to help you stay in your own home and housing options if you want to leave.' The publication to be launched at the Older Peoples Assembly, placed on the Council's website and ensure all relevant agencies have copies.</p> <p><u>Completed (Green) – Launched at the Older Peoples Assembly in March 2009. (Paul Feven)</u></p> <p>3. Consult with stakeholders on the Council's Strategy, particularly those living in sheltered housing.</p> <p><u>Completed (Green). Implementation phase of strategy now in progress. (Paul Feven)</u></p> <p>4. Give greater priority within sheltered housing for vulnerable people and those needing housing support.</p> <p><u>Ongoing (Green) – Recommendations for changes to access and assessment for sheltered housing to be completed as part of Sheltered Housing and Extra Care project and reported to Cabinet for approval. (Paul Feven)</u></p> <p>5. Work with partners to deliver specialist</p>	<p>Commissioning Strategy for Older People Strategy for older people with mental health needs</p>

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>extra care within the Borough</p> <p><u>Ongoing (Green)</u> – Discussions are underway with McCarthy and Stone regarding the development of private sector assisted living housing specifically for older people on the RAF site in West Ruislip.</p> <p>In addition, extra care facilities will be provided on the same site by the council in partnership with Paradigm Housing Association. A detailed application was heard and approved at planning committee in December 2008. Delivery of the extra care facility is anticipated by April 2011. (Paul Feven).</p> <p>6. Improve the condition of existing council sheltered housing</p> <p><u>Ongoing (Green)</u> - Generally, all sheltered schemes meet the decent homes standard. A number of small programmes of work remain to upgrade fire precautions, make improvements to the environment and security, and to enable compliance with the Disability Discrimination Act (e.g. door automation and stair lifts).</p> <p><u>Improvements to sheltered housing has</u></p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
				<p>been the focus of a successful bid to the GLA this year. Overall Hillingdon Homes obtained £1.7 million over three years including £180,000 for a pilot programme to improve sheltered schemes.</p> <p>(Paul Feven)</p> <p>7. Provide existing social housing specifically to people aged over 55.</p> <p><u>Completed (Green)</u> – At Cabinet on 18th December 2008, Cabinet agreed to designate certain blocks of flats in Hillingdon to be let only to people aged 55 years of age or older.</p> <p>8. Develop new high quality housing for older people as part of the Council's pipelines sites project.</p> <p><u>On going (Green)</u> – this is a core element of the council's Housing Revenue Account Pipeline Sites programme. Following a meeting with the Affordable Housing Policy Group in January 09, officers are investigating the feasibility of a joint venture partnership with developers and financial institutions. (Paul Feven)</p>	
7 Learning	Helen Vincent	Older people	1. Older people are	1. By March 2009, target older people	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
and sharing skills	Jan Lynn David Holdstock	will learn new skills as well as sharing their wealth of experience with younger people.	helped to develop skills and knowledge to use the computer	<p>living in sheltered housing with information and advice about the support available to improve their computer skills</p> <p><u>Ongoing (Green)</u> – A number of initiatives are underway to promote the use of information technology for people living in sheltered housing.</p> <p>This includes:</p> <ul style="list-style-type: none"> • Posters within sheltered housing schemes will be used to remind tenants of available IT resources in their area. • All the information packs offered to new tenants have information on how to access IT resources. • Exploring options to install IT facilities in communal areas of sheltered housing schemes and thereby extend access to technology. Three schemes now have use of IT in the communal lounges and we will be expanding this to additional sites in partnership with Age Concern in the coming year • In the Spring 2009 edition of our bi-annual newsletter for tenants we will be informing our tenants about any new facilities and training which will be offered in partnership with Brunel and Age Concern. 	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>2. Ensure access to language classes for those who do not speak English.</p>	<p>2. Promote the support available to develop skills to make best use of the computer – an article in Hillingdon People by March 2009</p> <p><u>Completed (Green):</u> Article included in Jan/Feb edition of Hillingdon People, focussing on the whole offer of adult education classes, with the main focus on computer skills. (Emma Marsh)</p> <p>3. By March 2009 publish information about how people can access support and assistance to learn English</p> <p><u>Completed (Green):</u> information about accessing support and assistance reviewed and updated on the Council's website.</p> <p>(Emma Marsh)</p>	
8 Consulting	David	Older people	1. Supporting the	1. Continue to develop access to the	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
and informing	Holdstock Kevin Byrne	will have clear accurate and timely information	Older People's Assembly.	<p>Older Peoples Assembly through telephone conferencing and other methods.</p> <p><u>On track (Green)</u> – for each Assembly, 380 people in receipt of a service from the Meals Service receive a feedback form inviting comments and questions to be made to the Assembly for those people unable to attend. In addition, 80 care homes receive a feedback form for older people and / or their relatives to complete, to pass on requests, issues or comments to the Older Peoples Assembly.</p> <p>The Chairman for the Older Peoples Assembly is exploring with the FORCE group other possibilities and preferred methods to strengthen access to the Older Peoples Assembly. (John Morgan)</p> <p>Work has been done with FORCEe group members to improve the representative nature of the group and that it reflects the needs and wishes of older people. This has been accomplished by making sure that they are identified to Assembly attendees, who are provided with means of contacting them.</p> <p>An 'Enjoying retirement in Hillingdon' section of the Life Changes initiative for the Council website is being developed.</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>2. Supporting the Leader's Initiative.</p> <p>3. Supporting other forums that offer a direct voice to older people in the development of service planning and delivery.</p>	<p>Discussions are also taking place between FORCE and the Local Information Network for adult social care and health (LINK) as to how the latter can be used to capture the views and concerns of older people in care homes and to give them the opportunity to have their say at Assembly meetings. (Paul Feven)</p> <p>2. Collecting bids for consideration/ approval. <u>Completed (Green)</u> - Under the Leader's Initiative 2008-9, the high-profile burglar alarm scheme for older residents was launched and has been implemented (see 1.4a). Further bids from the voluntary sector, dining centres and residents have been approved by the Leader. (Kevin Byrne)</p> <p>3. Regular meetings with the Black Minority Ethnic Elders Forum prior to the older people's assemblies. <u>Ongoing (Green)</u> – the Chairman for the Older Peoples Assembly attended a meeting of the Black Minority Ethnic Elders Forum in November 2008 in preparation for the Older Peoples Assembly in December 2008.</p> <p><u>The February 2009 Black Minority Elders</u></p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>4. Making best use of Hillingdon People to inform and consult on matters which affect the daily lives of older people.</p> <p>5. Improve access to</p>	<p>Forum agreed that a Council officer should attend its meeting following each Assembly to provide a summary of what took place and also give members the opportunity to influence the agenda for the subsequent Assembly. (Paul Feven)</p> <p>4. Page in every issue dedicated to older people.</p> <p><u>Completed (Green)</u> - The older people's page was introduced in the September/October 08 edition of the magazine and was launched with a feature article on the older people's plan.</p> <p>The page was reviewed for the January/February 09 edition to include more information on what the council is doing for older people and provide details of new initiatives available to them e.g. funding for services through the Leader's Initiative, older people's assembly etc. (Emma Marsh)</p> <p>5. By March 2009:</p>	

Outcome	Lead Officer	Objective taken from the Plan	Action	Target 2008-2011	Links to other strategies
			<p>information particularly around consumer protection and community safety</p>	<p>- find out what best practice information is already available about key issues / concerns affecting older people. -actively provide older people with information about the advice, support and assistance available using a variety of different routes and databases.</p> <p><u>Completed (Green)</u> - article regarding bogus callers was included on the older people's page of the November/December edition of Hillingdon People and promoted at the Older Peoples Assembly in December 2008. (Emma Marsh)</p>	

Updated 11/05/09, Ver 7.3

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CHANGES TO THE HOUSING ALLOCATION POLICY

Cabinet Member	Councillor Philip Corthorne
Cabinet Portfolio	Social Services, Health and Housing
Officer Contact	Neil Stubbings & Beatrice Cingtho, Adult Social Care, Health and Housing
Papers with report	Appendix One: Housing Register Demand March 2009 Appendix Two: Lettings analysis during 2004/2007

HEADLINE INFORMATION

Purpose of report	This report is presented to Cabinet for approval of the changes required to the Council's housing allocation policy.
Contribution to our plans and strategies	The recommendations contribute to the council's priority of improving health; housing and social care for residents.
Financial Cost	None
Relevant Policy Overview Committee	Social Services, Health & Housing
Ward(s) affected	All

RECOMMENDATION

That Cabinet approve the following changes to the allocation policy:

1. Award additional priority to couples aged over 21 without children.
2. Award additional priority to those who have lived in the borough for a minimum of ten years continuously at the time of applying for re-housing.
3. Create a local lettings policy for ex-service personnel.
4. Allocate a fixed number of social housing units to the identified groups.
5. Designate additional blocks to those aged over 55.
6. Delegate authority to the Director of Adult Social Care, Health & Housing in conjunction with the Cabinet Member for Social Services, Health & Housing to review the properties designated as blocks for over 55s and amend the blocks so designated based on the principles agreed in the December 2008 report.

INFORMATION

Reasons for recommendation

1. One of the ways the Council can drive up aspirations and create a true borough of opportunity is through carefully thought out improvements to the Housing Allocations Scheme. The Council is proposing the three changes in order to encourage greater social responsibility within the community. As a result, officers have developed proposals to allocate a proportion of social housing to be targeted at specific client groups.

Alternative options considered

2. Not to approve the changes to the allocations policy as detailed within the body of the report.
3. To change some of the proposals detailed within the body of the report.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting Information

4. One of the ways the Council can drive up aspirations and create a true borough of opportunity is through carefully thought out improvements to the Housing Allocations Scheme. To help facilitate this, the Council is therefore proposing three changes to encourage greater social responsibility within the community.

5. However, in making any proposal, the council has a duty to ensure they remain within the legislative framework governing the allocation of housing within its area.

6. The Council receives many housing applications from people who want to be housed every year. However, there are not enough properties to meet demand and the council has a system for prioritising allocation of properties based on housing need known as the 'Housing Allocation policy'

7. Allocation of council accommodation is set within a legal framework contained within the Housing Act 1996 and subsequent amendments made by Homelessness Act 2002. In order to ensure compliance with these provisions the council must give reasonable preference to certain groups. Within our choice-based letting system this is achieved using Bands A to C. This means that the highest priority for housing is given to people with the most need. These groups include:

- People who are homeless
- People occupying unsanitary, overcrowded or otherwise unsatisfactory housing
- People who require supported accommodation, for example sheltered accommodation
- People who need to move for medical or welfare reasons and
- People requiring accommodation as part of a care plan.

8. Under the Housing Act 1996, councils are also able to give additional preference to people in the above categories that are considered to have more urgent housing needs.

9. In making any change to the policy, the main principles to be considered are that:

- It does not significantly impact upon those with reasonable preference (under the Hillingdon scheme those in Bands A - C).
- It does not significantly impact upon the allocation scheme as a whole.
- It does not impact adversely on any particular needs group or community e.g. people from BME communities.
- The reason for the revision can be justified.

10. A table showing levels of demand for housing is contained within Appendix One whilst an analysis of lettings is shown in Appendix Two.

Changes to the allocation system

11. The following paragraphs of the report set out proposals for the allocation of certain units of accommodation to the following groups:

- Couples over 21 without children.
- Households with local connection, and
- Ex-service personnel.

12. It is proposed that in order to implement a legally sustainable proposal, the changes require allocating a fixed number of social housing to the three identified groups. Couples over 21 without children and those with local connection will be awarded additional preference. In practice, this means an additional 12 months to their waiting time which will result in a higher priority, as the principle of the allocation policy is that no one should overtake another client in the same priority 'band' except through length of waiting time. Ex-service personnel will be given priority under a local lettings policy that enables local authorities to take into account local circumstances.

Their needs have been balanced against the demand and availability of social housing in the borough to ensure that the changes do not significantly impact upon the housing allocation scheme as a whole. The rationale for the fixed percentage of properties is set out below following advice from Counsel as being legally compliant and liable to successfully withstand a legal challenge.

13. The council allocates approximately 1000 properties per year. Targeting 10% of the total lettings towards the identified groups are considered reasonable as this would correlate to 100 reserved properties.

Ex-service personnel will be reserved 10 properties per year whilst further research is carried out to establish the current level of demand from these groups. The remaining 90 properties have been split proportionally between childless couples and those who meet the local connection criteria currently within bands A to C i.e. current level of determined housing need.

14. There are 29 childless couples accounting for **22.13%** of the remaining 90 properties, meaning a proportional lettings figure of **20** properties. There are 102 households meeting the ten-year local connection criteria who would account for **77.87%** of the cases, meaning a proportional lettings figure of the remaining **70** properties.

Table One: Summary of proposal

Identified groups	Demand	Fixed lettings
Childless couples	29	20
Local connection 10+ years	102	70
Ex service personnel	Unknown	10
Total		100

The detail of the proposal for each group follows below:

New quota for couples aged 21 without children

15. As councils are able to give additional preference to particular groups who fall within the reasonable preference groups, couples aged 21 without children would be given additional priority. There are currently 29 childless couples aged between 21 and 54 on the register (see Table Two below) and it is proposed that a fixed number of 20 one bedroom properties units each year be allocated to this group.

- As this group are already in Bands A-C, the proposal is legally compliant, as they will not be depriving other groups within the allocation scheme of units that might otherwise have been allocated to them.
- Each year one bedroom general needs properties available to let represents approximately 33% of total supply (330 out of 1000). A quota of 6% is considered sufficient such that it will not skew the allocations to others who have reasonable preference and the allocation scheme as a whole.
- The justification in relation to the amendment needs to be backed up by evidence, which shows that social housing allocated to childless couples aged over 21 may affect future behaviour. We have been unable to obtain any studies or research in this area to date. It is therefore proposed that it is implemented as a pilot for a year whilst such research is commissioned to provide the evidence base to show that allocating social housing to this group can increase aspirations and employability in young couples who can then break any dependency cycles of low aspirations or levels of achievement before having children. This may be required in case of a legal challenge.

Table Two – Demand from Childless couples aged 21 to 54

Demand from childless couples, aged 21 – 54 (Mar 09 snapshot)						
		0/1	2	3	4+	Totals
White (79%)*	All Bands	113	3	0	0	116
	Bands A - C only	17	2	0	0	19 (66%)
BME (19%)*	All Bands	71	0	0	0	71
	Bands A - C only	5	0	0	0	5 (17%)
Other (2%)*	All Bands	34	0	0	0	34
	Bands A - C only	3	0	0	0	3 (10%)
Unknown	All Bands	6	0	0	0	6
	Bands A - C only	2	0	0	0	2 (7%)
TOTALS	All Bands	224	3	0	0	227
	Bands A - C only	27	2	0	0	29

* From 2001 census

Households with local connection

16. Most prospective tenants of affordable rented housing in Hillingdon are on low incomes and are fairly long term residents, having established strong local links in an area in terms of family, schools, health and social networks. This has resulted in a creation of stable communities where people have meaningful long term attachments and one of the ways of encouraging this stability is by helping meet their housing need.

17. In determining relative priorities between applicants who fall within one of the reasonable preference categories (those in Bands A-C), it is proposed to introduce an additional preference for those who have lived in the London Borough of Hillingdon for ten years continuously at the time of applying for re-housing.

18. Having analysed the 102 households who would be awarded additional priority for local connection reasons, officers have ensured that this proposal does not discriminate against any ethnic group in relation to the population in the borough as indicated below.

Table Three – Waiting time on the register 10+ years

Waiting Times - 10+ years (Mar 09 snapshot)						
		0/1	2	3	4+	Totals
White (79%*)	All Bands	77	27	29	16	149
	Bands A - C only	19	11	19	14	63 (61.8%)
BME (19%*)	All Bands	10	12	12	18	52
	Bands A - C only	2	4	7	17	30 (29.4%)
Other (2%*)	All Bands	3	2	7	1	13
	Bands A - C only	2	1	5	3	9 (8.8%)
Unknown	All Bands	0	0	0	0	0
	Bands A - C only	0	0	0	0	0
TOTALS		90	41	48	35	214
TOTALS		23	16	31	32	102

* From 2001 census

Ex-Service personnel

19. It is proposed to introduce a local lettings policy for ex-service personnel. The objective of this scheme is to:

- improve the long term life chances of ex-service personnel households
- remove barriers to accessing social housing

20. Current homeless legislation recognises that some ex-service personnel are vulnerable and therefore entitled to housing assistance. However, vulnerability could be due to the circumstances under which they are discharged, age, disability, income or other post traumatic stress. Legislation has also been recently amended to address issues of intentionality and local connection such that when ex-service personnel vacate their quarters as a result of giving notice to leave the service, they are not considered to have made themselves intentionally homeless. In addition, the local connection requirement was abolished in July 2008 enabling ex service personnel to establish connection in an area in the same way as a civilian for housing purposes. Therefore under the homelessness legislation, barriers to social housing access for ex-service personnel have been addressed.

21. However, the Council recognises that there are other circumstances where access to alternative accommodation may be necessary without the immediate threat of homelessness or clear vulnerability. Under current Housing Allocation policy, priority in joining the housing register is not given to ex service personnel as a group but on an individual case basis, similar to other applicants. As the Armed Forces personnel are usually provided with housing during service, this can be problematic for those wishing to apply for social housing while awaiting discharge. For example, it can take up to two year for those awaiting medical discharge and yet during this period they are still considered as employed, therefore making alternative living arrangements during the process difficult.

22. In accordance with Section 167(2E), Councils are able to allocate accommodation to people of a particular description whether or not they fall within the statutory reasonable preference categories under a local lettings policy. It is therefore proposed to give sympathetic consideration to the housing needs of ex-service personnel by awarding them 'Band C' priority as a specific group.

23. Where the Council operate local lettings policies, it will need to ensure that overall, reasonable preference for allocations is given to applicants in the reasonable preference categories. Therefore, in order to ensure that this secondary criteria does not dominate the 'allocation scheme' at the expense of the statutory preference categories, it is proposed a fixed number of 10 social housing units a year be set as outlined in Table One of this report.

Designating additional blocks to those aged over 55

24. On 8th December 2008, Cabinet approved the designation of 8 blocks as older person accommodation. Following further enquiry from a Councillor about another block in the Uxbridge Ward, officers have carried out another review of the whole borough. This is because there is no written policy covering this area and previous identification of such blocks was based on staff memory, custom and practice built up over the years before the implementation of choice based lettings system in 2002.

As a result, 4 additional blocks have been identified which are currently not sheltered housing but are predominantly occupied and considered by tenants as older persons' housing.

25. It is therefore recommended that the 4 additional blocks in Table Four below be designated for occupation by residents over the age of 55.

26. It also recommended that delegated authority is given to officers to take properties in and out of the scheme as changes occur. This will be based on the same principles that Cabinet approved before, whereby blocks will be excluded if there are significant numbers of:

- 2 bedroom properties
- existing leaseholders and
- existing households under 55 years of age

Table Four

Block	Total 1 bed units	Of which let to <55	Of which sold	Total supply available for re-lets
Rickard Close, West Drayton. Nos 16-26 even and 28-38 even	12	2	0	12
Greatfields Drive, Hillingdon. Nos 1-6 [8 flats] and Nos 30-35 [6 flats]	14	3	0	14
Churchfield Close Hayes	24	5	3	27
Peter Fagan House [1-28], Guinness Close, Hayes	25	3*	0	28
Total	75	13	3	81

* Block of 28 includes three 2 bed flats let to people with disabilities under 55 years.

Financial Implications

27. The Council could incur legal costs if a judicial review challenge of the proposals is successful.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

28. The recommendation has been balanced so that there is no significant adverse impact on any particular group of the community as well as other households in housing need. In addition, whilst particular groups are awarded additional priority, it does not significantly impact upon the housing allocation scheme as a whole.

Consultation Carried Out or Required

29. A copy of the draft proposed alteration was sent to every Registered Social Landlord in the borough and West London authorities. In addition, information was placed on the council's website, Locata website and one edition of the Locata magazine. The tenants currently living in the blocks proposed to be designated to those aged over 55 were advised of the changes by letter.

30. Comments received were generally supportive of the proposals but individuals did express some reservations as to whether they will benefit from the changes when implemented.

31. Responses were also received from Paradigm Association, Thames Valley Housing Association and Hammersmith & Fulham who were mainly in support of the changes but required further detail on the implementation of the proposals. The latter however, raised some

concerns on the local connection proposal citing a policy of the BNP in Barking and Dagenham and the connotations this may have if adopted.

CORPORATE IMPLICATIONS

Corporate Finance

32. A corporate finance officer has reviewed the report and the financial implications within it, and is satisfied that the financial implications properly reflect the risks associated within the proposed changes to the Council's housing allocation policy. .

Legal

33. "Section 167(1), Housing Act 1996 requires every local housing authority to have an allocation scheme for determining priorities, and as to the procedure to be followed, in allocating housing accommodation. By section 167(8) a local housing authority shall not allocate housing accommodation except in accordance with its allocation scheme.

34. Before making an alteration to its allocation scheme reflecting a major change of policy, a local housing authority is required by section 167(7) to send a copy of the proposed alteration to every registered social landlord with whom it has nomination arrangements and afford them a reasonable opportunity to comment on the proposals."

Corporate Property

N/A

Relevant Service Groups

N/A

BACKGROUND PAPERS

1. Current Housing Allocations Scheme – available on the council's website under Housing Services, Allocations policy <http://lbho.hillingdon.gov.uk/housing/index.php>

Appendix One – Housing register demand as at March 2009.

