

# APPENDIX 3

## LONDON BOROUGH OF HILLINGDON

### LOCAL PLAN PART 2

#### DEVELOPMENT MANAGEMENT POLICIES

#### Adoption Version

Post Examination minor corrections are shown in track changes

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## 1. INTRODUCTION

1.1 The Hillingdon Local Plan: Part 1: Strategic Policies was adopted in November 2012 and is the key strategic planning document for Hillingdon. It sets out a long term spatial vision and objectives for the Borough, what is planned to happen, where and how it will be achieved.

1.2 This Development Management Policies document forms part of Hillingdon's Local Plan Part 2. Its purpose is to provide detailed policies that will form the basis of the Council's decisions on individual planning applications. The document is structured as follows:

**Chapter 2 - The Economy:** sets out policies related to employment growth in the Borough, including the uses that are acceptable on designated and non-designated sites, offices, and policies related to tourism.

**Chapter 3 - Town Centres:** contains policies related to all aspects of town centre development including the uses that will be acceptable in designated town centres.

**Chapter 4 - New Homes:** sets out policies to ensure the delivery of new homes, including affordable housing.

**Chapter 5 - Historic and the Built Environment:** sets out policies to ensure the protection of Hillingdon's heritage and the built environment. Specific policies related to householder development are contained in Appendix A of the document and design guidance for shopfronts in Appendix B.

**Chapter 6 - Environmental Protection and Enhancement:** contains a range of policies related to environmental protection including sustainable design standards, air, water and land quality, the natural environment, Green Belt and minerals.

**Chapter 7 - Community Infrastructure:** contains policies related to community infrastructure protection and provision, including open space, education and healthcare.

**Chapter 8 - Transport and Aviation:** policies related to all aspects of the transport network including Heathrow Airport.

### Status of Development Plan Documents

1.3 The National Planning Policy Framework (NPPF) re-affirms the Government's commitment to a plan-led system. The adopted Local Plan and the published London Plan together form the 'development plan' for the London Borough of Hillingdon. Section 38(6) of the Planning and Compulsory Purchase Act 2004 makes clear that determinations of planning applications must be made in accordance with the development plan unless material considerations indicate otherwise.

1.4 Cutting across all thematic policies in the plan is the presumption in favour of sustainable development contained within the NPPF. This requires that:

a) When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will always work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

b) Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

c) Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, the Council will grant permission unless material considerations indicate otherwise – taking into account ~~whether~~:

- Relevant London Plan policies
- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- Specific policies in the NPPF indicate that development should be restricted.

### Supporting Technical Reports

1.5 In line with EU and UK requirements, a sustainability appraisal (SA) (incorporating the requirements of a Strategic Environmental Assessment) has been undertaken alongside policy preparation. The overall aim is to ensure that the Plan contributes to the achievement of sustainable development. This has involved a separate and concurrent evaluation of the policies, options and reasonable alternatives. The SA highlights the key social, economic and environmental impacts and identifies mitigation

measures to ensure effective implementation. The SA has contributed towards the reasoning and refinement of policies and is subject to public consultation. The SA is available to view as a separate document.

1.6 An Equalities Impact Assessment (EIA) of Part 2 has been prepared by the Council. An EIA is the process of identifying what impact, or likely impact, a policy has on protected groups. Local authorities have a duty under the Equalities Act 2010 to carry out an EIA of their Local Plans. The assessment seeks to ensure that, as far as possible, any negative consequences for a particular group or sector of the community are eliminated, minimised or counterbalanced by other measures. The EIA highlights key issues that need further consideration and the recommendations were used in the preparation of the policies in this document.

## 2. THE ECONOMY

### BACKGROUND

2.1 Hillingdon has a strong, well connected local economy with good potential for further growth. The Borough contains over 10,090 active enterprises, providing some 200,000 jobs and whilst many are small and medium sized organisations, Hillingdon has one of the highest numbers of major international and European headquarters outside of the City, Canary Wharf and the West End.