Demand as at March 2009 (snapshot)

			WHITE	BME	OTHER / UNKNOWN	TOTALS
*Hillingdon Borough		Number	192120	46642	4244	243006
		%	79.06%	19.19%	1.75%	
**Total Housing Register	All Bands	Number	4124	3281	1082	8,487
		%	48.6%	38.7%	12.7%	
	Bands A - C only	Number	1759	1401	486	3646
		%	48.2%	38.4%	13.4%	
**Homeless applicants	All Bands	Number	588	578	139	1305
		%	45.1%	44.3%	10.6%	
	Bands A - C only	Number	523	543	131	1197
		%	43.7%	45.4%	10.9%	
**Existing Council and Housing Association tenants wanting transfer	All Bands	Number	1051	470	153	1,674
		%	62.8%	28.1%	9.1%	
	Bands A - C only	Number	676	288	106	1068
		%	63.2%	26.9%	9.9%	
**First time applicants living in private sector or with family & friends	All Bands	Number	2485	2233	790	5508
		%	45.1%	40.5%	14.4%	
	Bands A - C only	Number	560	570	251	1381
		%	40.6%	41.2%	18.2%	

Source:

* - 2001 census

** - Housing register demand

Appendix Two – Lettings analysis for all lets excluding sheltered units April 2004 to March 2007.

Lettings Analysis - Apr 2004 - Mar 2007 ("SUPPLY")

(EXCLUDING SHELTERED LETS)

	All Age Groups						
	With Children	Childless Singles	Childless Couples	TOTAL	% with children	% Childless Singles	% Childless Couples
All Bands	1465	1378	132	2975	49.24%	46.32%	4.44%
Bedsits	0	376	0	376	0.53%	99.47%	0.00%
1 Beds	4	888	96	988	0.40%	89.88%	9.72%
2+ Beds	1459	116	36	1611	90.56%	7.20%	2.23%
Band A	156	183	29	368	42.39%	49.73%	7.88%
Bedsits	0	60	0	60	0.00%	100.00%	0.00%
1 Beds	0	112	21	133	0.00%	84.21%	15.79%
2+ Beds	156	11	8	175	89.14%	6.29%	4.57%
Band B	378	591	19	988	38.26%	59.82%	1.92%
Bedsits	0	93	0	93	0.00%	100.00%	0.00%
1 Beds	1	476	8	485	0.21%	98.14%	1.65%
2+ Beds	377	22	11	410	91.95%	5.37%	2.68%
Band C	882	500	64	1446	61.00%	34.58%	4.43%
Bedsits	0	171	0	171	1.17%	98.83%	0.00%
1 Beds	3	264	49	316	0.95%	83.54%	15.51%
2+ Beds	877	67	15	959	91.45%	6.99%	1.56%
Band D	49	104	20	173	28.32%	60.12%	11.56%
Bedsits	0	52	0	52	0.00%	100.00%	0.00%
1 Beds	0	36	18	54	0.00%	66.67%	33.33%
2+ Beds	49	16	2	67	73.13%	23.88%	2.99%

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GIFT FUNDING FOR PLANNING FUNCTIONS

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning and Transportation
Officer Contact	Stephen Timms / Jales Tippell, Planning & Community Services
Papers with report	None

HEADLINE INFORMATION

Purpose of report	This report considers the offer of a gift from VSM Estates (Vinci/St Modwen Properties plc) in accordance with the provisions of Section 93 of the Local Government Act 2003. The gift is to meet the Council's reasonable and justifiable costs associated with the discharge of its planning function, in the lead up to submission of a planning application for the RAF Uxbridge site. This will ensure appropriate resources are dedicated to the pre-application process consistent with the importance of this project to the borough. It is recommended that the gift be accepted.
Contribution to our plans and strategies	The recommendations will assist the planning process to help realise the objectives of the Sustainable Community Strategy and the adopted RAF Uxbridge Supplementary Planning Document.
Financial Cost	There are no costs arising from gift funding.
Relevant Policy Overview Committee	Residents' and Environmental Services
Ward(s) affected	Uxbridge North, Uxbridge South, Brunel and the wider area.

RECOMMENDATION

That Cabinet accepts the offer of a gift from VSM Estates in accordance with the provisions of Section 93 of the Local Government Act 2003.

INFORMATION

Reasons for recommendation

GVA Grimley, agents for VSM Estates, have advised officers that they intend to lodge a planning application for a residential led, mixed use scheme on the RAF Uxbridge site in the autumn of 2009. Prior to the submission of an application, there will be the need for on-going meetings, and the provision of consistent and timely advice as the masterplan evolves and the Environmental Impact Assessment is undertaken, along with other associated work.

It is considered essential to have a dedicated officer for the project, and additional resources are needed to support that function. It is therefore considered appropriate that the Council should accept an offer of a gift to meet the reasonable and justifiable costs of carrying out these planning functions.

Alternative options considered / risk management

- I. Refuse the gift from VSM. This would not be in the best interests of the London Borough of Hillingdon.
- II. Request changes to the proposed gift from VSM. It is not considered that it would be appropriate to seek to increase the amount of or scope of gift funding beyond what is legitimately required to cover the Council's costs in providing the planning function. It is also likely to be resisted by VSM.

Comments of Policy Overview Committee(s)

The Residents and Environmental Services Policy Overview Committee have not commented on the report.

Supporting Information

RAF Uxbridge

1. RAF Uxbridge is a strategically important site immediately adjacent to the Uxbridge town centre. The site has an area of 44.6ha, making it one of the largest development sites in West London, with a number of important attributes such as Listed Buildings, Green Belt land and areas of ecological importance. The site also has the potential to yield up to 1,600 new homes, 35,000m² of commercial floor space and a range of community facilities, infrastructure improvements and other benefits. The site is currently occupied by the Ministry of Defence (MoD), but will be vacated and available for redevelopment as RAF operations are consolidated on the RAF Northolt site. Vinci-St Modwen (VSM) will be submitting the relevant planning application(s) for redevelopment of the site, and have advised that submission of a planning application should be anticipated in the autumn of 2009.
2. Given the significance of the site and its importance to the Uxbridge town centre and the Borough, planning guidance has been prepared to inform the planning process and decision making for the future of the site. The RAF Uxbridge Supplementary Planning Document was adopted in January 2009, with support from the community and key stakeholders. Whilst the SPD sets out the requirements for development of the site, there needs to be on-going engagement with key stakeholders to help realise the objectives and requirements set out in the SPD.
3. The pre-application process is an essential part of the planning system, as outlined in government guidance, such as Planning Policy Statement 1 - *Delivering Sustainable Development*, and the most recent DCLG Circular 03/09 – *Costs awards in Appeals and other Planning Procedures*. The Department of Communities and Local Government have also prepared guidance on this topic, to assist and encourage local authorities to pursue such initiatives, and this is detailed in *Implementing Planning Performance Agreements*, and there are a number of examples across the country where this approach has been used. The pre-application phase for this development will require the

commitment of significant resources exceeding that for most other projects in the borough. This will include project management, co-ordinating meetings, ensuring the provision of consistent and timely advice to key stakeholders, engaging the local community, and resolving complex issues as the masterplan evolves and the Environmental Impact Assessment is undertaken. It is essential that such issues are addressed through the pre-application process, rather than after submission.

4. In order to meet the reasonable and justifiable costs to Council, and to ensure dedicated resources are provided to ensure the best outcomes for the project, it is considered appropriate that the Council should accept an offer of a gift in the order of £30,000 from VSM. The gift funding that is received would be strictly ring-fenced to ensure that it is spent in accordance with the terms of the gift, and the planning functions associated with RAF Uxbridge.
5. Whilst the acceptance of a gift cannot in any way influence the outcome of the planning application, it can provide an adequate staffing resource to enable the development proposals to be afforded a higher level of priority than may otherwise be possible, particularly given the complexity and importance of this project. In this regard, a dedicated project officer would enable the resolution of issues and help realise the expectations of the Council through the planning process, to inform any planning application at the earliest possible stage, and also to provide a central contact for the community and key stakeholders.
6. The Council have recently accepted gift funding in relation to various planning delivery agreements, including the discharge of its functions in producing the RAF Uxbridge Supplementary Planning Document (SPD), providing detailed planning advice and processing applications for RAF West Ruislip, and dealing with airport related planning applications.
7. The alternative, to refuse the gift funding, would involve a series of chargeable pre-application meetings, which is not likely to achieve the same objectives. Pre-application fees would not cover the costs of a project officer for such a large scale, complex and strategically important development. In addition to this, the gift would facilitate the dedication of additional resources to provide an important customer service to the community, as the dedicated officer would take a proactive approach to engaging with the community and various key stakeholders, ensuring the best possible planning outcomes.
8. Cabinet is recommended to accept the gift funding of £30,000. If funding is not provided externally by VSM then these on-going costs will need to be met from existing Council resources.

Financial Implications

The offer of gift funding from VSM will cover the part time costs of an officer through the pre-application process as outlined above, and this will provide additional resources to the Council to enable it to carry out its statutory planning functions. The offer is more than might normally be expected through pre-application fees.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

In terms of service user outputs the gift offers the opportunity to provide a higher standard of service than may otherwise be possible. A dedicated project officer would be proactive in engaging with various stakeholders, a central point of contact for enquiries and add value to the overall process. The project officer would facilitate the sharing of information, coordinating responses from Council to VSM and other stakeholders and ensure a consistent approach to deliver the best outcomes for redevelopment of the site. Such an approach is consistent with the latest guidance from government, and is in the best interests of achieving Councils objectives, as set out in the Sustainable Community Strategy. The gift offer is likely to finish with the submission of a planning application.

Consultation Carried Out or Required

None

CORPORATE IMPLICATIONS

Corporate Finance

The financial implications above properly reflect the direct resource implications for the planning service. The gift proposed now is additional to the gift from VSM accepted by Cabinet in June 2007 to fund the costs of preparing the RAF Uxbridge Supplementary Planning Document. There are no wider implications for the Council's resources as a whole.

Corporate Procurement

Not applicable.

Legal

Section 93 of the Local Government Act 2003 provides a general power to local authorities to charge for discretionary services. Discretionary Services are those services that an authority has the power, but is not obliged, to provide. Through the power to recover via a charge the costs to an authority of providing a service, the government aims to encourage authorities to provide more wide ranging and new and innovative services for their communities. The Council may utilise this power if:

- the Council already has the power to provide the service, but is not mandated or has a duty to provide;
- the recipient of the discretionary service has agreed to its provision and to pay for it;

Charges may be set differentially, so that different people are charged different amounts. The Council is not required to charge for discretionary services. They may provide them for free if they have the resources to do so. However, by virtue of Section 93 (4) there are limitations to the cost of recovery in that for "each kind of service" the income from charges for that service does not exceed the costs of provision. Each Council can decide the methodology they wish to adopt for assessing the costs.

In planning terms, the effect of the above legislation is that the Council can provide extensions to statutory services including a range of advisory services linked to planning and development control. These are not a statutory requirement, but can make an important contribution to the operation of the statutory services. The Council are entitled to receive income for provision of the discretionary services so long as it does not exceed the cost of providing the service.

To conform to government guidance the PPA ought to be negotiated by officers and properly formalised. In terms of member involvement, Members and officer should have regard to the helpful guidance on Members pre-application involvement set out in the Department of Communities and Local Government “Member Involvement in Planning Decisions”, published in January 2007.

Corporate Property

Not applicable.

Relevant Service Groups

No other service groups are directly impacted by the recommendation.

BACKGROUND PAPERS

- Planning Policy Statement 1 – Delivery Sustainable Development
- Department of Communities and Local Government Guidance Circular 03/09 – Costs awards in Appeals and other Planning Procedures.
- Department of Communities and Local Government Guidance - *Constructive talk - Investing in pre-application discussions*.
- Department of Communities and Local Government - Guidance Note on Implementing Planning Performance Agreements 2007.
- Department of Communities and Local Government “Member Involvement in Planning Decisions”, published in January 2007.

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FORMER NATIONAL AIR TRAFFIC SERVICES (NATS) SITE - DRAFT SUPPLEMENTARY PLANNING DOCUMENT

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning and Transportation
Officer Contact	Stephen Timms / Jales Tippell, Planning & Community Services
Papers with report	Former National Air Traffic Services (NATS) site – Draft Supplementary Planning Document; Sustainability Appraisal, circulated separately.

HEADLINE INFORMATION

Purpose of report	To seek Cabinet approval to undertake public consultation on the Former National Air Traffic Services (NATS) site draft Supplementary Planning Document (SPD).
Contribution to our plans and strategies	The Supplementary Planning Document (SPD), by setting the development framework for the former NATS site and surrounding area, will help contribute to the Council's priorities of improving health and wellbeing; creating strong and active communities; protecting and enhancing the environment; making Hillingdon safer; ensuring a thriving economy; and, improving aspiration through education and learning.
Financial Cost	Inland Homes have agreed in principle to contribute to the preparation of the SPD, including the costs associated with consultation and officer time. If the offer of a gift is not agreed, the consultation process would need to be contained within the existing planning budgets.
Relevant Policy Overview Committee	Residents' and Environmental Services
Ward(s) affected	The area covered by the SPD is located within the West Drayton ward, though any redevelopment of this large scale site may have implications for the wider area.

RECOMMENDATIONS

That the Cabinet:

1. Approves the Former National Air Traffic Services (NATS) site Draft Supplementary Planning Document (SPD) and the draft Sustainability Appraisal for consultation purposes;

- 2. Instructs officers to undertake a 6-week consultation exercise with interested groups and residents in the summer of 2009, and requests the Director of Planning and Community Services to report back on the responses to the consultation to a future meeting of the Cabinet.**
- 3. Grants delegated authority to the Director of Planning and Community Services to approve any minor amendments or corrections of a factual nature, as required, to the draft Supplementary Planning Document before it is formally placed on public exhibition.**

INFORMATION

Reasons for recommendation

The purpose of the Supplementary Planning Document (SPD) is to provide planning guidance for the future use and development of the former National Air Traffic Services (NATS) site, at Porters Way, West Drayton, along with the adjoining site owned by Council. The former NATS site has recently been acquired by Inland Homes, who intend to redevelop it. The Porters Way Supplementary Planning Document (SPD) 2005, which covers the site, is considered to be out of date, given the number of legislative and policy changes since 2005, and needs to be updated. The preparation of the revised draft SPD will encourage the engagement of the local community in the planning process. This then ensures that the Council can incorporate the comments and ideas from the community into a planning document that will become a material consideration in making planning decisions. The process also engages local residents early in the preparation of ideas and plans for the site, which is important to add value to any redevelopment, and the long term success of creating sustainable communities.

For these reasons, and the fact that the London Plan requires the preparation of planning guidance for sites of this size, it is considered necessary to update the SPD.

Alternative options considered / risk management

Not to proceed with updating the SPD. It is considered that this would restrict the Council's ability to influence redevelopment of the site and may affect the ability to achieve wider planning, community and sustainability goals.

The Cabinet may make revisions to the draft SPD prior to the public consultation. This is a valid option.

Comments of Policy Overview Committee(s)

None at this stage.

SUPPORTING INFORMATION

Introduction

1. The Council adopted planning guidance for the former RAF West Drayton/National Air Traffic Service (NATS) site at Porters way, West Drayton in December 2005. In January 2006, a public inquiry commenced to determine an appeal against the refusal of a scheme for 574 flats on the RAF West Drayton site. The Inspector considered the Council's Supplementary Planning Guidance but nevertheless allowed the appeal. There have been various changes to legislation,

planning policy and guidance since 2005, and taken together with the planning history and the pressures for redevelopment of the NATS site, it is considered that the SPD needs to be updated. The most recent legislation and policy guidance will need to be incorporated into the updated Supplementary Planning Document. Of particular relevance to this site is a change in the general approach to planning and decision-making in London, in particular when dealing with the issue of 'density'. The current Mayor of London expressed some concern about the previous decision-making process for schemes, in *The Proposals for the Mayors London Plan*, released 29 April 2009, which states that:

On too many occasions in the past the clamour to achieve the maximum permissible densities has been the overriding concern for many new developments, sometimes to the detriment of their surroundings, existing environments and local social infrastructure.

2. The Mayor expects that quality concerns will influence all development in London no matter the size. The Council is very keen to ensure that any future development on the NATS site and surroundings respect the local context and communities, and that opportunities to enhance the aesthetic appeal of the area, and infrastructure needs of the community are realised through appropriate redevelopment.
3. The statutory basis for the preparation of the SPD is London Plan Policy 3A.7 (Large Residential Developments) which states that "Boroughs should prepare planning frameworks for all large residential sites of 5 hectares or more, or that are capable of accommodating more than 500 dwellings."
4. The SPD has been prepared within the context of the Hillingdon Unitary Development Plan Saved Policies September 2007 and other agreed Council standards, regional and national guidance. It will be consistent with draft overarching Local Development Framework (LDF) documents and when adopted as a SPD, will be a material consideration in the assessment of any planning application. The SPD will also help to realise a number of Hillingdon's Sustainable Community Strategy objectives. Accompanying the draft SPD is the Sustainability Appraisal (SA) which evaluates the SPD and ensures it meets the government's wider objectives for sustainable development. This can be viewed as a separate document.
5. Due to the development pressures on this site, the SPD has been brought ahead of other relevant overarching draft Local Development Framework (LDF) documents.

Site background

6. The site is located on Porters Way, West Drayton, being approximately 800m east of West Drayton train station, and 1km from the West Drayton town centre. The site is located approximately 2.4km north of Heathrow Airport, and is in close proximity to Stockley Park, the M4, and other strategic routes. The site is bordered by the great western railway line to the north, Porters Way to the south, Mulberry Parade and residential buildings to the east, and residential areas of Kings Road, Hawthorne Crescent, and Holly Gardens to the west. Inland Homes have recently acquired the former NATS site, referred to as Area A in the draft SPD, which is 12.72ha in size. The council owns a parcel of land immediately adjacent to the NATS site, being 0.56ha in size and this is currently a mixed use three storey development of 12 shop units at ground floor with flats above, fronting Mulberry Parade.

Development framework

7. The SPD sets out specific requirements for the design approach to redevelopment of the site, and any applications will require a masterplan and design codes to ensure a holistic, design led approach to redeveloping the site. The main objective is to ensure a high quality development for the site that will further enhance the appearance and character of the area, whilst being sympathetic to the largely suburban low-density context. The draft SPD sets out requirements to minimise impacts on the existing traffic network, improve public transport facilities, and particularly to improve the pedestrian environment and facilities for cyclists. The draft SPD also contains details to ensure a high quality landscape scheme, retaining existing trees and vegetation of high quality. The provision of useable and aesthetically appealing areas of public open space, and significant improvements to existing recreation opportunities, particularly Stockley recreation ground on Mulberry Parade, is required by the draft SPD.

Requirements for specific uses

8. The SPD sets out a range of specific uses for the site, with an expectation for a mixed-use residential led scheme of high quality. It is likely that the site would yield a total of around 600-800 dwellings, with a mix of flats and houses, to satisfy the local housing needs. The draft SPD reflects the requirements of the London Plan, for 50% affordable housing on the site with a 70:30 ratio of social rented to intermediate. The provision of affordable housing will need to be appropriate to the context and specific local circumstances and needs. The draft SPD sets out detailed requirements and standards for housing, to comply with the council's Hillingdon Design and Accessibility Statement guidance, including dwelling standards, amenity space, and the like. There are requirements for detailed studies to determine the appropriate scale of any commercial development, to further improve the existing retail and employment opportunities in the immediate area, whilst ensuring there will be no adverse impact on the viability and vitality of the existing town centre, and especially the existing shops on Mulberry Parade. There will be requirements for community facilities to be provided. This will be addressed mostly through s106 contributions, however, the draft SPD also expects the provision of a doctors surgery on the site, and a nursery/pre-school facilities on the site.

Sustainable Development

9. The draft SPD considers the important environmental and sustainable development considerations on the site looking at the need for any planning application to be accompanied by a range of environmental studies, including an Environmental Impact Assessment (EIA). The draft SPD contains guidance to ensure that no adverse environmental impacts will result from the redevelopment, and that a number of very positive and innovative aspirations are achieved. Climate change is considered to be a key issue. The incorporation of sustainable urban drainage systems (SUDS) will be integral to the development, and landscaping requirements will be integral to the aesthetic appeal of the site, with a range of other benefits. Airport safeguarding will also need to be given due consideration through the planning process. Innovative waste management is a further requirement for the site.

Planning Obligations

10. There will be a range of facilities and infrastructure improvements necessary to ensure the development does not have any adverse impacts on the surrounding area. These will include, though are not limited to:

- Transport infrastructure, to be determined through further traffic assessments. Improvements to the local road network, pedestrian and cycle facilities are expected.
- Affordable Housing, with a particular emphasis for intermediate housing
- Education contributions to support the additional child population and provision of a nursery on the site
- Health, including investment to improve all health services, and the provision of a GP surgery on the site
- Open Space, including improvements to existing recreation facilities, and on-site provision of play space for children
- Public realm improvements to the site and surrounds, particularly the existing shops, and improved links to the West Drayton town centre
- Contribution and/or provision of training and employment opportunities including construction training
- Air quality, to ensure no adverse impacts arise from the development
- Environmental improvements, including protection and improvements to landscaping and trees.

Financial Implications

Inland Homes have agreed in principle to contribute to the preparation of the SPD, including the costs associated with consultation and officer time. If the offer of a gift is not agreed, the consultation process would need to be contained within the existing planning budgets.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The recommendation ensures continued community involvement in the planning process to redevelop the site, through the further refinement and improvements to the SPD as necessary, following consultation with the local community and key stakeholders. The adoption of the SPD will enhance the weight that can be attached to it as a material consideration in decision-making on any planning application.

The draft SPD has been prepared with consideration of existing planning policies which deal with issues associated with improving health and wellbeing; strong and active communities; protecting and enhancing the environment; making Hillingdon safer; a thriving economy and improving aspiration through education and learning.