2.2 Hillingdon is a borough of economic and environmental contrasts. In the semi rural area to the north of the A40, opportunities for economic growth are focussed on the network of district and local centres and some designated employment sites. In contrast, the south of the Borough contains areas of high deprivation, but also accommodates Heathrow Airport, the UK's only hub airport, Uxbridge Metropolitan Centre and the Stockley Park concentration of high-tech multi-national industries. These economic components have a sphere of influence that extends beyond Hillingdon's boundaries, across London and the wider south east region.

2.3 The supporting text to Policy E1: Managing the Supply of Employment Land in the Local Plan Part 1 reveals that 17.58 hectares of surplus industrial and warehousing land could be released from 2011 - 2026. The Council has updated its Employment Land Study since the adoption of the Local Plan Part 1. The updated study identifies a surplus of employment land in the region of between 16.3 and 20.6 hectares.

2.4 The Site Allocations and Designations document identifies specific designated sites for release, in accordance with the findings of the Council's latest Employment Land Study. This section provides policies to assist in the determination of planning applications relating to designated and non-designated employment sites and offices. The Council recognises that town centres also make a significant contribution to the economy. Policies relating to town centres are included in Section 3 of this document.

## EMPLOYMENT

### Designated Employment Sites

2.5 Hillingdon has four Strategic Industrial Locations (SILs), which are protected by Policy 2.17: Strategic Industrial Locations of the London Plan [2016](#) as being the main reservoirs of industrial land in the Borough.

SILs fall into two broad categories:

- **Preferred Industrial Locations (PILs):** These are suitable for general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions and other industrial related uses (i.e. generally Use Classes B1 (c), B2 and B8). Hillingdon has three PILs – they are the Uxbridge Industrial Estate, Victoria Road / Stonefield Way Industrial Business Area in South Ruislip and the Hayes Industrial Area.
- **Industrial Business Parks (IBPs):** These are suited to industrial activities that are compatible with a higher quality environment including research and development, light industrial and higher value general industrial, (i.e. primarily Use Classes B2 and B8 and some B1(b), B1(c)). IBPs are not intended for large scale office development.<sup>1</sup> Hillingdon has one IBP located at North Uxbridge Industrial Estate.

2.6 The Local Plan Part 1 designates two classes of locally significant employment land:

- **Locally Significant Industrial Sites (LSIS):** These are intended to be suitable for industrial and warehouse activities (Use Classes B1(c), B2 and B8).
- **Locally Significant Employment Locations (LSEL):** These are intended to have a light industrial, office and research and development role (B1 (a), (b), (c) use designated classes).

2.7 The uses permitted on locally ~~designed-designated~~ employment sites are comparable with the different categories of SIL. LSIS are primarily for industrial activities, LSEs have more flexibility to accommodate 'business park' type activities. The Council expects proposals in LSEs to promote a high quality business environment that respects local amenity. Particular attention should be given to building design and landscaping. Depending on

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<sup>1</sup> London Plan para 2.79

the Public Transport Accessibility Level (PTAL), proposals in some LSEs will be required to address issues of accessibility, including the provision of travel plans where appropriate.

2.8 New development should not compromise the operation of designated sites. The Council will discourage the location of uses which are sensitive to industrial operations, especially where appropriate mitigation measures to address issues such as noise, vibration and lighting have not been properly incorporated into the development scheme. Development that has an adverse impact on access to designated sites will also be resisted. In accordance with relevant policies in the London Plan, mixed use developments will be supported where they assist with the renewal and modernisation of the remaining office stock.

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

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

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

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

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

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

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

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

occupiers and the workforce on designated employment sites, such as 'walk to' services including workplace crèches, cafes and small scale food outlets, will be supported.

### Employment Uses Outside of SILs, LSIS and LSELs

2.9 In addition to the areas identified in Policy DME 1: Employment Uses in Designated Sites, Hillingdon also contains a number of non-designated employment sites and areas. These sites vary in size from 1 or 2 units to multiple businesses and accommodate a variety of employment generating activities. Many operate satisfactorily without harm to local amenity and offer real benefits to the local economy.

#### Policy DME 2: Employment Sites Outside Designated Employment Areas

Proposals which involve the loss of employment floorspace or land outside of designated employment areas will normally be permitted if:

- i) the existing use negatively impacts on local amenity, through disturbance to neighbours, visual intrusion or has an adverse impact on the character of the area; or
- ii) the site is unsuitable for employment reuse or development because of its size, shape, location, or unsuitability of access; or
- iii) Sufficient evidence has been provided to demonstrate there is no realistic prospect of land being reused for employment purposes<sup>2</sup>; or
- iv) The new use will not adversely affect the functioning of any adjoining employment land; or
- v) The proposed use relates to a specific land use allocation or designation identified elsewhere in the plan.

### Size of Workspace

2.10 A vital aspect of assisting new businesses, both to start up and to grow, is ensuring an adequate supply of suitable accommodation. Small businesses are acknowledged to be important in maintaining a strong

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<sup>2</sup> Note that sufficient evidence should include details of marketing of the site for a minimum period of 12 months.

economy and providing the seed bed for future larger businesses. This principle is reflected in the London Plan and in the NPPF.

2.11 The Council aims to maintain, and wherever possible, improve the provision of Small and Medium Enterprises (SME) accommodation. Local Plan Part 1 Policy E6: Small and Medium-Sized Enterprises, encourages affordable accommodation for small and medium businesses in appropriate sustainable locations. As part of major employment proposals, the provision of smaller units will be sought in appropriate locations.

2.12 In applying this policy, the Council will take account of any evidence indicating a need for accommodation for small and medium sized firms and the scale of any new development proposed. The Council will encourage the provision of a range of unit sizes, which are capable of accommodating different uses.

### Office Development

2.13 The most recent London Office Policy Review (2012) (LOPR) highlights the poor performance of the outer London office market in recent years. However, not all outer London office centres are in structural decline. West London provides, and will continue to provide, primary locations for office development, including Stockley Park and Uxbridge.

2.14 Local Plan Part 1 Policy E2: Location of Employment Growth directs office development to three core growth areas: Uxbridge Town Centre, Stockley Park and Heathrow Perimeter. The first two of these areas are spatially defined through designation in the Site Allocations and Designations document and described below. In addition, office development will also be considered suitable in designated town centres and in LSEs, where it can be demonstrated that the proposals will not lead to the significant loss of and increased demand for light industrial accommodation. The Heathrow Perimeter LSEs have however been removed from the Site Allocations and Designations document to ensure consistency with the Airports National Policy Statement.

### Uxbridge

2.15 Businesses are attracted to Uxbridge due to its good road access, the quality of the townscape and service provision, availability of suitable premises, Brunel University and the local skills base. Issues constraining growth include a shortage of good quality office stock in the town and problems with car parking ratios. In particular, relatively low parking allowances for new office developments in Uxbridge have affected its ability to compete with centres outside Greater London. Parking provision for offices in Uxbridge will be expected to meet the standards contained in Appendix C.

### **Stockley Park**

2.16 Stockley Park has a reputation as being one of Europe's premier business parks. The site will retain its importance as a key outer London office location over the period of the Plan. Opportunities to expand employment opportunities and to include a hotel to add to the Park's offer are noted in the Local Plan Part 1. As it is an out of town location, any further growth will need to deliver sustainable transport provision and provide an appropriate level of car parking.

#### **Policy DME 3: Office Development**

**A) The Council will support proposals for new office development in the preferred locations of Stockley Park and Uxbridge Town Centre, as defined in the Site Allocations and Designations document.**

**B) Proposals involving loss of office floorspace in preferred locations for office growth, which fall outside of existing permitted development procedures, should include information to demonstrate that:**

- i) the site has been actively marketed for two years;**
- ii) the site is no longer viable for office use, taking account of the potential for internal and external refurbishment; and**
- iii) surrounding employment uses will not be undermined.**

**C) Proposals for smaller scale new office floorspace within designated town centres, including proposals within mixed use schemes, will be supported where:**