Consultation Carried out or required

Public involvement through the preparation of the 2005 SPD has informed the preparation of this draft SPD. Advice from relevant service groups has also informed its preparation. Formal consultation on the draft SPD and supporting documents will be undertaken with other service groups and specialists within Council.

In accordance with Planning Policy Statement 12 and the Council's adopted Statement of Community Involvement, this updated draft SPD will be publicised and residents and other key stakeholders will be invited to comment. It is proposed that the consultation period will be for 6 weeks, and will involve various meetings, exhibition days, and other initiatives to seek to ensure that local residents, groups, statutory bodies and all other relevant agencies are involved and listened to by the Council.

It is intended that feedback from the consultation will inform the final supplementary planning document, which will be reported to Cabinet for adoption.

CORPORATE IMPLICATIONS

Corporate Finance

A corporate finance officer has reviewed the report and its financial implications, and is satisfied that the financial implications properly reflect the direct resource implications for the Planning & Community Services Group, and that there are no wider implications at this stage for the Council's resources as a whole.

Legal

There are two forms of local development documents: - supplementary planning documents and development plan documents. A supplementary planning document (SPD) is a statutory document, and the legal requirements in relation to its preparation and adoption as local development documents are prescribed by the Town and Country Planning (Local Development) (England) Regulations 2004 (the 2004 Regulations). An SPD must be produced in accordance with the 2004 Regulations

This report deals with the approval by Cabinet of the first step in the three main steps in the SPD procedure. The 2004 Regulations require that:

- a draft SPD is published and open to consultation for a period of not less than 4 weeks and not more than 6 weeks (regulation 17);
- the consultation responses and representations are considered by the local planning authority (regulation 18);
- the SPD is adopted by the local planning authority (regulation 19).

The council's constitution requires the Cabinet to collectively take key decisions to amend its policy framework.

Section 38 of the Planning and Compulsory Purchase Act 2004 places a duty on the local planning authority, and the Secretary of State to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.

An SPD does not form part of the development plan. However, the SPD will form part of the Local Development Framework, and it will be a material consideration for the determination of planning applications on the Former NATS site. The weight to that will be given to an SPD is a matter for the decision maker.

Relevant Service Groups

Corporate Property

The Head of Corporate Property does not raise any concerns with regard to the recommendations contained in this report.

BACKGROUND PAPERS

- Porters Way Planning Brief Supplementary Planning Document Dec 2005
- Porters Way Sustainability Appraisal, Dec 2005
- Planning Policy Statement 1: Sustainable development
- Supplement to PPS 1: Planning and Climate Change
- Planning Policy Statement 3: Housing
- Planning Policy Statement 6: Town Centres
- Planning Policy Statement 9: Biodiversity and Geological Conservation
- Planning Policy Guidance Note 13: Transport
- Planning Policy Guidance Note 15: Planning and the Historic Environment
- The London Plan (Consolidated with Alterations since 2004) 2008
- London Borough of Hillingdon – Adopted Unitary Development Plan (adopted 1998) Saved Policies 27 September 2007
- SPD: Affordable Housing
- SPD: HDAS: Residential Layouts
- SPD: HDAS: Accessible Hillingdon
- SPG's: Noise (2002), Planning Obligations (2008), Air Quality (2002), Community Safety by Design (2004)

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Former National Air Traffic Services
(NATS) site
Supplementary Planning Document
Draft for Consultation



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1 Introduction

The purpose of the Supplementary Planning Document

1.1 The purpose of the Supplementary Planning Document (SPD) is to provide planning guidance for the future use and development of the land illustrated on Map 2, being the former RAF West Drayton/National Air Traffic Control (NATS) site, along with the adjoining Council owned land and consideration of the wider area. The SPD will provide guidance on the extent and form of development that may be considered acceptable, and the desirable uses for the site. The SPD process encourages the engagement of the local community in the planning process. This then ensures that the Council can incorporate the comments and ideas from the community into a planning document that will become a material consideration in making planning decisions. The process also engages local residents early in the preparation of ideas and plans for the site, which is important to add value to any redevelopment, and the long term success of creating sustainable communities.

Policy Rationale

1.2 The statutory basis for the preparation of the SPD is London Plan Policy 3A.7 (Large Residential Developments) which states that:

“Boroughs should prepare planning frameworks for all large residential sites of 5 hectares or more, or that are capable of accommodating more than 500 dwellings. The planning frameworks should be prepared in consultation with local communities and other key stakeholders.”

1.3 The NATS site available for redevelopment has an area of 12.72ha, and the proposal is envisaged to include more than 500 dwellings.

1.4 The Council adopted an SPD for Porters Way in 2005, which covers the NATS site. It is considered essential to update and refine the SPD in accordance with the most recent legislation and policy advice, and to ensure relevant stakeholders are engaged in the process, particularly the GLA, other authorities and the local residents.

1.5 There have been various changes to legislation, planning policy and guidance since 2005, and this will need to be incorporated into the updated Supplementary Planning Document. Of particular relevance to this site is the change in the general approach to planning and decision-making, as expressed by the Mayor of London. *The Proposals for the Mayors London Plan*, released 29 April 2009, state that:

On too many occasions in the past the clamour to achieve the maximum permissible densities has been the overriding concern for many new developments, sometimes to the detriment of their surroundings, existing environments and local social infrastructure.

1.6 The Mayor expects that quality concerns will influence all development in London no matter the size. Due to the development pressures on the site, the Council is proposing to update the Porters Way Planning Brief of 2005, and intend to engage the community through consultation on the draft Supplementary Planning Document.

1.7 The SPD has been prepared within the context of the Hillingdon Unitary Development Plan Saved Policies September 2007 and other agreed Council standards, along with regional and national guidance. In due course it will comply with Local Development Framework (LDF) requirements by being adopted as a Supplementary Planning Document, providing supplementary planning guidance held to be a material consideration in the assessment of any planning application. The SPD will also help to realise a number of objectives of Hillingdon's Sustainable Community Strategy.

1.8 Due to the development pressures on this site, the SPD has been brought ahead of other relevant overarching draft Local Development Framework (LDF) documents.

The components of the SPD

1.9 This draft SPD is intended to update the guidance in accordance with the latest legislative changes, policy advice and planning guidance. The SPD comprises:

- The Supplementary Planning Document which is to provide planning guidance for the site.
- The Sustainability Appraisal (SA) which evaluates the SPD and ensures it meets the government's wider objectives for sustainable development. This can be viewed as a separate document.

The consultation process

1.10 In accordance with relevant legislative guidance, early public involvement was sought through a consultation programme on the previous planning documents in 1994 and again in 2005. In accordance with PPS 12, the updated SPD will again be subject to community consultation, and a process of engaging the community to ensure their expectations are expressed in the planning document. This will ensure that the local community have a say in the type and form of development that occurs on the site, to inform the planning process, with regard to the determination of any relevant planning applications.

2 Site Background

Site history

2.1 The National Air Traffic Control site (Area A on map 2) and the adjoining former RAF West Drayton land to its west, have been used for some considerable time by the military authorities but were expanded significantly in the 1960s when it was decided to merge the functions of the Air Ministry and the Ministry of Aviation to create the Joint Control Centre on the site. Known as the Southern Area Traffic Control Centre, it allowed military flights over the UK to be monitored as well as all civil flights across the south east of England and was created in response to the major increase in air traffic.

2.2 Barrack accommodation, administration buildings and ancillary staff facilities were also constructed in the early 1960s to service the military functions of the site and these were located in the south west corner of the site. These former RAF station barracks are currently being redeveloped by St Georges/Notting Hill Housing Trust for residential flats. The built form and usage of the RAF site at West Drayton have been subject to numerous changes and alterations over the intervening 40 years as the needs and objectives of the operating authorities have changed.

2.3 The former RAF West Drayton was host to a military Air Traffic Control (ATC) centre co-located with the civil London Area and Terminal Control Centre (LATCC). London Air Traffic Control Centre opened at West Drayton in 1966. The last ATC functions ended in January 2008.

2.4 The National Air Traffic Service (NATS) site at West Drayton used to control air traffic over south-east England and all traffic going in and out of London's airports, and housed the computer that provided information to West Drayton controllers, along with controllers at Swanwick for flights in the rest of England and Wales.

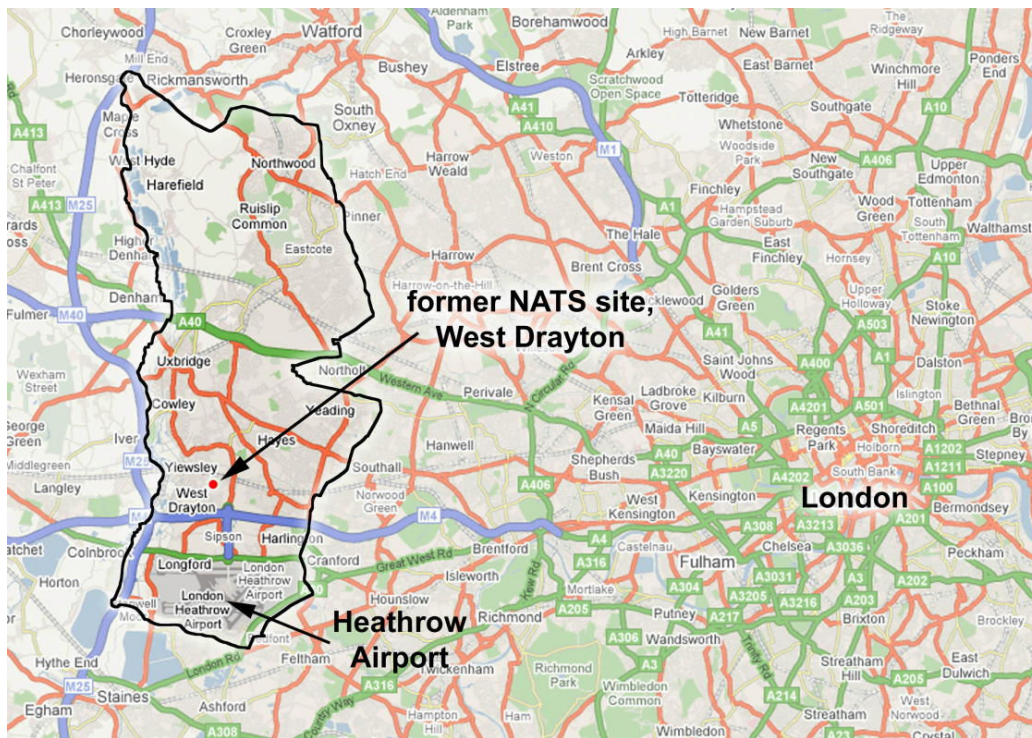
2.5 This site played an important role in the development of RADAR. The British were the first to fully exploit it as a defence against aircraft attack, and the war precipitated research to further develop this new technology and find better resolution, more portability and more features for radar. The post-war years have seen the use of radar in fields as diverse as air traffic control, weather monitoring, astrometry and road speed control.

2.6 The National Air Traffic Control Centre is separated from the St Georges/Notting Hill Housing Trust site by a 5m wide security zone. This zone has no legal status now that the site has been vacated by NATS.

Location

2.7 The site is located approximately 2.4km, north of Heathrow Airport, about 800 metres to the east of West Drayton Train Station, and about 1km east of the West Drayton Town Centre. The site has close proximity to the M25, M4, M40 and M3 motorways, and Stockley Business Park. It is situated just north of junction 4 of the M4 (Heathrow Airport spur) which intersects with the A408 (for Stockley Business Park), north for Uxbridge and it terminates south at Heathrow Airport itself. The nearby A3044 goes through Harmondsworth to the south. The site is served by Porters Way which links Station Road/Sipson Road (a Local Distributor Road) to the A408 Stockley Road (London Distributor) by means of Mulberry Parade and Lavender Rise.

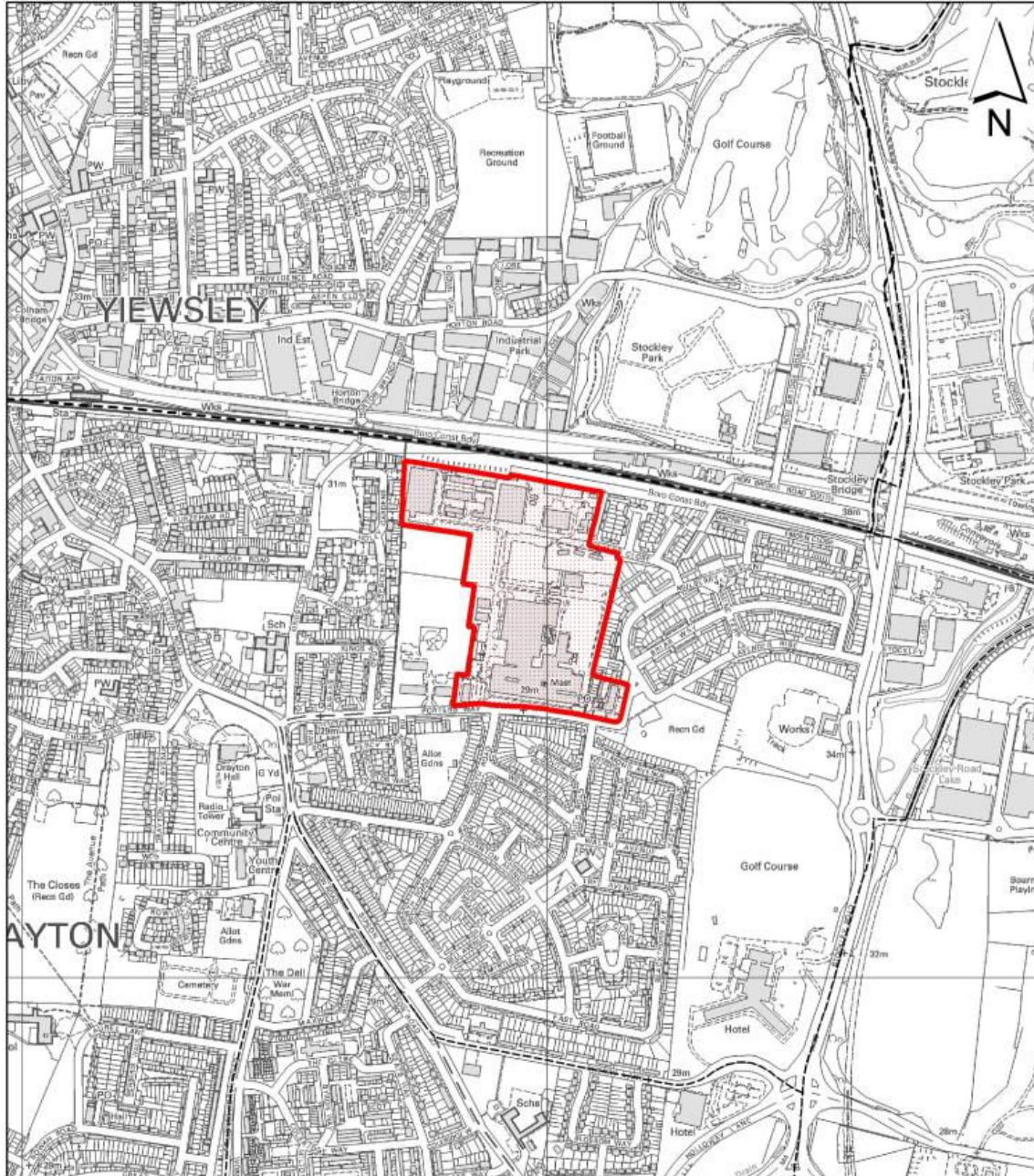
Map 1 London context



2.8 West Drayton railway station provides rail links on the First Great Western Link service from London Paddington to Reading and Bristol. West Drayton rail station will be one of the stops on the new cross-rail development, and if it comes to fruition it would be possible to travel to Central London and CanaryWharf and beyond, via a direct route that will substantially reduce travel times. The site has a PTAL (Public Transport Accessibility Level) score of 1a -1b which is low, and this takes account of current accessibility factors such as footpaths, train stations, bus stops and frequency of services. Whilst the physical distance to West Drayton station may be only around 800m, this is not a direct route and the pedestrian environment is relatively unattractive to potential users for various reasons.

2.9 The SPD covers the existing local shops on Council owned property, site B, and this incorporates twelve units of shops with flats above. Immediately opposite these shops is a public recreation ground and the surrounding area is predominantly medium-low density residential. The site falls within the 'western wedge' as identified in the London Plan, and is heavily influenced by Heathrow airport, in terms of economic activity, job opportunities and in many other ways with consideration of air quality, traffic and other implications. The site falls within the Heathrow Opportunity area and redevelopment needs to have special consideration to the surrounding environment, and particular reference to regeneration being pursued within the area.

Map 2 Site Location Plan



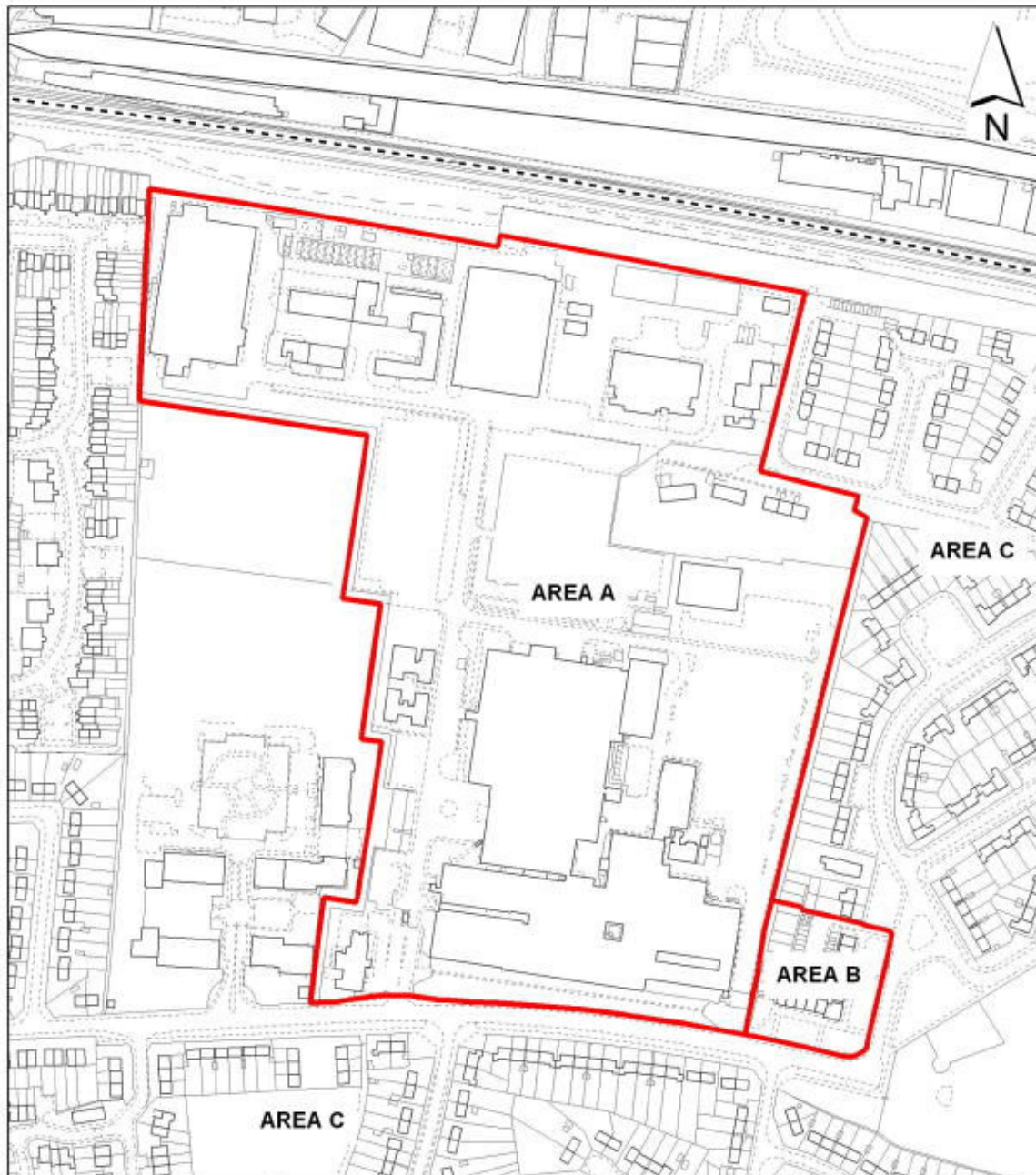
<p>Notes</p> <p>© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2009</p>	<p>Site Address</p> <p>Porters Way West Drayton</p>		<p>LONDON BOROUGH OF HILLINGDON Planning & Community Services Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Description</p> <p>Location Plan</p>	<p>scale</p> <p>1:10,000</p> <p>date</p> <p>May 2009</p>	


Description

2.10 For the purposes of this SPD, the site and its surrounds have been divided into 3 sub-areas, mostly for ease of reference and further consideration for development, and these are illustrated on Map 3 - Site Description:

- Area A: Land formerly occupied by National Air Traffic Services (NATS), including land designated as an Industrial and Business Area (IBA) in the adopted Hillingdon UDP. This site has been recently acquired by Inland Homes for redevelopment.
- Area B: Existing shops. This area is owned by the London Borough of Hillingdon and could be improved through appropriate redevelopment.
- Area C: The surrounding area, which is predominantly residential, this includes the former RAF West Drayton site that has been redeveloped by St Georges / Notting Hill Trust for 574 residential dwellings and associated infrastructure.

Map 3 Site Description



Notes	Site Address		LONDON BOROUGH OF HILLINGDON Planning & Community Services <small>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</small>
	Porters Way West Drayton		
<small>© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2009</small>	Description	scale	1:3,000
		date	May 2009
Site Location			

Characteristics

Area A :

2.11 Area A comprises 12.72 ha of previously developed land, and was previously occupied by National Air Traffic Services (NATS). The site has recently been acquired by Inland Homes for redevelopment. The site has historically been used for training purposes and as a flight control centre. It is intensively developed with purpose built utilitarian buildings including an electricity generating station to the north, extensive car parking and hardstand areas, and some incidental open space spread across the site. In total about 45% of the area is covered by buildings and another 20% by hardstanding areas. NATS have consolidated their sites, vacated the Porters Way site, and subsequently sold the site to Inland Homes. The only facility that remains on the site is the Air Cadet facility, which is sited in the northeast corner.

2.12 Area A is bordered by Porters Way and residential housing to the south, the former RAF West Drayton site to the west, now redeveloped for 574 flats, the Great Western Railway line running along an elevated embankment to the north, and a mix of bungalows, two and three storey houses and flats along Rutters Close and Mulberry Crescent to the east, with a shopping and flatted development adjoining the south eastern corner (Area B). The site is predominantly flat with a linear group of mature Horse Chestnut trees located on both sides of the entrance off Porters Way, and several mature trees located on the main part of the site. There is also a substantial belt of vegetation located alongside the Great Western Railway line, which is a valuable screen and buffer, and the vegetation on the site is an important feature. Site access is from Porters Way with minor access off Rutters Close.

Area B:

2.13 Area B covers 0.56 ha and is currently in Council ownership. It consists of a mixed-use, three storey development with twelve shop units at ground floor and flats above. The age and condition of the units are such that they would benefit from appropriate improvements, with scope to provide greater benefit to the local community. Proposals for improvements to the retail services available could be accommodated. Site access is from Mulberry Parade.

Area C :

2.14 Immediately to the west of the site is land being redeveloped by St George / Notting Hill Trust for 574 dwellings, and associated infrastructure. The remaining surrounding area is made up of some bungalows though predominantly two and three storey buildings of semi-detached houses and flats. The area is predominantly medium-low density and has a relatively open, suburban character.

Whilst the site is within close proximity to the West Drayton town centre, and geographically close to Stockley Park and Heathrow airport, the transport links, particularly pedestrian and cycle routes are relatively unattractive and would need to be improved to capitalise on the opportunities that redevelopment in this location presents.

2.15 The following facilities are provided in the surrounding area, with distances provided as a guide:

Within 400 metres

- Bus stop – U5 service (Porters Way)
- Sports Grounds (HollyGardens)
- Drayton Hall/ West Drayton Centre (Youth Centre)
- Local Shopping Facility (12 units- Chinese takeaway, photo studio, post office, hair salon, general store, newsagent, pharmacy, estate agent, gift shop.

Within 800 metres

- West Drayton Library
- Police Station (Sipson Road)
- WestDraytonPrimary School
- Churches
- Recreation Ground and Private Golf Course
- Public House

Over 800 metres

- West Drayton Train Station
- WestDraytonTown Centre
- CherryLanePrimary School
- LongmeadPrimary School
- St Catherine’s Primary School
- Holiday Inn Hotel
- St Matthew’s Primary School
- StockleyAcademy
- HarlingtonSecondary School
- HayesManorSecondary School
- 5 Doctors Surgeries
- Yiewsley Pool
- Yiewsley Library
- Heathrow Airport

Map 4 Aerial Photo



Notes	Site Address		LONDON BOROUGH OF HILLINGDON Planning & Community Services <small>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</small>
	Porters Way West Drayton		
 Cities Revealed © aerial photography copyright The Geoinformation © Group, 2007	Description	scale	1:3,000
		Aerial Photo	date
			

Planning history

2.16 The RAF site to the west of the former National Air Traffic Services (NATS) site was declared surplus to requirements by the Ministry of Defence, and in 1994 detailed planning permission was sought for residential development. There have been two further detailed applications for planning permission for residential development of this site, submitted in 2004 and 2005 as detailed below. With regard to the National Air Traffic Services site (Area A) there have been no recent relevant applications. With regard to Mulberry Parade, the shops and maisonettes were constructed in the 1950's and planning permission has been granted for the change of use of three units over the past five years from A1 (shops) uses to primarily A2 (financial and professional services) uses.

2.17 The planning application submitted in 1995 regarding the RAF site to the west of the NATS site related to 183 dwellings (incorporating 61 flats and 122 houses). On 15 February 1996 the former Hayes & Harlington Planning Sub-Committee resolved to approve the scheme. However, the section 106 agreement was not completed and the planning permission not issued. On 19 March 1999 it was resolved to take no further action on the application.

2.18 At the meeting of the Central and South Planning Committee on 9 November 2004 planning permission was refused (Ref. 5107/APP/2004/2179) for the erection of a residential development of 624 dwellings and associated infrastructure and facilities.

2.19 At the meeting of the Central and South Planning Committee on 14 April 2005 planning permission was refused (Ref. 5107/APP/2005/290) for the erection of a residential development of 594 dwellings, and associated infrastructure.

2.20 At the meeting of the Central and South Planning Committee on the 25 October 2005, planning permission was refused (Ref. 5107/APP/2005/2082) for the erection of a residential development of 574 dwellings, community and management suite, community police facility, open space, play areas, landscaping, new access to Porters Way and associated car, cycle and motor cycle parking on the site, for reasons relating to over-development, impact on character of the area, insufficient car parking, unsatisfactory housing mix and inability to create a balanced community on site.

2.21 An appeal was lodged against the decisions of 14th April 2005 and 25th October 2005, and the appeal was heard in January 2006. The Inquiry debated the merits of a 574 dwelling proposal and the considerations of the Secretary of State were:

- whether the proposed density and design was appropriate for the site; and
- whether the proposed housing mix provides sufficient homes with 4 or more bedrooms

2.22 On the first point the Secretary of State agreed with the Inspector that the proposed development would be acceptable in terms of its density (100-150 dwellings per hectare) and scale, and its effect upon the character and appearance of the area. It should be remembered that the scheme was at a density of 127 units per hectare and 340 habitable rooms per hectare.

2.23 On the second, the Secretary of State agreed with the Inspector that the Mayor's SPG and GLA Housing Requirements Study set a useful regional background to local housing needs requirements and housing market studies. The Secretary of State agreed with the Inspector that little weight should be given to the housing mix contained in the Porters Way Planning Brief and Policy DC43 of the LDF Core Strategy. The Secretary of State agreed with the Inspector that the Hillingdon Housing Needs Survey 2005 provided the most up-to-date evidence of the need for homes with 4 or more bedrooms - about 4% of total need. The Secretary of State agreed with the Inspector's conclusions that the number of 4 or more bedroom homes offered by the appeal proposals would be acceptable.

2.24 The appeal was allowed on the 30th May 2006. Construction has since commenced on this site and the development is around 1/3rd occupied at present.

Relevant Planning Policies

2.25 The Porters Way Planning Brief was adopted as supplementary planning guidance in November 1994. It related to land to the west of the NATS site and included a small part (north-west corner) of Area A. It required a high quality residential scheme to reflect the area's general character, and retain utilities and trees of merit and allow for future expansion onto the eastern part of the larger site. The brief also sought the maximum feasible proportion of affordable housing; provision of a children's play area; provision of suitably located and usable public open spaces; provision of a community centre; provision of traffic lights at the Station Road/Porters Way junction; a comprehensive scheme of planting and landscaping as an integral part of and as an enhancing and complementary setting for any new development in relation of adjoining sites; and a contribution to local traffic calming measures.

2.26 The previous Porters Way Planning Brief of 1994 was replaced by the Porters Way Planning Brief, adopted December 2005. The brief was updated in line with prevailing legislation and was expanded to cover the NATS site and surrounding area in order to guide future development, particularly in response to development pressures to bring forward the RAF West Drayton site for housing.

However, as discussed previously, the SPD needs to be updated. There are a range of strategic policy documents, and local Council policies that have been prepared since 2005 that need to be reflected in any policy guidance for the site.

Key Strategic Policy Guidance

Planning Policy Statements and Guidance

2.27 The following are the key planning policy statements (PPS) and planning policy guidance, which influence the site proposals:

PPS 1 - Sustainable development states that sustainable development is the core principal underpinning planning and that planning should facilitate and promote sustainable and inclusive patterns of development.

Supplement to PPS 1 - Planning and Climate Change sets out how planning should mitigate against climate change through reducing greenhouse gas emissions, and also help in adapting to the already inevitable impacts of climate change. Tackling climate change is a key government priority for the planning system. Applications for planning permission will need to demonstrate how their proposals contribute to the government's ambitions and conform to planning guidance.

PPS3 - Housing outlines the Government's policy on housing with the key goal being to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. It sets out a number of key outcomes addressing quality and choice and the need for a mix of market and affordable housing.

PPS 4 - Industrial, Commercial Development and Small Firms sets out the Government's desired aims to promote economic development, subject to environmental and other considerations. It is likely that the current PPS4 will be superseded by the current draft PPS 4 prior to an application being determined for this site.

Draft PPS 4 – Planning for Sustainable Economic Development sets out the Government's priorities for how planning authorities should plan for economic development, whilst ensuring this is underpinned by sustainability objectives and robust evidence.

PPS6 - Town Centres states that the planning system has a key role in facilitating and promoting sustainable and inclusive patterns of development, including the creation of vital and viable town centres. The PPS promotes a plan led approach to direct development to existing town centres and to apply a sequential approach to site selection for town centre type uses.

Draft amendments to PPS 6 are expected to become a material consideration before any decisions are finalised on the development of this site. Draft PPS 6 amends the 'needs' test with a broader emphasis on economic, social and environmental impacts. An amended PPS 6 would be a material consideration for any planning application.

PPS9 - Biodiversity and Geological Conservation sets out the Government's planning policies on protection of biodiversity and geological conservation through the planning system. Amongst other matters, measures include the promotion of sustainable development by ensuring biological and geological diversity is conserved and, enhancement of biodiversity in green spaces and amongst developments.

PPS10 - Planning for Sustainable Waste Management requires more sustainable waste management, moving the management of waste up the 'waste hierarchy' of: Reduction; Re-use; Recycling and composting; Using waste as a source of energy; and, only disposing as a last resort.

PPG13 - Transport sets out the Government's objective to integrate planning and transport by promoting more sustainable transport choices, accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and reducing the need to travel, especially by car.

PPG15 - Planning and the Historic Environment sets out the Government's requirements for the protection of the historic environment as a key aspect of wider environmental responsibilities, and to be taken fully into account both in the formulation of local authorities' planning policies and in assessing planning applications.

PPG 16 - Archaeology and Planning gives guidance on how archaeological remains are to be preserved or recorded or both, and weight to be given to such considerations in planning for development and with regard to conditions placed on planning consents.

PPG 17 - Planning for Open space, Sport and Recreation sets out the government's priorities for the provision of open space and facilities and improving opportunities and accessibility for sport and recreation.

PPS 22 - Renewable energy outlines the considerations in planning for renewable energy production, and states that local authorities and developers should consider the opportunity for incorporating renewable energy projects in all new developments, particularly small scale schemes utilising solar, biomass, wind and Combined Heat and Power.

PPS 23 - Planning and Pollution Control outlines the requirement to consider potential impacts of development on the environment and human health from any development. This includes protecting the quality of air, water and land, and specific considerations for potentially contaminated land.

PPS 25 - Development and Flood Risk sets out the requirements to mitigate and adapt to the impacts of flooding, including as a result of climate change. The PPS includes requirements for a sequential approach to site selection for new development and the need to limit development in areas vulnerable to flooding, and gives specific guidance on preparing a flood risk assessment.

The London Plan (Consolidated with Alterations since 2004) 2008

2.28 The London Plan themes of strong, diverse long-term growth, socially inclusive and sustainable development are reflected in the proposals for the redevelopment of the site. Any development proposals will be expected to comply with all policies of the London Plan, and including specific policies within this SPD, does not exclude the wide range of relevant London Plan policies that need to be considered, however the following key policies are relevant to the redevelopment of this site:

Policy 5F.1 – The strategic priorities for West London - The site falls within the ‘western wedge’ regional co-ordination corridor, where there is significant influence from Heathrow airport and the need for a co-ordinated approach between Councils and stakeholders in this area.

Policy 4B.8 - Respect Context and Communities – states that the Mayor and Boroughs should work with local communities to recognise and manage local distinctiveness. Engaging local communities in the development process will help ensure that new buildings and spaces are welcomed and respected by local people, as well as integrated with local built form.

Policy 3A.3 (Maximising the potential of sites) states that Boroughs should ensure that development proposals achieve the maximum intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. It identifies that the Mayor will refuse permission for strategic referrals that, taking into account context and potential transport capacity, under-use the potential of the site.

Policy 3A.7 (Large residential developments) establishes the requirement to prepare planning frameworks for large residential developments.

Policy 3A.10 (Negotiating affordable housing in individual private residential and mixed use schemes) requires Boroughs to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, the need to encourage rather than restrain residential development and the individual circumstances of the site.

Policy 3C.2 (Matching development to transport capacity) states that proposals should be considered in terms of existing transport capacity, both at a corridor and local level. It outlines the requirement to ensure that development proposals are appropriately phased until it is known these transport requirements can be met. The cumulative impacts of development on transport requirements are required to be taken into account. Developments with significant transport implications should include a Transport Assessment and Travel Plan as part of planning applications.

Policy 3D.1 (Supporting town centres) states that Boroughs should enhance access to goods and services and strengthen the wider role of town centres. Amongst other matters listed it identifies to enhance the competitiveness and quality of retail and other consumer services in town centres, support a wide role for town centres as locations for leisure and cultural activities, as well as business and housing and their key role in developing a sense of place and identity for sustainable local communities and require the location of appropriate health, education and other public and community services in town centres.

Policy 4A.3 (Sustainable design and construction) encourages development to meet the highest standards of sustainable design and construction. This sets out a number of objectives and requires a statement on the potential implications of the development on sustainable design and construction principles, including energy.

Policy 4B.5 (Creating an inclusive environment) requires all future development to meet the highest standards of accessibility and inclusion and that the principles of inclusive design should be used in assessing planning applications and in drawing up master plans and area planning frameworks.

2.29 A number of other specific policies are relevant and these are identified throughout this SPD. Other GLA Strategies and supplementary planning guidance are likely to affect detailed proposals and should be referred to as part of the planning process.

2.30 In May 2009 the Mayor of London published “**A new plan for London - Proposals for the Mayor’s London Plan**” which sets out the key areas that he wants to address in revising the London Plan and other various planning strategies and guidance. Over the course of 2009 and beyond, a number of changes are expected to be made which will have implications for planning in London. In

planning for the future development of RAF West Drayton, developers and decision makers will need to consider the most up to date policy guidance, emerging SPGs and other guidance. It is anticipated that policies regarding affordable housing, outer London borough's, climate change, accessibility, open space and other issues will be amended, which may affect the redevelopment of this site, prior to any decision being reached on any planning applications. The assessment of any planning application will consider the most recent guidance from the Mayor of London and relevant legislation, to inform decision-making.

Key Local Planning Guidance

2.31 Development objectives for the site should be compatible with the key strategic documents, which include the emerging LDF Core strategy and the Community Strategy

Draft LDF Core Strategy Spatial Vision (March 2007):

2.32 *“By 2017 Hillingdon will be one of the most successful and sustainable boroughs in West London where the population will be proud to live. The Borough will be a leader in:*

- *tackling the causes of climate change*
- *protecting and enhancing the natural and historic environment, and*
- *developing facilities which will ensure the borough's diverse communities are more accessible, healthier, inclusive, economically prosperous and safer.”*

Sustainable Community Strategy (2008 –2018)

2.33 The Sustainable Community Strategy promotes the wider social, economic and environmental well being of Hillingdon as part of the achievement of sustainable development. It has three key components which underpin the strategy, and should form the objectives for development of this site:

People – “Planning Understanding and responding to the changing needs of our communities”.

Place – “Making Hillingdon a safe, attractive and sustainable place to live, work and learn”.

Prosperity – Prosperous individuals and prosperous communities.

2.34 The priorities of the strategy are:

- **Improving health and wellbeing** – Making Hillingdon a borough of excellent health, social care and housing, where all residents can enjoy fulfilling and happy lives
- **Strong and active communities** – A borough where communities are strong and cohesive, and local people have a real opportunity to take an active part in local life, leisure and culture
- **Protecting and enhancing the environment** – One of the greenest and most attractive boroughs in London, for current and future generations to enjoy
- **Making Hillingdon Safer** – A safe borough, where residents are able to benefit from a full range of local amenities without fear of becoming a victim of crime
- **A thriving economy** – Hillingdon will have a strong and vibrant economy, where prosperity and quality of life are high
- **Improving aspiration through education and learning** – Hillingdon will raise attainment by increasing aspiration, and ensure that all residents, young and old, have the skills to prosper in the job market of today and tomorrow.

2.35 Local planning guidance is set out in the Hillingdon UDP Saved Policies (and where relevant London Plan (2008) requirements). Relevant UDP policies are cross-referenced in the appropriate chapters. Other documents are listed below:

Borough wide	
Hillingdon UDP Saved Policies - September 2007	
Air Quality Management Plan	
Supplementary documents:	
SPD	Affordable Housing
SPD	Hillingdon Design and Accessibility Statements: Residential Layouts Hillingdon Design and Accessibility Statement: Accessible Hillingdon
SPG	Supplementary Planning Guidance - Noise (LBH 2004)
SPG	Supplementary Planning Document – Planning Obligations (LBH 2008)
SPG	Supplementary Planning Guidance - Air Quality (LBH 2002)
SPG	Supplementary Planning Guidance - Community Safety by Design (LBH 2004)

Policy PR 8 (RAF West Drayton)

2.36 Policy PR8 (RAF West Drayton) is a site-specific policy that relates only to the former RAF West Drayton site and is not applicable to the redevelopment of the former NATS site. The policy refers to an area of approximately 6.5 hectares at RAF West Drayton adjoining the railway line to the north, the London Air and Terminal Control Centre to the east and residential properties to the west. The MoD has disposed of the site. Due to the effect any industrial or warehousing redevelopment could have on residential amenity, the site is not considered suitable for industrial or warehousing redevelopment.

2.37 Policy PR8 is set out below:

PR8 - Residential Development of land at RAF West Drayton as delineated on the Proposals Map is acceptable in principle subject to the policies of this plan and should take into account:

- The need for planned comprehensive redevelopment of the whole site;
- The immediate road system and improvements to the highway network; and
- The relationship of every part of the site to the surrounding environs and to any aviation facility which remains operational.

2.38 Along with the fact that most of the PR8 site has been redeveloped, the three criteria listed above are considered to be addressed through the update of this draft SPD:

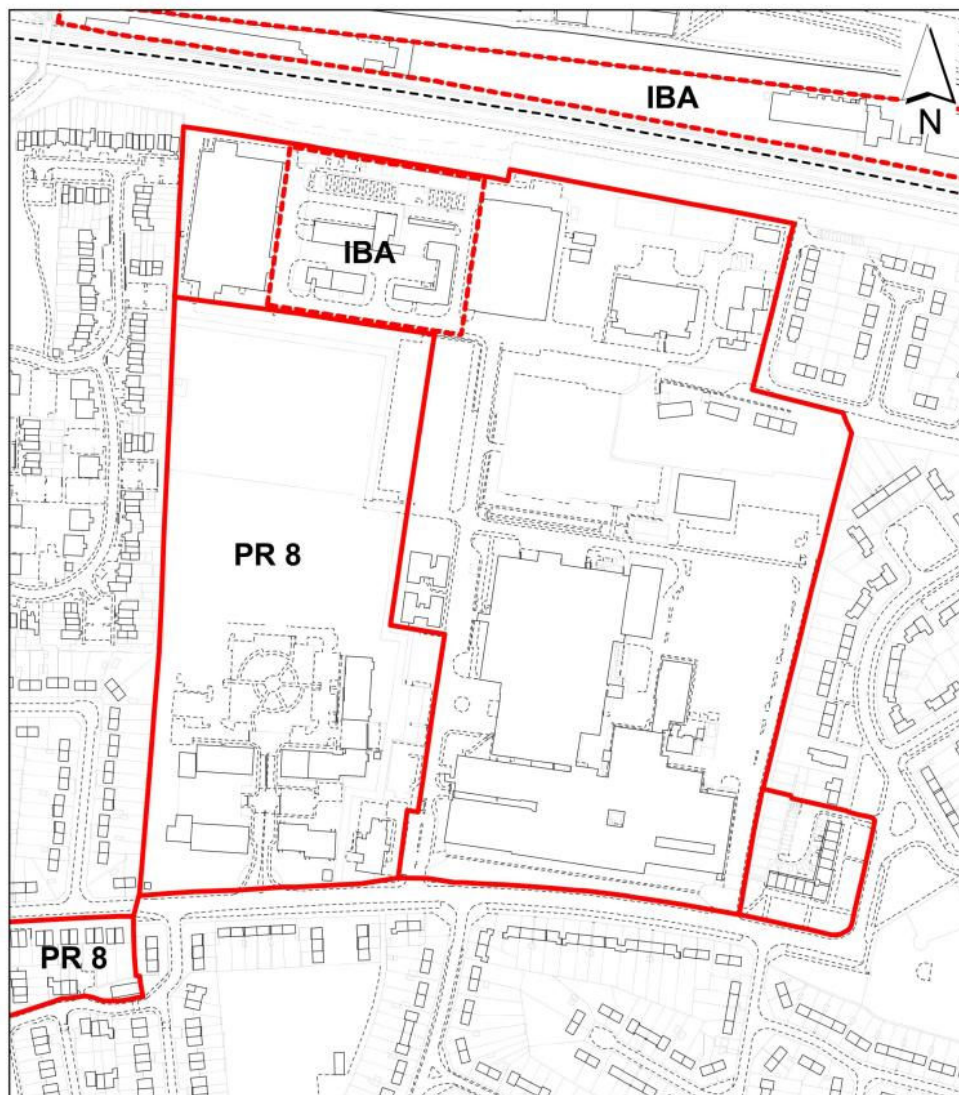
- The SPD provides the planning framework for redevelopment of the site, in a co-ordinated and comprehensive manner
- Development proposals will need to demonstrate that development will not adversely impact on the local traffic network, and that appropriate improvements will be made;
- The character, uses and surrounding developments have been considered in preparing this revision to the SPD. The NATS site is vacated and there are no requirements for aviation facilities on the site.