- i) the mixed use element of the scheme meets the requirements of policies related to town centre development in this Plan; and**
- ii) the scale of provision is appropriate to the role and function of the town centre.**

**D) Proposals involving the loss of office floorspace within designated town centres should be supported by evidence of continuous vacancy and marketing over a 12 month period.**

**E) Proposals for office uses in LSEs will be permitted, subject to the provision of satisfactory evidence to demonstrate that the proposals will not result in the loss of light industrial accommodation, where there is a demand for these uses.**

**F) Proposals for offices outside town centres, preferred office growth locations, and Locally Significant Employment Locations will be**

**required to demonstrate that no other sequentially preferable locations are available.**

## TOURISM AND VISITOR FACILITIES

2.17 Tourism is an important part of the local economy with key sectors being the business and the conference market, transit trade (visitors stopping in Hillingdon en-route to another destination) and the leisure market. Employment within the tourism sector accounts for over 8% of the Borough's total employment, higher than the London-wide average.

### Visitor attractions

2.18 Hillingdon offers a range of specific tourist destinations and reasons to visit the Borough. Firstly, there is a substantial hotel industry based around Heathrow Airport. The development of new hotels is addressed in Policy DME 4: Visitor Attractions and Policy DME 5: Hotels and Visitor Accommodation.

~~However, t~~

The Council will seek to ensure good public transport links between visitor accommodation, visitor attractions and other key destinations in the Borough.

2.19 Uxbridge is identified in the London Plan as having regional/ sub-regional importance as a strategic cluster of night time activity. The town centre is set to continue to enhance its appeal as the former RAF Uxbridge site is developed and cultural proposals, such as a theatre and hotel, are realised.

2.20 Brunel University attracts a substantial number of visitors to Uxbridge through events such as its annual summer school. This is set to continue as Uxbridge has been identified as a Strategic Outer London Development Centre (SOLDC) in the London Plan, based on its function as a centre for higher education.

2.21 Other opportunities for the visitor economy relate to Hillingdon's outer London location, connection to Central London and the South East. Key destinations, including Wembley Stadium, Heathrow and Oxford, are accessible by both the motorway and public transport network. The completion of Crossrail will further increase connectivity.

2.22 Aside from the key international gateway of Heathrow Airport and the specialised commercial market of RAF Northolt, Hillingdon has a number of local and regional destinations which attract visitors from outside the Borough, namely:

- The RAF Uxbridge Battle of Britain WWII Bunker;
- Nature based attractions including the walking, cycling and bridleways of the Colne Valley Park, the Grand Union Canal and the Willow Tree Marina, Yeading;
- Ruislip Lido and the Woodland Centre;
- Golf courses, including Haste Hill, Northwood, Ruislip, Uxbridge and Stockley Park;
- The Hillingdon Sports and Leisure Complex including the 50m indoor pool and the listed lido;
- Harmondsworth Great Barn;
- Heritage sites and gardens including Manor Farm Complex, Ruislip and Eastcote House Gardens (Heritage Lottery funded); and
- Many historic features including Scheduled Ancient Monuments, Listed Buildings, historic towns and villages, parks and gardens, inns, barns and churches.

#### **Policy DME 4: Visitor Attractions**

**The Council will take steps to encourage people to visit heritage and other sites and will support, in principle, proposals that enhance the visitor offer in the Borough, subject to:**

- i) No deleterious impact on neighbouring land use by noise, traffic and congestion, visual intrusion, safety, loss of privacy or amenity;**
- ii) Provision of access by sustainable transport, together with an appropriate level of onsite parking;**
- iii) Improvement and enhancement of the environmental attributes of the site; and**
- iv) Provision of a high standard of building design, consistent with the amenity of the area that respects local architectural form, responds to and enhances features of environmental, historic or cultural significance and addresses inclusive access.**

### Hotels and Other Visitor Accommodation

2.23 London Plan Policy 4.5: London's visitor infrastructure sets a London-wide target to achieve an additional 40,000 bedrooms by 2036 and a borough-wide target for Hillingdon to deliver 3,800 new bedrooms over the same period. In addition to hotel rooms these targets can be met through other forms of visitor accommodation, such as guest houses, bed and breakfast accommodation and extensions to appropriately located public houses.