Industrial Business Area

2.39 Hillingdon has a designated series of Industrial Business Areas (IBAs) as the proposed location for new industrial development. A small parcel of IBA land is identified on Map 4 above, on the former NATS site, adjoining the railway line in the north-west corner of the site. In updating the LDF the Council intends to remove this designation, however, consideration of the Industrial nature and employment opportunities of this area will need to be considered. London Plan

Policy 3B.4 Industrial Locations, 3B.8 Creative Industries, 3B.10 Environmental Industries, will need to be considered, along with Hillingdon UDP Saved Policies LE1, LE2 and LE3.

Map 4 Hillingdon UDP Designations



Notes	Site Address		LONDON BOROUGH OF HILLINGDON Planning & Community Services Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111
	Porters Way West Drayton		
© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2009	Description	scale	 HILLINGDON LONDON
	Hillingdon Unitary Development Plan Proposals	date	

3 Development Framework

Development objectives

3.1 The objectives for the former National Air Traffic Control site are:

- i. To ensure development of the site is sustainable and can be accommodated without detriment to the local community and environment;
- ii. To ensure that good quality design of the built environment, open spaces and landscaping is central to the achievement of a self-sustaining high quality development, which makes the best use of previously developed land, having regard to the relatively poor accessibility of the site.
- iii. To maintain and improve the amenity of adjoining residents and those that live in the vicinity through careful design, appropriate scale, siting and orientation of any new buildings and activities;
- iv. To provide a high quality residential-led scheme that reflects the area's general character and reinforces the local distinctiveness by design;
- v. To provide of a mixture of other uses appropriate for a residential area, including small-scale employment generating uses, starter units, live/work units, small-scale retail units and education/ health/ police and community facilities;
- vi. To provide a comprehensive scheme of high quality landscaping as an integral part of any new development. The landscaping should augment the existing features; retain and utilise trees of merit; maintain, enhance and improve biodiversity interests across the whole site; and provide a high quality setting for any new development and improve the general landscape;
- vii. To provide a satisfactory level of usable private amenity space as well as children's play area(s) and suitably located and functional public open spaces;
- viii. To ensure provision of a safe and secure environment through well considered design and the application of community safety by design principles;
- ix. To enable the creation of a community focus to the area by high quality streetscape design and the enhancement of the local shopping parade incorporating complementary education/ health/ police/community facilities and public open space,
- x. To ensure that safe vehicular access is provided to and from the site and within the local vicinity by incorporating traffic and transport initiatives wherever necessary;
- xi. To maximise the use of public transport and other sustainable means of travel, including the promotion of cycling and pedestrian movements;
- xii. To improve pedestrian and cycle accessibility to and from the sites via improvements to localised routes, Such access to Area A from Rutters Close and traversing the site to Holly Gardens or Hawthorne Crescent and Porters

Way will enable improved access to public transport and local facilities and amenities.

- xiii. To provide safe and secure cycle parking facilities throughout the site in line with the Council's cycle parking standards and to meet the needs of users of the community facilities;
- xiv. To ensure the provision of sufficient car parking throughout the site in accordance with the Council's revised parking standards, including provision for disabled parking;
- xv. To improve and upgrade Area B as a focal point for local shops and facilities and to include supporting community facilities, as appropriate, on adjoining land in Area A to strengthen this focal point, as part of the integrated redevelopment of the site
- xvi. To develop an interface between the IBA land located across the railway line to the north and the northern boundary of the site by removing any on site IBA designations whilst allowing for small-scale workshops and light industry appropriate within a residential area (B1).
- xvii. To ensure compliance with the Council's Supplementary Planning Document Planning Obligations (2008).

Design Approach

3.2 The redevelopment of the former NATS site provides the opportunity to create an area that is exemplary in terms of sustainable and high quality design, contributing to the local distinctiveness and providing a community that people are proud to live and work in. This section establishes the design and development principles that will be applied to all development within the site to ensure that the quality, character and sustainability of the area are of the highest standard. It is based upon the following development and design objectives:

- A new physical framework that considers the site and adjoining land in a comprehensive manner, providing consistency across and within the site boundaries.
- A design and landscape strategy that incorporates a system of green open spaces and water features to create a robust green and blue framework for the site.
- A balance of land uses and level of development that contributes to economic, social and environmental objectives to improve the quality of life for people and respects the green and built context.
- A fully integrated layout with a high quality public realm designed in parallel with the built elements, to contribute to the local distinctiveness of the site and to create a strong sense of place
- A sympathetic integrated approach towards the linkage of the site with neighbouring areas and any area within the site itself.
- A sustainability driven approach to layout, orientation of buildings, functionality, adaptability, the use of natural building materials, recycling of materials and resourcefulness with water
- Contemporary, high quality architecture which provides for variation throughout the site and a strong local distinctiveness.

3.3 The Council places considerable emphasis on creating high quality design, as indicated by Hillingdon UDP saved policies and the adopted Hillingdon Design and Accessibility Statement. The Council will expect any application to be accompanied by a number of statements including a comprehensive design statement and open spaces/landscape design strategy and assessments that address sustainability, accessibility, sunlight and daylight, noise and vibration.

3.4 There are no heritage nor nature conservation designations that apply to the site. The existing buildings are not considered to be of either group or individual architectural or historic merit, either individually or as a group. An important quality of the NATS site is the numerous large and valuable trees, and some strategically located hedgerows. Policy BE38 seeks to ensure that new development retains and utilises existing landscape features of merit and provides new planting and landscaping, and that it should, as well as creating open spaces that are usable and of quality, enhance the landscape of the road frontage and

provide a high quality setting for any development. Although there are no nature conservation designations that apply to the sites, it is known that the redevelopment of the former RAF West Drayton site raised some issues about the value for nature conservation and supported slow worms, which are a protected species. New development should include measures to enhance the natural environment for biodiversity, in accordance with relevant regulations.

3.5 Policies BE13, BE19 and BE21 of the adopted UDP seek to ensure that new development will complement and improve the character and amenity of the area and harmonise with the existing street scene. Any proposed development should address the following issues:

- It should reflect the general scale and character of the neighbourhood including, height, scale, massing and density of surrounding built areas.
- It should retain and utilise trees and vegetation of merit and provide a hierarchy of public open space, semi-private and private amenity space, to create open spaces that are interesting and usable for different age groups and affording adequate privacy for residents.
- It should retain and provide memorable views, vistas and landmarks to create legibility and visual orientation.

Master Plan and Design Codes

3.6 A Master Plan is required to be submitted with the site proposals. Design Codes for the site reflecting the aspirations for the different parts of the site and the requirements in the SPD are required to be submitted with this. Future development will be required to comply with any approved Masterplan, Design Codes, and associated documents.

Site Analysis

3.7 A comprehensive site and context analysis should be undertaken and supplied in support of the site layout for the redevelopment. This should address natural and manmade landscape features, topography, landscape character areas, scale and character of open spaces, significant habitat, landscape elements and built elements, enclosures, open spaces, visual links and landmarks. The site analysis should include the built and green context of adjoining areas as necessary to provide comprehensive background information for the Master Plan.

Landscape and Open Spaces Strategy

3.8 A landscape and open spaces strategy should be developed for the site with a clear vision for the site as a whole, as well as the characters of individual places. The Landscape and Open Spaces Strategy is a key document and forms the basis for the final master plan. A green and blue (water) framework for the site should be developed at masterplaning stage in parallel with built areas.

The green framework should be developed in parallel with the accessibility/movement network. The green/blue grid, open spaces and movement network should be the basis for the final masterplan.

3.9 A full tree survey must be submitted with the planning application and should inform the landscape strategy. An analysis of the importance of trees (individuals and groups) is required in order to identify the opportunities and constraints the trees will have on site layout proposals.

Visual analysis

3.10 A visual analysis will be required as part of the site analysis, which should inform the Master Plan. This should include the image and perception of the area, an assessment of gaps and enclosure, strategic and local views, skylines, landmarks, gateways and thresholds, boundaries and barriers, legibility and aesthetic quality.

Urban form

3.11 In accordance with London Plan policy 4B.7 and PPS1, the aim should be to create a locally distinctive place and an inclusive one. Redevelopment of the site must integrate within the surrounding area in accordance with Saved Policies BE13 (harmonisation with street scene) BE20, (daylight and sunlight) and BE21 (impacts on residential amenity). The height, bulk and densities must be compatible with site characteristics, and the surroundings.

3.12 Attention to detail and high quality finish is sought, rather than reproductions of “high volume” schemes. The opportunity for the provision of different textures and materials as part of buildings and the wider urban environment could be considered. Incorporation of functional aspects of the scheme such as Sustainable Urban Drainage Systems is required to be integrated into the design for the site, and should be considered at masterplanning stage.

Public art

3.13 Provision for public art should be accommodated in any redevelopment proposals. The provision of public art should accord with the Council’s HDAS Public Realm document and Hillingdon Public Art Policy, which provides a wide definition of public art, including art works in the street scene, landscape art as well as innovative playgrounds. Public Art should be addressed in the Design Codes. The site’s history and context such as its historic associations with aviation should also be considered as part of any proposals.

Lighting

3.14 The Design Codes should address the opportunity to use innovative lighting to promote a sense of identity, illuminate key features and guide main pedestrian thoroughfares. Aviation safeguarding requirements may apply, and consultation with BAA safeguarding will be required.

Community safety

3.15 Guidance in the Hillingdon Secured by Design SPG, along with the UK Police “Secure by Design” design codes and ODPM guidance should be considered and public safety and security measures addressed. The “Secured by Design” standard must be incorporated into the design and layout of housing, and the site as a whole should achieve “secured by design” status. Early consultation with the Metropolitan Police Crime Prevention Design Advisor is required to inform the planning process and the development of any plans for the site. Public facilities such as schools and medical facilities should also consider these requirements. All car parks must meet the Safer Parking 'ParkMark' standards.

3.16 Public safety and surveillance must be considered at the earliest stage in the site design. From a public safety perspective permeability should be limited to logical and necessary routes. All pedestrian footways and alleys should be as direct and overlooked as possible. A CCTV system will be required and this may also be required for specific public facilities and entry points to them such as children’s playgrounds.

Accessibility

3.17 Any proposed development should incorporate the principles of accessible design as set out in the Hillingdon Design and Accessibility Statement – Accessible Hillingdon. It should also comply with London Plan policies 3A.5 and 4B.5. An Access Statement will be required to accompany the planning application as set out in the Hillingdon Design and Accessibility Statement – Accessible Hillingdon.

Layout and Urban Form

3.18 The vision for the site is to create a robust and clear framework of streets, green open areas and other public spaces with a strong identity that forms an attractive and safe environment for a mixed-use scheme of residential units, small scale employment and retail units integrated with community, health and leisure facilities. The scale, character and building design should work in tandem with the streetscape to create distinctive, useful and safe places. Street trees and landscaping materials shall be used in a creative way to achieve a legible and easily recognisable physical structure throughout the entire area.

3.19 The establishment of a home zone within the development would enable a safe integrated community to prosper and develop. Any development should interpret and transform the positive elements and principles of the existing context and then apply them to the development of a vibrant, high quality, suburban landscape that provides for a prosperous, healthy, safe and lively community.

3.20 Development should demonstrate connectivity through good urban design, with safe and easy access to local facilities. Services including health, educational or other community facilities, should be located to form a cluster in a highly accessible and prominent location on the Porters Way frontage, complimentary or as a replacement to the existing shops and services at Area B. There should be areas of public open space in close proximity to these local services and facilities. Planning obligations are likely to be required for environmental improvements and community safety, including improved public accessibility to local facilities.

Building Scale and Height

3.21 Apart from the recent development of 574 flats to the west, the character of the surrounding area consists largely of two storey buildings with the presence of some bungalows and three storey flats and town houses. A predominant height of two-storey development with some three-storey development would be considered suitable given the built context as this scale would protect the amenities of existing and future occupiers, and could be supported by the local transport network and other local infrastructure. Careful treatment of the development, against the western boundary, will be required, considering the scale and height of the buildings currently under construction there.

3.22 Any application for development above 15m in height will be referred to both NATS and BAA (Safeguarding) in accordance with safeguarding maps and directives. In determining appropriate scale and heights, the Council will also assess planning applications against the following Hillingdon UDP saved policies: Policy BE13 (Layout and appearance of new development), BE14 (Development of Sites in Isolation), BE18 (Design considerations – pedestrian security and safety), BE19 (New development within residential areas) BE20 (Daylight and Sunlight considerations), BE21 (Siting, bulk and proximity of new buildings), BE23 (External amenity space), BE24 (Design of new buildings), and BE38 (Trees and Landscaping).

Building Design and Character

3.23 A strong masterplan with a coherent blue and green framework, and well defined design codes, provides a robust context which will allow for a differentiation of design approaches and characters throughout the site. High quality design, natural materials and attention to details is expected for the

development as a whole. However, a contemporary, innovative design approach is encouraged, based on sustainability principles, historic traditions in the area and local distinctiveness. Pastiche or mock period design will not be accepted. Innovative uses of materials and textures is encouraged, as is the development of interesting but comprehensive colour schemes.

Public open space

3.24 The provision of quality open space is essential to ensure a high standard of development and meet the quality of life expectations of existing and future residents. Open space is essential for recreation, relaxation, aesthetic and other intrinsic reasons, and the treatment of new and existing areas of open space will be a high priority for the development of this site. The accessibility of open space, together with the overall layout of development proposals, must also play a role in the health and wellbeing of the community, with particular attention to address the problem of obesity.

3.25 London Plan policy 3D.11 requires the consideration of open space provision in planning documents, and Table 3D.1 of the London Plan provides a benchmark for the provision of open space. This will be a material consideration in assessing any planning application. The Hillingdon UDP saved policy R1 states that where residential development is proposed, satisfactory accessible amenity, recreational and play space is required (appropriate to the scale of the development) to meet accepted standards. The expected population for the proposed development should be ascertained at the time of the planning application (one reference may be the population table in the Council's Planning Obligations SPD) and a full assessment of the recreation needs will need to be provided by the developer. In considering open space provision and access for the new population on the site, reference should be made to the London Plan Open Space Strategies SPG in terms of distance to facilities. Guidance from Fields in Trust and Sport England will also need to be considered in assessing the needs of future and existing residents as a result of the redevelopment of this site.

3.26 It is considered that residential development of this scale will generate additional demand for sports facilities and physical activity, which should be addressed as an integral part of building sustainable communities. As such, due regard should be given to Sport England's Planning Policies for Sport (1999) containing planning policy objective 11: 'To promote the use of planning obligations as a way of securing the provision of new or enhanced places for sport and a contribution towards their future maintenance, to meet the needs arising from new development'. Adequate provision of sports facilities would be required as part of any proposed residential development.

3.27 The objective would be to ensure the provision of a complementary sports pitch/ active play / green open space development for the site, balanced between formal and informal, so as to provide a wide range of facilities for as large a cross section of the community as possible. The siting of these pitch/ sports facilities must have regard for the Council's SPG Community Safety by Design and offer safe access for all (i.e. not located on the area near the main road). A management plan for these spaces (including mandatory safety inspections) should be submitted to and approved by the local planning authority prior to implementation.

3.28 In defining the appropriate types and levels of such provision, it is critical that the role of existing facilities is not overlooked in favour of providing new facilities which could result in the duplication of provision that is wasteful of scarce resources and can breed resentment within those left to use rundown facilities while their new neighbours benefit from new ones. As such, new facilities should not be provided at the expense of funding existing facilities in this part of the Borough. An assessment of existing facilities in parks, open spaces and schools is required to examine the extent to which those facilities can be upgraded and used for both the occupants of any new housing within Porter's Way and those already living in the area. This should ensure a balanced provision of facilities, avoid duplication, and, more importantly, aid the creation of a sustainable community.

3.29 The Council and the local community have an expectation that the existing Stockley Recreation Ground on Mulberry Parade will be substantially improved to accommodate the new residents on the former NATS site, along with the St Georges development. Contributions from the developer towards the improvements of the existing recreation facilities will be expected, in accordance with Councils adopted Planning Obligations SPD.

3.30 In addition to the requirements of HDAS (Residential Layouts), compliance will be required with the Mayor's SPG on Providing for Children and Young People's Play and Informal Recreation, along with the most recent guidance from Fields in Trust and Sport England. The Hillingdon PCT should also be involved in the preparation of proposals, particularly where this can benefit the health and wellbeing of the community. Particular attention must be given to the opportunities to encourage children and young people to engage in physical activity, whether through formal or informal sports, provision of play space and areas for social interaction. The needs of other groups must also be considered, including the elderly and groups that may normally be excluded from such opportunities. Any new residential development should ensure that all groups of residents have good quality private amenity space and easy access to robust, usable open spaces of different scales.

Transport and Accessibility

3.31 Redevelopment of the site will result in demands for transport and accessibility. The additional movement of people and goods needs to be managed by increasing transport capacity in the area to mitigate any congestion that could arise as a result of the new development. Stimulating sustainable forms of travel between the site and the existing town centre and surrounding area, is important to create cultural vitality and stimulate economic activity, whilst offering improved accessibility and other opportunities for the new residents of the site, and the existing surrounding residents.

3.32 The opportunity exists to design a space that reduces carbon emissions from transport by prioritising the sustainable and active travel modes of walking, cycling and public transport, reducing the development's impact on climate change and meeting government targets. A focus on active travel has the dual purpose of promoting exercise and wellbeing as well as encouraging interaction in the community as people share well designed public spaces by foot and cycle. The development must also be accessible and welcoming to all people in the community, including those with disabilities, children and elderly and all passageways should be designed so people feel safe to move about.

3.33 It is essential that the travel wants and needs created by the development are thoroughly understood so that appropriate transport infrastructure and services can be designed on and off to site to facilitate access and mitigate congestion. It is accepted that some increases in private vehicle traffic on the public highway will be unavoidable, however the development should seek to balance this by prioritising and encouraging sustainable transport options through good design and travel planning. Any potential congestion on the public transport network arising as a result of the development is not acceptable and must be mitigated against by boosting capacity.

Transport Assessment and Travel Plan

3.34 In accordance with PPG 13, and the requirements of Transport for London (TfL), a Transport Assessment (TA) will be required with any planning application for the site. Any Transport Assessment will need to comply with TfL's Transport Assessment Best Practice Guidance, and should be developed in consultation with the Council, TfL and other stakeholders.

3.35 In tandem with the TA, a Framework Travel Plan will need to be developed in close consultation with the Council, TfL and other stakeholders, and in accordance with TfL's "Guidance for residential travel planning in London" and "Guidance for Workplace Travel Planning for Development". The framework travel plan must demonstrate a comprehensive understanding of the complex travel needs and patterns created by the different uses on the proposed

development within their geographical context. The travel needs of different users must also be investigated, including disabled people and the elderly and the plan should integrate with complimentary council strategies, for instance, combating childhood obesity and promoting social inclusion. The overarching purpose of the travel plan is to influence travel behaviour by encouraging the use of sustainable travel, primarily through design, infrastructure and service provision and secondly by a detailed and ongoing social marketing strategy.

3.36 The framework travel plan will be required at outline application stage. The framework plan establishes a set of guiding principles, sets policy and overall targets, and coordinates all travel planning activity across the site. As detailed planning applications are submitted for sections and uses on the site, full travel plans will be needed to comply with TfL guidance. A substantial bond will accompany the travel plan to be drawn upon in the event that targets are not met and mitigation measures employed by the developer in response to such a situation are inadequate.

3.37 In addition to the general principles raised above, a number of site specific issues have also been identified. In accordance with Saved Policies AM1, AM2, AM6, AM7, AM8, AM9 and AM10 of the Hillingdon UDP, the following issues have been listed to help inform the master planning of the site, and will need to be specifically addressed in a Transport Assessment and Travel Plan/s. These include, but are not limited to:

- Provision of a high quality pedestrian and cycle link connecting the site with West Drayton Town Centre, West Drayton Rail Station, and the surrounding areas, maximising key views and amenity for users along the way.
- Increased use of public transport, walking and cycling, with a realistic approach to car parking requirements in this Outer London location
- Reduced traffic speeds, improved road safety and personal security
- Consolidation of delivery and freight movements
- The objectives of the air quality management plan
- Reduce vehicle carbon emissions for the development as a whole through modal shift and reduction in on-site car parking and ownership where appropriate and achievable
- Consistency with the Local Implementation Plan
- Consistency with advice from TfL and relevant local and London wide policies

3.38 The incorporation of “homezone” concepts across the site, subject to secure by design considerations, will also be expected. This should include provisions such as shared pedestrian, cycle and vehicle space, restraint on car movement and restraints on car parking. Homezones are not merely shared road spaces but should be areas where pedestrians feel safe to stop and talk with neighbours and children can freely play as might occur on traditional footpaths – hence homezones are places of interest as well as movement and must be

designed accordingly. The nature of homezones also causes inherent problems for people with disabilities and evidence needs to be supplied that the requirements of disabled people have been considered in homezone design through consultation with local groups representing people with disabilities. The development should comply with the Institute of Highway Incorporated Engineers' (IHIE) *Home Zone Design Guidelines* published in 2002, along with *Home Zones - Challenging the future of our streets* from the Department for Transport. The following objectives from the IHIE guidelines are especially important:

- To reduce traffic speed to maximise the sense of safety for vulnerable road users such as pedestrians, cyclists, older people, children and people with disabilities,
- To incorporate appropriate measures to ensure there are limited risks and potential for conflict between cars and other users.
- To incorporate attractive paving, street furniture, lighting and planting to make the streets more attractive to users
- To consider SUDS and drainage in designing streets, to limit the use of kerb and guttering and other hard features and surfaces that can create barriers to mobility impaired people, children, cyclists and pedestrians
- To do everything possible, through design and other measures, to encourage walking and cycling within the home zone and adjacent area
- To increase surveillance, deterring casual crime
- To contribute to improving the quality of life of residents and visitors

Public transport requirements

3.39 In accordance with Saved Policy AM2, a review of the impact on local public transport from the new development will be required. This should establish the current baseline situation and assess the impact on it from the new population, workers and visitors to the site. An evaluation will be required to ascertain the requirements for improvement to facilities and/or services to support the redevelopment of the site.

3.40 Planning obligations may be sought in accordance with the Council's adopted Planning Obligations SPD toward public transport improvements. These are likely to be, though not limited to:

- Provision of new, and upgrades to existing, facilities such as bus shelters and bus stops
- Improvements to bus arrangements servicing the site
- Contributions or upgrades to public transport facilities at the Uxbridge underground and bus station
- Provision of bus stop/ bus standing facilities and driver facilities in the site
- Some form of bus priority measures

- Passenger information systems
- Improvements to transport interchanges as a result of the new population

Car parking requirements

3.41 Any proposals for the site should aim to reduce reliance on the private motor vehicle in accordance with national and London Plan policy guidance. Such an approach will need to be incorporated into the Transport Assessment and Travel Plan Framework, which will then inform the approach that should be taken to car parking controls and restraint across the site. Car parking for all uses should comply with Council's standards applicable at the time and in accordance with Saved Policies AM14, AM15 and AM16 of the Hillingdon UDP, and generally in accordance with the controls of the London Plan and objectives of PPG 13.

3.42 The design and layout of car parking will need to comply with the Council's adopted standards. Car parking in residential areas should be generally in accordance with the 'homezone' concept and will need to ensure facilities are the most visually and functionally appropriate given the needs and constraints of the site, and the other objectives in this SPD. The introduction of car clubs, facilities for electric cars and other initiatives will need to be investigated and will be expected unless proven to be unviable. Developers will be expected to enter in to early discussions with the Council, TfL, the Highways Agency and other relevant parties as part of the planning process.

3.43 However, whilst every endeavour must be made to incorporate improvements for pedestrians and cyclists, there must be a realistic assessment of the desire and need for people to drive cars, particularly in this outer London location, and the impact this may have on the local traffic network, and car parking in the local area. In developing plans for development of the site, the applicant would be expected to engage the local community, the local council, TfL and other stakeholders to address this issue.

Walking and Cycling

3.44 The Porters Way development is situated close to the London Cycle Network Plus (LCN+) No. 89 signed route. This route extends from the A4 Bath Road in the south of the borough (with links into Heathrow Airport) along Sipson Road to West Drayton and Yiewsley, and then onto Uxbridge where it joins other routes to provide links through to both the east and north of the borough. There is also a spur from the No. 89 cycle route that runs from the Porters Way junction along Kingston Lane, crossing the Grand Union Canal to continue up to Hillingdon Hill. This spur route links with the cycle path that runs along the Grand Union Canal, providing access close to West Drayton Main Line railway station. Any proposed development should include new cycle links to these existing cycle routes to

ensure that residents have adequate access to employment, retail, leisure, recreational, community and other services and facilities within the borough and the wider area.

3.45 The 'London Loop' walking trail follows the canalside between West Drayton station and the footbridge which crosses the railway lines, immediately to the west of the site. A public right of way exists immediately over the railway line which follows the canal, though there is a break of around 600m between the London Loop at this right of way, which is separated by industrial developments along the canalside. Opportunities to improve access to the 'London Loop', other rights of way, and pedestrian access to the town centre and other areas will need to be explored as part of the redevelopment of this site.

3.46 The site layout should provide legibility, distinctive identity and encourage opportunities for travel that are not reliant on the car. In particular pedestrian and cycle routes that provide direct access from the former NATS site to West Drayton Station, linking with Porters Way and Rutters Close need to be provided.

Applicants will also be required to provide further pedestrian and cycle facilities within the local area to ensure that the site is accessible to existing services and facilities and this may include pedestrian crossings and Safer Routes to Schools. Pedestrian and cycle routes should be clearly lit and signposted, delineated by appropriate surface treatment and overlooked by active building frontages. The provision of secure cycle parking will be required at all non-residential facilities. Residential cycle parking must be discreetly designed, covered and secure. The provision of high quality wayfinding facilities, linking important destinations on and off the site with public transport nodes, walking and cycling paths will be required. The developer needs to use 'Legible London' signing for wayfinding, if it is available, before the development is occupied.

Accessibility

3.47 The redevelopment of the site will need to demonstrate a commitment to making public transport and the pedestrian environment accessible to everyone, especially disabled people. London Plan Policy 4B.5 'creating an inclusive environment' and the Mayors SPG "Accessible London" provide detailed guidance which will inform the site layout and detailed considerations for any development. Further requirements detailed in the Hillingdon Design and Accessibility Statement SPD "Accessible Hillingdon" must be included as a key consideration in developing the site masterplan. The "Accessible Hillingdon" document will need to be reviewed in its entirety, however some of the key requirements are:

- Routes should be direct, well lit, and well sign posted. They should be level, with the gradient not exceeding 1 in 20. Where the gradient is steeper than 1 in 20 it should be designed as ramped access. Cross-falls should not exceed 1 in 50.

- All routes used by pedestrians should be at least 2m wide, to allow wheelchairs and pushchairs to pass, and should be significantly wider in areas of high pedestrian activity. Consideration of all street furniture will need to be demonstrated in the design of footpaths to allow an unobstructed easy flow of pedestrian traffic. Drainage gratings should be located off access routes.
- All street furniture will need to be located clear of pedestrian routes and clearly distinguishable from its background. Such additions will need to be given consideration at masterplan stage and detailed through planning applications.
- Level access is essential for the majority of wheelchair users. There should be dropped kerbs at junctions and designated crossing points with appropriate tactile paving. Developers will be expected to demonstrate that the avoidance of kerbs and other barriers has been investigated and incorporated where appropriate.
- Seats should be provided along pedestrian routes and where waiting is likely. There should be adjoining space for wheelchairs, pushchairs and other such users.
- 10% of all parking spaces shall be provided to mobility standards and must comply with the detailed design requirements as set out in the Disability Discrimination Act 1995 and Building Regulations BS8300: 2001. The design of all car parks including those for people with disabilities, must form an integral part of the design of the entire development, including safe and direct access to the residential units and must achieve “Secure by Design” standards and comply with the SPG on Community Safety by Design.

3.48 Other provisions of HDAS (Accessible Hillingdon) will be required at the planning application and reserved matters stages and as such must be satisfactorily addressed.

Construction Traffic Management

3.49 In accordance with Saved Policy AM2, a construction traffic management plan will be required to be provided prior to works commencing on site with the aim of minimising traffic impacts on and around the site, ultimately through limiting unnecessary vehicular movement if possible. The developer will be required to adhere to the construction management plan during the site development and construction phase. A construction management plan will be required to be developed with the Council, TfL, the Highways Agency and other key stakeholders.

3.50 A construction travel plan must be submitted and approved by the council before the development can commence. The construction travel plan will focus on means of access to the site for construction workers and other on-site

employees. The travel plan needs to encourage the use of sustainable transport to the development and include a cap for onsite parking during the construction phase of the development.

Crossrail

3.51 Network Rail are currently in the process of further developing all work packages for crossrail, and are undergoing extensive planning to organise the way in which the work will be delivered and when. The work must be planned taking into account a number of considerations including the running of services on the line, other renewal works and external consideration such as the Olympics. Network Rail expect to have developed a baseline programme in late 2010. Various track and platform works will be required at West Drayton station to accommodate Crossrail trains which will be 10 carriages long. Platform three will be extended eastwards by 65m. Platform four will be lengthened at the eastern end by 62 m. The curvature of the goods line behind platform four will be adjusted to allow for the provision of a new face to platform five. The eastbound goods line will be realigned and re-designated as the eastbound relief line. Overhead line equipment will be installed on all five tracks at the station. In addition the HortonBridge pedestrian footway to the west of the site will need to be rebuilt. Opportunities to co-ordinate this redevelopment with the construction of Crossrail need to be explored through the planning process.

4 Requirements for specific land uses

4.1 Those developments that are considered acceptable in principle on the site are detailed below:

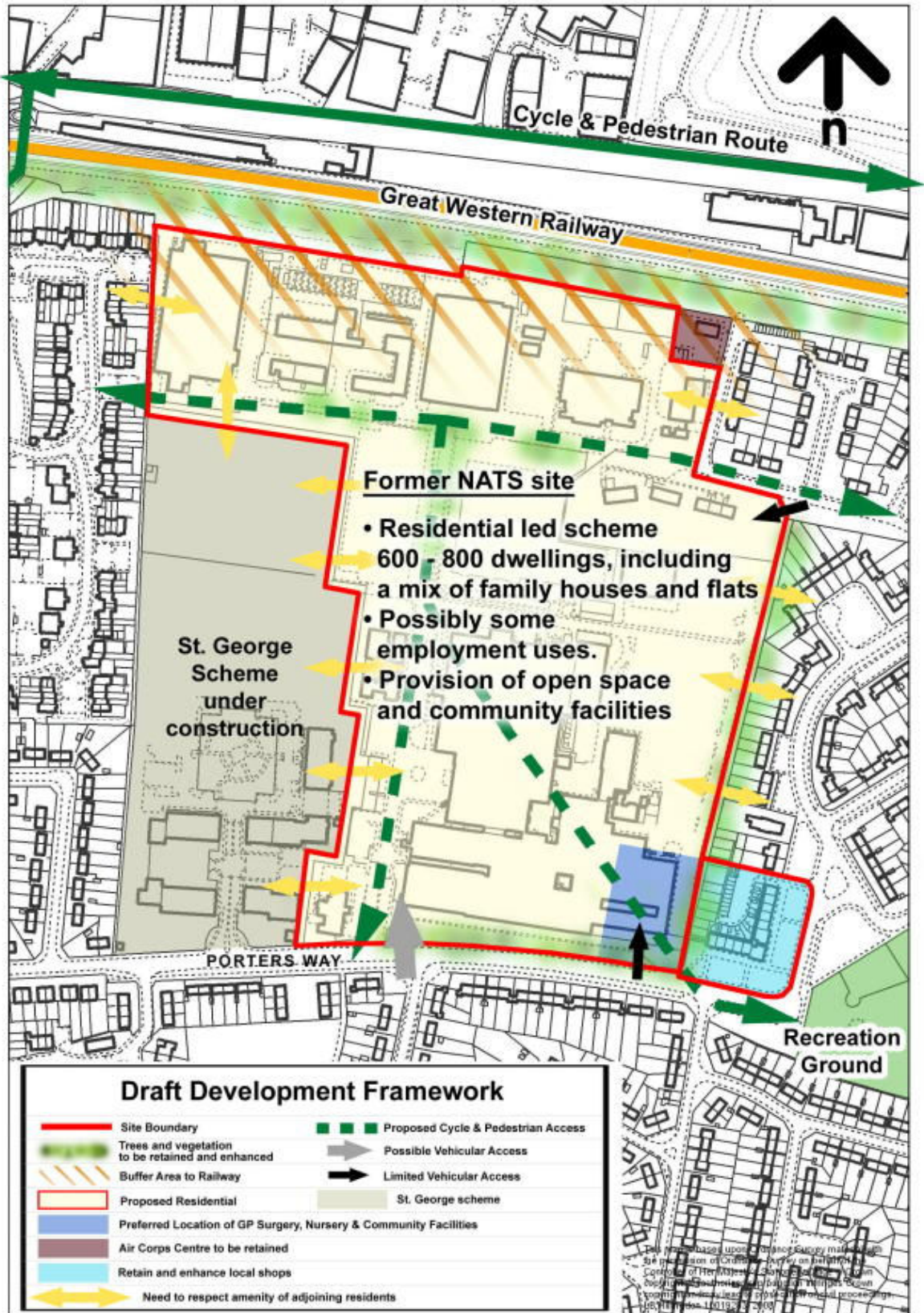
- Development primarily for residential purposes (C3);
- Local facilities in the form of a local centre - including and adjacent to the existing shops at Area B, which will incorporate a range of small-scale facilities (use classes A1 – shops, A2 – financial and professional services, A3 – restaurants and cafes, A5 - takeaways) and community uses/health/police services and education;
- Small-scale workshops/starter units/ light industry appropriate within a residential area (use class B1) to be developed along the northern boundary as a buffer to housing within the site, whilst removing any on-site IBA designations.
- Small scale non-residential institutions (use class D1) such as crèche, day nursery, or consulting room compatible with a residential area.
- Small scale residential institutions (use class C2) such as residential, education and training centres.

4.2 The following types of uses would generally be considered inappropriate on the site, due to the likely high levels of heavy vehicle of traffic, and incompatible nature with surrounding residential areas, and the likely adverse impact on the existing town centre and local shops:

- Retail superstore or any retail development that serves more than the immediate local community;
- Large scale business or industrial uses, including storage and distribution centres and warehouses (use classes B2, B8)
- Hotels (use class C1)
- Large scale assembly and leisure facilities (use class D2)

4.3 The previous use of the site was predominantly single employment uses. However, redevelopment provides an excellent opportunity to create a mixed, balanced and sustainable community as embodied in the Sustainable Community Strategy 2008-2011, the Unitary Development Plan and the emerging Local Development Framework, along with regional and national government policy.

Map 5 Draft Development Framework



Housing

4.4 The Council has an expectation that any new housing on the site will be of high quality urban design that respects the context and the local community and improves the aesthetic appeal of the area. There will be requirements for a satisfactorily overall mix of uses and a sustainable residential development that incorporates secured by design principles, sustainable design and construction and exemplary development.

Density

4.5 Proposals for the Mayor's London Plan, April 2009, states that:

On too many occasions in the past the clamour to achieve the maximum permissible densities has been the overriding concern for many new developments, sometimes to the detriment of their surroundings, existing environments and local social infrastructure.

4.6 The London Plan includes a range of considerations that need to inform the density, scale, form, layout and overall development in any circumstance. PPS 1 and PPG 3 also include a range of specific policies on the subject of good design, and state that in considering the appropriate density for developments this needs to be influenced by local context and local communities, and other design considerations.

4.7 The London Plan includes a range of considerations that need to inform the density, scale, form, layout and overall development in any circumstance.

4.8 PPS 1 and PPG 3 also include a range of specific policies on the subject of good design, and state that in considering the appropriate density for developments this needs to be influenced by local context and local communities, and other design considerations.

4.9 The adjoining development of 574 dwellings was considered, at appeal, to be a 'borderline' case and the Inspector allowed a density of development suitable to an 'urban' context. The former NATS site is further removed from West Drayton town centre, and with a PTAL ranging from 1 to 0, it is surrounded by an established suburban residential area, apart from the recently approved scheme. The Council considers that the London Plan density matrix indicates that the site is in a suburban context, and the appropriate density would be in the range of 35-75 units per hectare. Significant improvements to the public transport accessibility of the site could push the density up to 95 units per hectare for some parts of the site. Considering the need for a Doctors surgery on site, a Nursery, some employment and small scale commercial uses and the IBA designated parcel of land, together with the constraints in close proximity to the railway line, the adjacent St George development, and requirements for open

space, it is considered that the site would yield around 600 - 800 dwellings. However, any development should be informed by the suitable form, scale, and height of development, rather than trying to satisfy the numerical figures contained in the London Plan development matrix.

Housing Mix

4.10 A mix of housing sizes will be required across the site, in accordance with the West London Housing Partnership Investment Guide 2008-11, published 2007, or its replacement. The current mix of affordable social rent housing is set out in the table below:

- 1 bedroom – 15%
- 2 bedroom – 35 %
- 3 bedroom – 25%
- 4 bedroom – 15%
- 5 bedroom – 10%

4.11 The guide further states that the boroughs should seek a target of at least 15% of all Low Cost Home Ownership built to be three bedrooms or more. This is further encouraged in the Mayor's draft Housing Strategy.

Code for Sustainable Homes

4.12 Consistent with the aspiration for low carbon development, all new housing development on the site must achieve, as a minimum, the requirements of Level 4 of the Code for Sustainable Homes. Higher standards will be encouraged as we move closer to 2016. Further guidance on sustainable design and construction for this site are within the 'Sustainable Development' section of this SPD.

Development standards

4.13 The Council's Hillingdon Design and Accessibility Standards (HDAS) document "Residential Layouts" details requirements for minimum room sizes, layouts, amenity areas and other details for new housing development. All floor space standards will need to comply with the latest guidance from Council. At present the minimum floor space standards are set out in HDAS as follows:

Recommended floor space standards						
	5 bed	4 bed	3 bed	2 bed	1 bed	Studio
Three storey house	108m ²	103m ²				
1 or 2 storey house	101m ²	92m ²	81m ²	63m ²	50m ²	
Maisonette	101m ²	90m ²	79m ²	63m ²	50m ²	
Flat	94.6m ²	87m ²	77m ²	63m ²	50m ²	33m ²

Source: Table 2 - HDAS Residential layouts

Note: Where usable balconies are provided, the floorspace of the balcony or balconies can be deducted from the above totals up to a maximum of 5m². Garages should not be included in the calculation of floor space. Affordable housing should be guided by the Housing Corporation's floor space standards.

Private Amenity Space

4.14 Policy BE23 of the Saved Hillingdon UDP states that new residential buildings should provide or maintain external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings and which is usable in terms of its shape and siting. Policy R1 states that where development is proposed in or near an area deficient in recreational open space, the Local Planning Authority may require developers to provide publicly accessible recreational open space, including children's play space, appropriate to the scale and type of development to serve an area of identified deficiency. The latter is in addition to the private amenity space requirements of the occupiers of the development. Whilst the site is not in a defined open space deficiency area in the Hillingdon UDP, it is near such an area and some parts are more than 0.25 miles from a children's playground.

4.15 Developments should incorporate usable, attractively laid out and private garden space conveniently located in relation to the property or properties it serves. It should be of an appropriate size, having regard to the size of the dwelling and character of the area. Further details on the calculation of amenity space are in HDAS Residential Layouts and this should be addressed as part of any site proposals. Note that any unusable amenity space will be excluded from the calculations.

Amenity space for dwelling houses	
1 bed house	Minimum of 40m ²
2 & 3 bedroom house	Minimum of 60m ²
4 bedroom house	Minimum of 100m ²
5+ bedroom house	Minimum of 100m ²
Source: HDAS Residential layouts	

Shared amenity space for flats & maisonettes(including the conversion of houses)	
Studio & 1 bed bedroom flat	20m ² per flat
2 bed bedroom flat	25m ² per flat
3+ bedroom flat	30m ² per flat
Source: HDAS Residential layouts	

4.16 Demonstration that site proposals address London Plan Policy 3D.11 (Children's Play and Informal Recreation Strategies) will be required. This requires that developments which include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The Mayor's SPG "*Providing for Children's and Young People's Play and Informal Recreation*" outlines that the benchmark standard of a minimum of 10 square metres per child should be applied to establish the quantitative requirements for play space. Child yield should be appraised in accordance with the draft Planning Obligations SPD. Provision of play space will be required on site in accordance with the Mayor's SPG.

4.17 Hillingdon UDP Saved Policy R1 states that amenity and recreational should include provision for the landscaping, equipping and future maintenance of the additional open space. Areas of high quality amenity space, with opportunities for passive and active recreation, along with children's play space will be required. The creation of all such spaces shall be attractive and well designed and conform to secured by design principles. Children's play areas should incorporate informal elements that reflect the attributes of the site, notably the natural environment and the **Figure 156** characteristics of the site. Such details

will need to be demonstrated with any planning application, and any masterplan submitted will need to ensure that children's play space, along with access to them, is integral to the design and layout of the development.

Accessibility and Lifetime homes

4.18 In accordance with London Plan policy and HDAS requirements, at least 10% of all new affordable housing shall be provided to full wheelchair accessibility standards. All homes not being built to full wheelchair accessibility standard should be built to lifetime homes standards. However, some specialist housing may need to be exempt from the requirements to achieve Lifetime Homes as these will need to be designed to meet the particular needs of the potential resident. Detailed assessment will be undertaken at application stage. In addition developers should follow the guidance set out in "Building for Life" published by CABI, September 2008.

Affordable Housing requirements

4.19 The London Plan is currently going through a policy transition with regard to affordable housing. Current practice tends to seek 50% affordable housing on all development sites capable of producing 10 or more units. Recent advice from the Mayor of London suggests a borough wide target for provision of affordable housing, with the borough to make decisions with regard to the quantity and location of affordable housing within the borough.

4.20 Any development will be expected to comply with the London Plan, advice from the Mayor of London and the needs and aspirations of the borough. The Council will work with the developer, registered social landlords, and other stakeholders to ensure that the most suitable level of affordable housing is provided on the site in accordance with the specific local circumstances. The Council will seek to negotiate the maximum reasonable amount of affordable housing and to ensure that these units will continue to be affordable for successive occupiers.

4.21 Affordable units should be distributed throughout the site and well integrated into the development. Whilst a target of 50% affordable housing is the aim of the London Plan, along with a need to include a mix of social rented and intermediate tenures at a 70:30 ratio, the final level of provision will need to give specific consideration to the circumstances of the site and in the interests of creating sustainable communities. The surrounding area has a relatively high ratio of affordable housing already, and the provision of a significantly high proportion of affordable housing on the site would not result in a balanced community, and would not be in the best interests of the existing and new residents of the area, or the socio-economic and demographic makeup of the community. The provision of affordable housing will be subject to detailed

pre-application discussions, and will also be dependent on a viability assessment to ensure delivery of the SPD objectives. Innovative affordable solutions will be sought with the distribution of affordable housing throughout the site in each phase of development. The London Plan does recognise that in order to promote the redevelopment of sites, reductions in the provision of affordable housing may be acceptable, subject to a satisfactory financial viability appraisal and other material considerations.

4.22 Whilst there is a growing requirement for social rented accommodation across West London, there is also an increasing need for intermediate housing in the borough. The significant and increasing gap in Hillingdon between house prices and average incomes of household's means that many low and middle-income people cannot afford to purchase their first home on the open market in the borough. The government's initiative for intermediate housing helps those with low income into the housing market. The council supports this initiative and considers that there should be an increased emphasis on intermediate homes to help low income and key sector workers into homes. The Council therefore seeks 30% of affordable housing by habitable room to be for intermediate tenure including shared ownership with 70% social rented housing.

4.23 However a large proportion of low and middle-income people do not qualify for the government's intermediate scheme because their income is above the qualifying level. In order to enable these people to receive some practical help to get onto the housing ladder, the council considers that a more flexible approach should be applied to the provision of intermediate housing, and would strongly support developers promoting their own shared ownership / equity models on the site.

Elderly Housing

4.24 As part of the affordable housing requirements, provision will be required for specialist housing for extra care housing for older people and supported housing for adults with learning disabilities. This can have the benefit of creating availability of additional specialist elderly housing, and increasing the availability of larger houses for families in need of housing across the borough.

4.25 The provision of housing aimed specifically at the elderly will need to give special consideration to the requirements of potential residents, along with the design quality of any buildings to ensure a quality interface with the surrounding area.

Specialist housing required

4.26 Liaison will be required with the Development Team in the Council's Adult Social Care Health and Housing Department as specialist housing priorities may change over time. There is an expectation that special needs housing will be provided on this site to meet those needs.

Affordable Housing Standards

4.27 The current size mix of affordable housing units sought is set out in the West London Housing Partnership Investment Guide 2008-11, published in July 2007, which is a guide to any housing providers intending to bid for Housing Corporation funding for new affordable housing schemes in West London in 2008 to 2011.

4.28 Existing minimum requirements for affordable housing are summarised below:

Dwelling type	flat	flat	house	flat	house	house	house
Number of bedrooms	1	2	2	3	3	4	5
Guide Max Person Occupancy / No of Bed spaces	2	4	4	6	6	7	9
Guide Minimum Size*	45m ²	70m ²	80m ²	85m ²	95m ²	110m ²	135 m ²

*Note that the most important guideline is that all rooms must be of adequate size and shape for activities associated with their use.

4.29 At least 10% of all new affordable housing should be provided to full wheelchair accessibility standard. This 10% can be provided either as single-family dwelling with 2 or more bedrooms (to allow for sleep-in carer) or as supported housing for people with special needs. Sizes for full wheelchair accessibility will be significantly larger than the guide sizes above for the same number of bedrooms in order to meet wheelchair accessibility standards.

4.30 All new Affordable Housing must meet Housing Corporation Design and Quality Standards. As well as providing high quality dwellings and amenity spaces, all affordable housing units should be virtually indistinguishable in design

terms from the open market. To ensure community cohesion and in accordance with the Affordable Housing SPD pepper potting of affordable housing throughout the site will be required in a co-ordinated and logical manner.

Commercial

4.31 The value of mixed-use developments in promoting sustainability is supported in PPS1, PPG3, PPS6 and PPG13. Providing access to a range of local community facilities and services to meet residents' needs is an essential component of building a successful and sustainable local community. Mixed developments should seek to ensure:

- vitality and vibrancy of streets and places, particularly after daytime hours;
- increased viability and support for businesses
- the creation of a sense of place
- the creation of a community focus and sense of community and identity
- increased social interaction
- a feeling of safety
- more efficient use of resources and buildings
- convenient access and reduced need to travel

4.32 The Council will therefore require a range and mix of uses (places and spaces) within the site, and access to those in the surrounding areas, where a variety of activities can take place.

4.33 Whilst recognising that this will be predominantly a residential area, and that it is part of a wider area with a range of facilities, any proposals for the area must provide a mix of residential unit types and sizes, supported by appropriate local retail and other services such as health, educational and community facilities. In addition, an element of the site should be retained in employment use comprising essentially of small start up, commercial units and live/work units. The mix, nature and scale of uses should be supported by relevant assessments, including a retail, leisure, health and community facilities assessment, to be submitted as part of any planning application.

4.34 The location of uses must be carefully considered and the Council will expect the applicant to demonstrate that the location of uses take into account the following:

- the nature of the street network
- key movement routes
- the need for safe and convenient connections between uses
- the creation of home zones
- co-location of facilities to allow for synergy of uses
- the location and densities of residential areas/catchments
- the location, integration and quality of public open spaces

4.35 The above can be achieved through submission, as part of any planning application, of a masterplan, supported by a comprehensive design and access statement, retail needs assessment, transport assessment and travel plan, open spaces/landscape design strategy and other supporting documents.

Retail

4.36 The redevelopment of the NATS site will provide the opportunity to enhance or relocate the existing shops on site B, and could include further enhanced local retail opportunities. Any proposals will need to demonstrate the suitability of any proposed retail uses. A suitable mixed use scheme to compliment and enhance the existing shops, without having any adverse impacts on the existing retail operators on site B or in the Yiewsley/West Drayton town centre, may be suitable. The Council will not permit any large retail outlets on the site, or other uses that do not give adequate consideration to the existing local shops. A co-ordinated approach, with close consultation between the Council and the developer of the NATS site, and engaging local residents and the business owners affected, will be required through the planning process.

4.37 The developer will be required to demonstrate compliance with national guidance, including Planning Policy Statement 6, or its replacement. The current needs test requires any developer to justify the development through:

- the need for the development
- that the development is of an appropriate scale
- that there are no more central sites for development
- that there are no unacceptable impacts on existing centre
- that the location is acceptable

4.38 The sequential approach requires that locations are considered in the following order:

- first, locations in appropriate existing centres where suitable sites or buildings for conversion are, or are likely to become, available within the development plan document period, taking account of an appropriate scale of development in relation to the role and function of the centre; and then
- edge-of-centre locations, with preference given to sites that are or will be well-connected to the centre; and then
- out-of-centre sites, with preference given to sites which are or will be well served by a choice of means of transport and which are close to the centre and have a high likelihood of forming links with the centre.

4.39 It is considered that any large retail outlets, or other town centre uses, would be incompatible with the policy guidance, and would not be suitable to this site.

Industrial

4.40 Hillingdon has designated a number of Industrial Business Areas (IBAs) as locations suitable for industrial type development. A small parcel of IBA land is identified on Map 4 above, on the former NATS site, adjoining the railway line in the north-west corner of the site. In updating the LDF the Council is seeking to remove this designation. However, consideration of the industrial nature and employment opportunities of this area will need to be considered. London Plan Policy 3B.4 - Industrial Locations, and 3B.8 - Creative Industries, will need to be considered, along with Hillingdon UDP Saved Policies LE1, LE2 and LE3.

4.41 The parcel of IBA designated land sits in a very sensitive location, being immediately adjacent to residential developments, where the quality of life of residents will be the highest priority. Given the location, the site could be a useful buffer between the railway and residential land and this will need to be considered in developing any masterplan. Only light industrial uses, and enterprises that respect and enhance the residential environment would be supported in this location. Small business units, start up industries and particularly the creative industry may be appropriate to this location. Mixed use, live/work units could be appropriate, however attention to the living environment would need to specifically mitigate against any adverse impacts, given the proximity of surrounding industrial uses, and the proximity of the railway line. Whilst there may be some demand for small scale light industry, proposals for large scale industry, warehouses and other large units would be strongly resisted, and would not comply with the objectives and policies of the London Plan and Hillingdon UDP.

4.42 London Plan Policy 3B.10 promotes environment industries, and states that the Mayor, the LDA and other agencies will support the establishment of green industries and green practices in business. Given the designation of the IBA land, small start up green industry enterprises should be explored for the site. The provision of energy generation in this location may also be suitable to provide renewable energy for the residential developments on this site, and possibly the surrounding area. This idea will need to be fully explored further with the local Council and relevant stakeholders through the pre-application process.

Community Facilities

Education

4.43 The Council expects that any redevelopment of the NATS site will provide improvements to education facilities, commensurate with the increased school age population. PPS1 and the London Plan set out the importance of education facilities to the community. In accordance with London Plan Policy 3A.24 and paragraph 3.115, the Council's Planning Obligations Supplementary Planning

Document 2008, and with regard to Hillingdon UDP Policy R17, planning obligations will be sought to address any shortfall in school capacity arising from new residential development, and to ensure that additional capacity and appropriate improvements can be carried out. Any proposals will need to comply with local circumstances and needs. The child yield will be calculated using the formula prescribed in the Planning Obligations SPD or any subsequent approved amendments to that SPD.

4.44 The framework travel plan, and subsequent detailed travel plans, will be required to be address the issue of access to education, and appropriate measures will need to be in place to improve accessibility to and from the nearest education facilities, relevant to the school age population generated by the site. This will be done in accordance with the requirements of Council's Planning Obligations SPD in order to promote safe cycle and walking routes, restrict car parking and car access at and around schools. It should also include on-site changing and cycle storage facilities as required.

Pre- School facilities

4.45 It is unlikely that the existing nursery or pre-school facilities will be able to accommodate the likely child yield from new residential development, and some additional provision will therefore be required, with a pre-school facility required on site. The design, location and management of the pre-school facility will need to be discussed with the Council through the pre-application phase of the planning process to meet the satisfaction of Council, and Ofsted regulations.

Primary education

4.46 In accordance with the Council's Planning Obligation SPD, provision of funding to improve educational facilities to support the new residents will be required. The nearest existing primary schools will be unable to cope with the additional demands arising from any new residential development on the site, without necessary improvement and funding.

Secondary education

4.47 The nearest existing secondary schools will be unable to cope with the additional demands arising from any new residential development on the site, without necessary improvement and funding. Contributions in accordance with the provisions of the Council's Planning Obligations SPD will be required towards additional high school places in the locality. Improvements to ensure safe pedestrian and cycle access to the nearest high school will also be required. Details of the student movement will be required to be addressed as part of the Transport Assessment and Travel Plan/s.

Post 16

4.48 The redevelopment of the site will need to consider the education needs of post 16 age students. Contributions in accordance with the provisions of the Council's Planning Obligations SPD will be required towards additional post 16 places, and the specific needs and opportunities for this group will need to be considered in preparing any plans for redevelopment of the site.

Health Facilities

4.49 PPS1, and London Plan policy 3A.21 Locations for Health Care, identifies good access to key services for all members of the community as a requirement to achieve sustainable and inclusive development. The development of the site will impact on the ability of primary care services in West Drayton and Yiewsley to provide health care for the local population, as services are already limited in their capacity. Crucially, the PCT must expand services provided by GPs, so that new residents are able to register with a GP. Apart from GP primary care services, there would also be demands on district nursing, health visitor and other primary and community health services such as dentistry, chiropody, speech and language and physiotherapy. The needs of the new population expected on the site are unlikely to be met by existing local health services. Additional provision will be required and these details will need to be determined between the Council, the Hillingdon PCT, and the developer. However, significant improvements will be expected, and it is expected that a doctors surgery will be provided on site.

4.50 Saved Policy R17 enables the provision of community infrastructure as a consequence of new development. Planning obligations will be sought for the provision of a new local health facility to serve the new population based on the proportional impact of the new residential development, in accordance with the Council's Planning Obligations SPD.

4.51 The need to locate health facilities in accessible locations to maximise public transport access is also promoted through PPG13. The preferred location for a local health facility is in a location accessible to the new residential population and preferably in connection with other local community facilities.

4.52 Assessment of the health needs of the new population will be required. Identification of the type and location of the health facility and its timing should be provided with the planning application. This should aim to ensure the health facility is available at the time of occupation of new residential development to ensure that there are no adverse impacts on existing health services and existing residents.

4.53 A Health Impact Assessment as part of the Environmental Impact Assessment should be provided. Further guidance on this is provided through the Health and Urban Planning Toolkit published by the NHS. Consultation with the local PCT, and the Council will need to be undertaken in the preparation of the scope of this assessment.

Other Community Facilities

4.54 In redeveloping this site and providing a significant number of additional homes, the provision of community facilities will need to be an integral component from the outset. PPS 1 states that the Government is committed to developing strong, vibrant and sustainable communities and to promoting social cohesion. Any planning applications will need to demonstrate how these objectives will be achieved across the site and the surrounds, particularly the adjoining residential areas. London Plan Policy 3A.18, at paragraph 3.100, notes that accessible and affordable community facilities are key to enabling the community to function. While there will be access to amenities and facilities in West Drayton town centre, there will also be a need for local community facilities for the new population. It is considered particularly important to build and foster a sense of place and community in this specific location, and to ensure that the new residential development is integrated into the existing local community.

4.55 The provision of facilities will need to consider the homezone concept and to create walkable neighbourhoods and places that encourage passive and active social interaction, surveillance and engender a “sense of place” and “sense of community”. A ‘community node’, with public buildings, community facilities and small locally run convenience shops, will be required on or adjacent to the site, with particular consideration of the existing shops at site B. Detailed studies of housing numbers and walking distance will be necessary to ascertain the requirements for the site. Where buildings will be available for public uses and community groups, these should be designed in collaboration with established local community groups, such as those identified in the Council’s Statement of Community Involvement (SCI), and through further consultation through the planning process.

4.56 The timing of the provision of facilities will be negotiated at the planning application stage and will need to be provided concurrently with residential development to meet the needs of residents as they occupy the site. Provision for such facilities will be sought in accordance with the requirements of the saved Policy R17, and be within easily accessible locations reached- by walking, cycling and public transport for the population that will use them, with consideration given to other modes of transport.

4.57 All groups within society will need to be considered in developing a masterplan for the site, and any other planning applications. The needs of the elderly, children, youths, different religious groups, people of different cultural backgrounds, and all sectors of society should form the basis in developing a spatial plan for the site. The Council's Statement of Community Involvement identifies a number of key groups that should be involved in developing proposals prior to submission of a planning application. Developers will be expected to work with the Council in consulting widely on draft masterplan proposals and engaging different groups in the planning process.

4.58 Existing groups that utilise the site and offer a positive community benefit should be accommodated through appropriate redevelopment. It is expected that the Air Training Corp will be retained on the site, and that only appropriate development will be permitted immediately adjacent to the site, when considering access, security, amenity and other issues. Consideration will also need to be given to facilitate/enable the creation of new community groups as the development is progressed.

4.59 The needs of faith groups should also be considered, with reference to the GLA commissioned report: "Responding to the Needs of Faith Communities: places of worship", and any emerging policies.

5 Sustainable Development

5.1 The general development approach must be one that creates sustainable communities and a liveable environment. The development should create enjoyable places to call home, and spaces to enjoy with other residents, whilst limiting greenhouse gas emissions and other adverse impacts on the natural and built environment. There are a range of initiatives that must be explored in preparing plans for the redevelopment of this site, and any applicant would be expected to work closely with the council and key stakeholders through the pre-application process to ensure the most economically, socially and environmentally sustainable outcomes, with a special emphasis on climate change.

Environmental Impact Assessment

5.2 An Environmental Impact Statement is very likely to be required to accompany any planning application in accordance with the requirements of the Environmental Assessment Regulations (1999) or as amended. The preparation of the EIA is obviously a key component in ensuring the sustainable development of the site, and the best outcomes for the development. In accordance with best practice it is expected that the EIA will be an extensive study of the relevant issues specific to this site. Although Schedule 4 of the EIA Regulations provides general guidance on this, the specific environmental impacts identified as likely to arise from this development will dictate the form and scope of the EIA, together with the issues that arise through consultation.

5.3 In addition to Circular 2/99, the EIA regulations, and best practice, there is a range of relevant case law, and examples of best practice the Council expects from the EIA process. The Council anticipates that any developer will undertake extensive consultation with the relevant authorities and various local groups and individuals through the planning process, particularly where this input would add value to the assessment of likely environmental impacts. The purpose of the Environmental Impact Assessment should not be about justifying a preconceived development proposal, but rather an iterative process to encourage public participation throughout, to ensure the most suitable and sustainable use of the site. In addition, the Council expects to be involved throughout, particularly given the wide range of issues and scenarios to be considered, and the need for a central co-ordination point.

Climate Change

5.4 The London Plan, Planning Policy Statement 1 and supplement to PPS 1 state that dealing with climate change is an integral and essential part of the development process. The London Plan specifically states that dealing with climate cannot be considered as a set of “add ons” and must be integral to the

development process. The Government has recently announced very ambitious targets to limit greenhouse emissions through the Climate Change Act, 2008 and there is a wide range of planning policies and building control regulations that will assist in achieving the targets. Any proposals for the site will need to demonstrate that measures to mitigate against climate change, by limiting greenhouse gas emissions, and adapting to the already inevitable impacts of climate change, through layout, design and a range of other measures, are integral to the masterplan and detailed planning applications. In striving to plan for sustainable communities a lot of the initiatives that will limit greenhouse gas emissions and adapt to inevitable climate change will overlap with beneficial environmental, economic and social outcomes. Such initiatives will need to be demonstrated at the planning application stage, through various studies, the design and access statement, design codes, energy statements, sustainability statement, a framework travel plan, and a range of other details. Impacts of climate change must also be taken into account in considering flood risk, including SUDS throughout the development, coping with extreme weather conditions, including heat, cold, storms and other weather, as would normally be considered with any such large scale proposal. Climate change must also be considered as part of sustainable design and construction requirements. Further details are in this chapter and cross-referenced to London Plan Policies 4B.1 and under Part 4A along with the range of emerging documentation and government policy on this subject.

5.5 Given the size and scale of the site, the innovative design solutions available, an improving general understanding of climate change and sustainability issues, emerging technology and other developments, the proposed redevelopment of this site should aim to be an example of best practice sustainable development for London.

Trees, Landscaping and Ecology

5.6 Mature trees, shrubs, and other vegetation provide a visual screen and a buffer to help attenuate the effects of noise alongside the Great Western Railway line. It is also likely to act as a wildlife corridor providing a valuable habitat for many species. There are significant individual and groups of trees on the Porters Way frontage and within the site. Any masterplan should be informed by a full tree survey and arboricultural report, to ensure that as many as possible of the existing mature and semi-mature trees are retained. Trees and other suitable vegetation should be utilised in good juxtaposition with new buildings and spaces. Careful use of landscaping can give the development its own identity and enhance its general character and layout. Landscaping can also be used to provide an important buffer between the new development and existing housing.

5.7 A high standard of landscape design should be provided as part of any development. This should be carefully considered at an early stage in the design process. The proposed development and its design should take full account of the merit of the existing trees which can with careful detailing and design be retained to provide long-term tree cover.

5.8 A full biodiversity assessment should be carried out and submitted with any planning application, including any mitigation measures that may be required.

Aviation safeguarding requirements

5.9 The site is located in an area in close proximity to Heathrow Airport and as such any new developments will need to ensure there are no adverse impacts on the safe and effective operation of the aerodrome. New buildings will need to be sited and designed to ensure they do not pose a potential hazard or risk to aircraft utilising Heathrow or associated radar equipment, and this will apply to temporary structures such as construction cranes. Development proposals will need to demonstrate that they avoid navigational and other hazards. Landscaping, and SUDS, will need to comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping and Building Design'. The type and spacing of trees and design details of any water features will need to be discussed with the Local Planning Authority, and CAA and BAA, prior to submission of an application. Berry bearing species should be minimised to 25% of the total planting palette. The dense planting of evergreen species should be avoided so that exploitable roosting habitats for hazardous species are not formed.

Sustainable drainage

5.10 The site is not within an area of fluvial or tidal flood risk. However any proposals should contain a surface water drainage strategy to include proper provision for drainage to ground, watercourses or surface water sewer(s). Schemes should be designed in consultation with the Environment Agency to limit surface water runoff and help prevent and alleviate the risk of flooding. Water attenuation measures should be included to reduce peak flows of surface water runoff to the drainage system. Proactive design solutions to integrate surface water in the landscape design, such as sustainable drainage systems (SUDS) should be encouraged. Any proposals for development over 1 ha should be accompanied by a surface water Flood Risk Assessment, in accordance with PPS25 (see also Development and Flood Risk Practice Guide June 2008).

5.11 In accordance with London Plan Policies 4A.3, 4A.9 and 4A.14, a sustainable urban drainage system (SUDS) and sustainable design and construction techniques will be required for the site. The use of SUDS will need to be developed through the planning process, with the aim of controlling water runoff as close to its origins as possible and with the aim of reducing flood risk

downstream in accordance with the Council's SFRA and the Mayor of London requirement to achieve greenfield discharge rates on all new developments. In accordance with Policy 4A.14 the Council will seek to ensure that surface water run-off is managed in line with the following drainage hierarchy:

- store rainwater for later use
- use infiltration techniques, such as porous surfaces in non-clay areas
- attenuate rainwater in ponds or open water features for gradual release to a watercourse
- attenuate rainwater by storing in tanks or sealed water features for gradual release to a watercourse
- discharge rainwater direct to a watercourse
- discharge rainwater to a surface water drain
- discharge rainwater to the combined sewer.

5.12 Sustainability initiatives, such as minimising water use and protecting and enhancing green infrastructure should be taken into account in the design. SUDS proposals for the overall site should be designed in at the earliest stage, along with the overall street layout, landscape and open spaces strategies and other considerations. The Mayor of London believes that managing London's surface water and combined sewer flooding/overflows should start with source control management – improving the permeability of the public realm through the incorporation of rainwater harvesting and sustainable drainage – before proceeding to enhanced drainage capacity. These techniques include permeable surfaces, storage on site, green roofs, infiltration techniques and even water butts. Many of these techniques also have benefits for biodiversity by creating habitat, and some can help to reduce the demand for supplied water. Consideration should also be given to public health, safety and usability of open spaces, and airport safeguarding in designing such schemes. Further information is available from the Environment Agency in the document "SUDS – A Practical Guide" 2006, and designs should be developed in consultation with the Council, the Environment Agency, Thames Water and other stakeholders.

5.13 Given the nature and scale of the development of the site an indication of sequencing should be provided with the planning application for key infrastructure such as water, wastewater and roads, erosion and sediment control, including phasing of the development of the site.

Air Quality, Noise and Contamination

Air Quality

5.14 The site is within an Air Quality Management Area (AQMA), and developers will need to demonstrate compliance with the Council's Air Quality Action Plan. This will have implications for the suitability of activities such as

biomass (and other) fuelled CCHP plants, traffic generation, and other potentially polluting activities. Liaison should be undertaken with the Council's Environmental Protection Unit as to the suitability of such proposals. The Mayor's Air Quality Strategy seeks to minimise the emissions of key pollutants and to reduce concentrations to levels which no or minimal effects on human health are likely to occur. One of its main aims is to reduce pollution from road traffic emissions. Implementation mechanisms for improving air quality in the AQMA are set out in Hillingdon's Air Quality Action Plan (AQAP). Land use proposals for the site should be consistent with the London Plan policies and the targets in the AQMP, in particular through addressing the reduction in traffic and the provision of targets in a Travel Plan.

5.15 There is a range of legislation that needs further consideration in undertaking any air quality impact assessment, and as part of the planning process for the site, these include:

- Air Quality Strategy for England, Scotland, Wales and Northern Ireland, July 2007;
- Air Quality Standards Regulations 2007;
- EU Ambient Air Quality Directive 2008/50/EC which now incorporates Air Quality Daughter Directive 1999/30/EC and Air Quality Framework Directive 1996/62/EC, this came into force on 11th June 2008;
- Cleaning London's Air, the Mayors' Air Quality Strategy, 2002;
- London Councils Air Quality and Planning Guidance 2007;
- GLA London Best Practice Guidance: The control of dust and emissions from construction and demolition, 2006

5.16 Policy OE6 of the Hillingdon Unitary Development Plan requires consideration to be given to air pollution. Air quality objectives are also provided in the London Plan. Revised Planning Policy Guidance Note 13 (Transport) emphasises the importance of local air quality as a key consideration in the integration between planning and transport. The site falls within an Air Quality Management Area (AQMA) as designated in the Council's adopted Supplementary Planning Guidance on Air quality and an air quality assessment will be required for any development proposals.

5.17 The Council's Supplementary Planning Guidance on Air Quality states that development will be restricted or otherwise discouraged in those areas where the air quality exceeds the objectives especially where this involves the introduction of residential accommodation, and hence further public exposure, into an area of recognised poor air quality. In such cases, steps should be taken to protect these areas to ensure that the quality of air is not allowed to deteriorate further and put in place measures to secure air quality improvements.

5.18 In terms of helping to minimise any air quality impacts associated with future development, sustainable travel measures will be required and consideration should be given in the design phase to incorporate measures such as the use of energy efficient technology and design to ensure the construction of a zero/low emissions development.

Noise

5.19 Hillingdon's SPD on Noise indicates that the Railway line (where adjacent to the site) falls within a corridor identified as having significant issues of noise in respect to residential development.

5.20 Hillingdon's SPD on Noise (April 2006) sets out the Council's approach to noise sensitive development with the main aim of physical separation. Measures to address noise issues for sensitive development should be designed from the outset, rather than retrofitted. Other possible noise sources may be aircraft noise from Heathrow and possible noise issues from activities associated with future retail/commercial elements of the scheme, along with other activities such as waste management facilities, general residential use, and surrounding and internal roads.

5.21 An assessment of noise impacts in accordance with the Mayors Ambient Noise Strategy and Hillingdon's Noise SPD should be undertaken and measures to ensure no adverse impacts will result for new residents, or existing surrounding residents shall be demonstrated at the planning application stage.

Site contamination

5.22 PPS 23: Planning and Pollution Control sets out the Government's objectives for contaminated land, which are to identify and remove unacceptable risks to human health and the environment and seek to bring contaminated land back into use. Model Procedures Contaminated Land Report II (Model Procedures for the management of Land Contamination) also provides guidance for developers and government in dealing with potentially contaminated land and this will be utilised in assessing any planning application. In addition any application will need to demonstrate compliance with Hillingdon's SPG on Land Contamination, or any subsequent SPD or policy guidance that replaces it.

5.23 Consideration should also be given to any likely contamination arising as part of any previously "made ground" or any possible fill material. Asbestos contamination, ground gas contamination in relation to fill, hydrocarbon's (including vapours) and implications for water pollution will need to be fully considered. Investigations will be required to ascertain the level of contamination across the site, and proposals for mitigation and remediation will need to demonstrate that no adverse impacts will arise. This information must be submitted to the Local Planning Authority at the appropriate time for any proposals to redevelop the

site. Measures will be required to ensure that contamination is not activated or spread during demolition or construction on the site. In assessing this issue and any proposed mitigation, implications for other proposals on the site such as the use of SUDS and any earthworks should be addressed as proposals are developed and clearly demonstrated through any planning application.

Archaeological appraisal

5.24 Whilst the site does not lie within an archaeological priority area, unless a waiver is granted by English Heritage, an archaeological desk based assessment should be included as part of the Environmental Impact Assessment. This will need to be conducted by a recognised archaeological organisation to the standards of the Greater London Archaeology Advisory Service (GLAAS). This report should also allow for any archaeological mitigation and may include recommendations for excavation and further investigation.

Waste management

5.25 PPS10 – Planning for Sustainable Waste Management requires a more sustainable approach to waste management, moving the management of waste up the ‘waste hierarchy’ of reduction; reuse; recycling and composting; using waste as a source of energy; and, only disposing as a last resort.

5.26 Given the size of the site, a site-wide waste management strategy will need to be submitted with any planning application, to reduce conventional levels of waste, demonstrate compliance with PPS 10, and demonstrate that an innovative solution to manage waste across the site, and the immediate surrounds if appropriate, has been considered. This should also address the requirement to reduce demolition across the site and maximise the re-use and recycling of demolition waste, if no suitable alternative for existing buildings is found.

5.27 Any planning application must provide details of the design of waste and recycling collection facilities. Residential and commercial developments must include dedicated storage and collection facilities for waste and recyclable materials at ground floor level, in easily accessible, safe, secure and convenient locations. Minimal visual intrusion and protection of amenity will be sought in these locations. Street layout, housing design, open space and the public realm will need to consider collection, management and disposal of public and domestic waste. Applications will need to clearly illustrate that whilst facilities for refuse collection vehicles are provided in the street layout, alternative solutions to improve the layout, in accordance with the “homezone” principles, and ensure a quality accessible environment are provided. A strategy for waste management will therefore need to be incorporated into the masterplan and other proposals.

5.28 The Council will require applicants to provide details of the design of waste and recycling storage and collection facilities with any planning application as part of a site wide waste management strategy. Residential development must include dedicated storage and collection facilities for waste and recyclable materials at ground floor level. The location and design of waste and recycling facilities must be considered as an integral part of the design of any scheme. Facilities should be located in positions that are convenient for residents and for collection while ensuring minimal visual intrusion and not adversely affecting the amenities of residents. The facilities should be positioned and designed to take account of the safety and security of users.

5.29 To encourage more effective resource management in demolition and new build, an 'audit trail' will be required to be set up for demolition materials based on an established demolition protocol. The protocol should demonstrate that the most valuable or potentially contaminating materials and fittings could be removed from the site safely and remain intact for later re-use or processing.

Energy

5.30 PPS 22 - Renewable Energy, outlines the governments preferred approach to planning for renewable energy, and encourages small-scale renewable energy projects in all new developments. The London Plan and the Mayor's Energy Strategy also outline the requirements for renewable energy. In accordance with the London Plan Policy 4A.4 (*Energy assessment*), an assessment of the energy demand and carbon dioxide emissions will be required, with an holistic approach to accounting for CO2 emissions, embodied energy and similar considerations. Details of this are contained within the London Plan and the Mayor's Energy Strategy. In particular energy assessment and sustainability assessment will need to demonstrate the expected energy and carbon dioxide emission savings from the energy efficiency and renewable energy measures incorporated in the development, including the feasibility of combined cooling, heat, and power (CCHP), combined heat and power (CHP) and community heating systems. This assessment should form part of the sustainable design and construction statement.

5.31 Developers will be required to demonstrate compliance with London Plan Policy 4A.6 (*Decentralised Energy: Heating, Cooling and Power provision*) illustrating that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. The need for active cooling systems should be reduced as far as possible through passive design including ventilation, appropriate use of thermal mass, external summer shading and vegetation on and adjacent to developments. The heating and cooling infrastructure should be designed to allow the use of decentralised energy (including renewable

generation) and for it to be maximised in the future. In this regard, consideration of these issues will need to be incorporated into the masterplan and initial planning applications.

5.32 CCHP and CHP systems should be evaluated for the suitability to this site, and the immediate surroundings. It needs to be recognised that there will be height, location, management and emission issues, and other material considerations that will need to be assessed as part of any proposals.

5.33 Given the size and scale of the project, and the opportunities this presents, developers will need to demonstrate that every endeavour has been made to limit greenhouse gas emissions arising from development of the site. This can be achieved through the design phase and with attention given to thinking about how the buildings will function and how residents and visitors will live and work on and around the site. In accordance with the current London Plan Policy 4A.7 (*Renewable Energy*), the development should achieve a reduction in carbon dioxide emissions of 20% from on-site renewable energy generation (which can include sources of decentralised renewable energy). Proposals will also need to comply with PPS1 and the supplement to PPS 1, in showing that innovative solutions have been explored through the design phase of the project. The 20% reduction in CO₂ emissions should be viewed as a minimum requirement and developers will be required to demonstrate that developments will aim to limit greenhouse gas emissions further than this target, subject to financial viability and other logistical considerations. Developers should engage in discussions with the Council, the GLA and other key stakeholders in developing proposals for the site.

Sustainable Design and Construction

5.34 The Code for Sustainable Homes - Technical Guide was published by the Department for Communities and Local Government in April 2008. It sets out the requirements for the Code, and the process by which a Code assessment is reached. The accompanying Code for Sustainable Homes: Setting the Sustainability Standards for New Homes, details the assessment process and the performance standards required to meet the different Code levels.

5.35 Consistent with the aspiration for low carbon development, all new housing developments on the site should achieve, as a minimum, the requirements of Level 4. However, the achievement of levels 5 or 6 of the Code are strongly encouraged for any site proposals, wherever these are feasible. Any commercial development should endeavour to achieve a BREEAM “excellent” rating, unless it can be justified why this cannot be achieved.

5.36 In accordance with London Plan Policies 4B.1 and 4A.9 any proposals should contribute to the mitigation of the effects of climate change which includes minimising overheating and heat island effects, managing solar gain in summer, contributing to reducing flood risk, minimising water use and protecting and enhancing green infrastructure.

5.37 The London Plan Policy 4A.3 (*Sustainable design and construction*) encourages development to meet the highest standards of sustainable design and construction. This sets out a number of objectives. These requirements must be addressed as part of site development proposals. In accordance with this policy, a statement on the potential implications of the development on sustainable design and construction principles will be required, including energy. It should also address the demolition, construction and long-term management phases of the project.

5.38 It should be noted that a number of potential issues need particular consideration on this site given the safeguarding requirements of Heathrow Airport. Consideration will need to be given to the impacts of reflective materials and panels, the heights of all structures, turbines (and similar navigational hazards) and the need to limit the risk of bird strike through limiting habitat for large birds in landscaping design, CAA advice note .. provides more detailed guidance on this issue. In addition the site is in an Air Quality Management Area, which will affect emissions such as the use of biomass and other fuels. Such information will need to be included with any planning application for the site. Liaison will be required with the relevant BAA safeguarding, CAA, NATS, the London Borough of Hillingdon and other relevant parties, as part of the pre-application process.

Overheating

5.39 Any proposals for the site, including a masterplan, should be designed to avoid overheating of buildings and the public realm and avoid excessive heat generation in accordance with London Plan Policy 4A.10. Any proposals should demonstrate how development is, as far as practicable, designed to provide an appropriate living and working environment for the likely weather conditions, including extreme heat, through heat resilient design, construction and operation as part of site proposals.

Living roofs and walls

5.40 Development on site will be expected to incorporate living roofs and walls in accordance with London Plan Policy 4A.11. Developments should help to enhance biodiversity, absorb rainfall, improve the performance of the building, reduce the heat island effect, provide amenity space and improve appearance. This will be particularly encouraged for those developments with strategic views

to and from the site and to enhance the character of the wider area. Additional advice is included in the Environment Agency's "Green Roof Toolkit", and the Mayor of London's "Living Roofs and Walls" document. Design and selection of vegetation should consider the ability to enhance the current ecological values and aesthetic quality of the site, but must also give due consideration to aviation safeguarding (bird strike) constraints in consultation with BAA safeguarding and the London Borough of Hillingdon.

Water supply and wastewater management

5.41 Water should be considered a precious resource not to be wasted. Rainwater harvesting, limits on consumption of water and re-use of the various forms of waste water will need to be designed into the fabric of any masterplan, design codes and detailed planning applications in accordance with London Plan policy 4B.14.

5.42 Early discussions with the relevant water and wastewater providers (currently Three Valleys Water and Thames Water respectively) should be undertaken to ensure adequate provision and no undue impact on the surrounding network. The redevelopment of this site will be seen as an opportunity to significantly improve current infrastructure and to mitigate against any future problems with infrastructure. The planning of underground services, and other water and wastewater management will need to be considered along side the master-plan and planning applications.

5.43 Any proposals for the site should incorporate water conservation measures including water saving devices, greywater and/or rainwater recycling in all buildings to significantly reduce potable water consumption in both residential and non-residential buildings in line with the other objectives outlined in this SPD.

5.44 In accordance with London Plan Policy 4A.16, a maximum water use target of 105 litres per person per day for residential development should be addressed as part of site proposals. However given the long time frame for the site it is recommended where possible a target of 80 litres per day per person should be considered (Sustainable Homes level 6). This may be adjusted through reviews of future planning documents, which will take into account the then prevailing standards in the Code for Sustainable Homes. Measures to reduce consumption should include low water use appliances and fittings for both residential and commercial development (as appropriate). The Mayors latest proposals include the investigation into the feasibility of water neutrality. This site could contribute to providing examples of best practice for such initiatives.

Sustianable Exemplar Development

5.45 London Plan Policy 4A.7 (Renewable energy) seeks the provision of sites for zero carbon development and this is reflected in the Mayor's Energy Strategy which seeks one in every Borough by 2010. As part of the wider sustainability objectives for the site and as part of the overall aspiration to create an exemplar development, the nomination of a site for and development of at least one Code Level 6 development would be a unique opportunity as part of the proposals for redevelopment of the former NATS site. Such a scheme could be reflected in the master plan with specific requirements set out in the design codes. The location, timing and size of the development should reflect the aspiration to achieve the Mayor's target and the proposal should also be a development of exceptional design quality, sympathetic to the surrounding area, and enhancing the architectural appeal of the site.

5.46 The Mayors' Energy Strategy states that zero-carbon developments are highly energy-efficient developments, powered and heated by renewables with zero net carbon emissions. Zero-carbon developments represent an almost complete solution to many of the issues that the Energy Strategy is seeking to address. They are typically mixed use, including housing, office and retail, which contribute to more sustainable living patterns as well as helping to balance heat and electricity loads. Zero-carbon developments also aim to reduce the need for private car use through transport plans, and focusing on good pedestrian and cycling facilities as well as good links to public transport.

6 Planning Obligations

6.1 In accordance with the provisions of ODPM Circular 05/2005 – Planning Obligations, the Council’s Planning Obligations SPD (2008) and relevant UDP Saved Policies, contributions from the developer will be sought through a s106 agreement, along with s278 agreement, as part of the development proposals on the site. Compliance with London Plan Policies 6A.4 and 6A.5 will also need to be demonstrated. The Council’s Planning Obligations SPD outlines the expected contributions, and an initial desktop study indicates a number of planning obligations that will be required. The s106 and s278 agreements will be subject to detailed studies and negotiations, however as a starting point the obligations are likely to include:

Transport and transport related issues: In line with the SPD on Transport, Accessibility, Air Quality and Noise, a contribution towards public transport will be required. This could come in the form of improvement to existing, or new, bus routes and bus stops, the creation of new cycle ways and improvements to existing cycle-ways, improvements to encourage walking and improve the pedestrian environment on and around the site, general improvements to accessibility particularly to facilitate access to public transport and the West Drayton town centre, a framework travel plan and detailed travel plans across the site. It is also likely that a s278 agreement will be required to undertake any and all works on highway’s land as a result of this proposal, including site access works, junction improvements and road safety measures such as pedestrian crossing facilities. Improved accessibility by public transport should be fully explored and the opportunities must be discussed with GLA, TfL, and the Council, along with the Highways Agency where appropriate, prior to the submission of any planning application.

Affordable Housing: In line with the SPD on affordable housing and planning obligations; a financial viability appraisal (FVA) will be required to demonstrate that every effort has been made to provide up to 50% affordable housing on the site in accordance with the London Plan and current guidance. Supporting information will be sought to enable the critique of an FVA, including valuation data, existing use values, construction costs, sales date along with details on the cost of other aspirations for the site and similar information required to reach a decision on the amount of affordable housing that can be viably provided on the site. The developer will be expected to fund independent assessment of the FVA.

Education: In line with the SPD on Educational Facilities a contribution towards nursery, primary, secondary and post 16 school places and/or facilities will be sought. There is a formula for ascertaining the likely level of this contribution

within chapter 4 the SPD on Planning Obligations. Given the lack of capacity of existing nursery facilities, it is likely that a nursery will be required on site to support the new population.

Health: The development of the site will impact on the ability of primary care services in West Drayton and Yiewsley to provide health care for the local population, as services are already limited in their capacity. Crucially, the PCT must expand services provided by GPs, so that new residents will be able to register with a GP. Apart from GP primary care services, there would also be demands on district nursing, health visitor and other primary and community health services such as dentistry, chiropody, speech and language and physiotherapy.

In line with the SPD on Health Facilities a contribution will be sought as a result of this proposal. Given the size of the site it is likely that the additional demand will necessitate significant improvements to the health facilities in the area, and the provision of a GP surgery on site, or significant improvements to existing facilities will be required. Recent advice indicates that a new polyclinic is expected within the Yiewsley town centre, and significant contributions may be required to assist in the funding of such facilities. Further more detailed consultation will be required with the Hillingdon PCT, the NHS and Council prior to any decision being made.

Community Facilities: In line with the Planning Obligations SPD, a facility or number of facilities are likely to be required on site, and/or cash contributions sought as a result of this proposal. Further scoping work is required and any developer will be expected to work with the Council in developing proposals for the site to comply with the aspirations of this SPD. Given that Council owns the site immediately adjacent to the former NATS site, and the need to make substantial improvements to community facilities in the area, the opportunity to consolidate and enhance facilities as part of this development will need to be capitalised on as part of this development.

Open Space: In line with the SPD on Open Space and Recreation contributions will be sought to improve and enhance existing facilities. The developer, in association with Council's Green Spaces Team, will need to undertake a needs and deficiency assessment of the site, its location and any other constraints i.e. through consultation with bodies such as Sport England. Contributions towards the management of open space, areas of ecological importance and other costs associated with the upkeep of the site will be required. As a minimum, an assessment of the following will be required:

- Sports pitches and district parks, in association with Sport England and Natural England and the Council;

- Local parks, small parks and pocket parks, in association with Sport England, and Natural England and the Council;
- Play space for children, with consideration of the Mayor's SPG, and in keeping with the nature and scale of the proposal.
- Sports halls in the locality and their capacity
- Pool space in the locality and ability for contributions to assist in any expansion or future expansion.

Public Realm: In line with the SPD on the Public Realm, given the location and possible mixed use aspects of the site, then it is likely that a contribution towards the public realm will be sought as a result of this proposal. This may take the form of public realm improvements, accessibility measures, the provision and maintenance of public spaces, street furniture and lighting, public art, litter management, crime prevention and CCTV, both on site and off site. Particular emphasis will be given to improvements around any proposed commercial elements of the scheme, the existing local shops, and linking the site with the West Drayton town centre.

Construction Training: In line with the SPD on Training and Employment, a contribution or onsite scheme to meet the training needs of our community is likely to be sought as a result of the proposal. If an onsite scheme is not implemented then it is likely that a cash contribution equal to £2,500 for every £1million construction cost will be sought plus it is likely that an additional contribution towards co-ordinator costs (an estimate of the cost of a co-ordinator is £71,675 pa for every 160 units proposed) may be sought.

Air Quality and Noise: In line with the SPD on Transportation, Accessibility, Air Quality and Noise, a contribution or scheme to mitigate against or ameliorate the impacts arising from the development is likely to be required.

Environmental Improvements: The protection, enhancement and provision of additional landscaping and trees, will be expected of the developer, along with the protection and enhancement of areas of ecological and biodiversity importance, and other associated issues as identified through this SPD.

Project Management and Monitoring: In line with the SPD, a contribution towards project management and monitoring is sought equal to 5% of the total cash contributions secured from this proposal.

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