2.24 Hotel growth will be encouraged in Uxbridge and Hayes. These areas are identified and designated in the Site Allocations and Designations document. In accordance with national planning policy, hotel development of an appropriate scale will also be acceptable in other town centres, subject to the provisions of other policies in this Plan. Heathrow is not identified as hotel growth location in the Local Plan Part 2 to ensure consistency with the Airports National Policy Statement.

2.25 The Heathrow area is subject to specific demand for land uses related to the airport, which include a mix of industrial, warehouse and storage, offices and tourist development.

2.26 The Heathrow area is also subject to pressure for off-site airport-related car parking. To ensure the sustainability and air quality objectives of the Local Plan are met, car parking for hotel proposals should be for hotel guests only and not accommodate unrelated vehicles.

2.27 Proposals for new visitor accommodation must be designed to minimise any impacts on privacy by ensuring that an appropriate distance (usually 20m) is maintained between facing windows and there is no overlooking to neighbouring properties. Kitchen vents and outdoor areas, including smoking shelters and waste facilities must be located to avoid nuisance to neighbours. The Council will expect proposals to address car parking and servicing and may require a Travel Plan to be submitted.

#### **Policy DME 5: Hotels and Visitor Accommodation**

**The Council will support a range of visitor accommodation, conference and related uses in accessible sustainable locations, as defined in the Site Allocations and Designations document, subject to:**

- i) A high standard of building and site design, including landscaping and placement of signage that makes a positive contribution to**

**local amenity and the streetscape;**

- ii) Provision of an accessible layout and rooms in accordance with Policy DME 6: Accessible Hotels and Visitor Accommodation; and**
- iii) No adverse impact on nearby land uses or on the amenity of either adjoining occupants or proposed occupants by virtue of noise, lighting, emissions, privacy, overlooking, any other potential nuisance, parking or traffic congestion.**

### **Accessible Hotels and Visitor Accommodation**

2.28 The provision of visitor accommodation that is accessible to all has been identified as an issue in London. The London-wide Hotel Demand Study (2006) identified a very limited supply of accessible accommodation for disabled people and a number of issues regarding its provision. The London Plan Policy 4.5: London's visitor infrastructure identifies a minimum of 10% of new visitor accommodation to be wheelchair accessible.

2.29 New development will be required to meet the provisions of the Accessible Hillingdon SPD and Design and Access Statements submitted with planning applications should demonstrate consistency with the principles of inclusive design. Additionally, an Accessibility Management Plan (AMP) is required for visitor accommodation of more than 10 rooms. Appropriate facilities for a wide range of disabilities should be included, such as en-suite bathrooms, manoeuvring space for a mobile hoist (where ceiling hoists are not installed), ensuring walls are capable of supporting the required fittings, for example, grab rails and drop down support rails and, where possible, connecting doors to adjoining rooms for assistants to disabled persons.

2.30 An AMP is separate to and complements a Design and Accessibility Statement by outlining amongst other matters “soft” measures (such as management, alarms) which may not be able to be addressed through design. The AMP should ensure that the management and operation of facilities are considered from the onset and that accessibility and inclusion are monitored and maintained throughout the life of the development.

#### **Policy DME 6: Accessible Hotels and Visitor Accommodation**

**A) In order to ensure that inclusive access has been incorporated into the proposal from the onset, the Council will require:**

- i) all proposals to meet the requirements of the Accessible Hillingdon SPD;**

- ii) a Design and Access Statement to be submitted with the planning application; and
  - iii) For proposals of ten rooms or more, an Accessibility Management Plan should be submitted with the planning application.
- B) For proposals of 10 rooms or more, the Council will require 10% of hotel rooms to meet wheelchair accessibility standards. In particular, accessible rooms should:**
- i) be located along accessible routes, close to lifts on upper floors and close to the reception on the ground floor;
  - ii) be situated so that they have equal access to views enjoyed from standard bedrooms; and
  - iii) provide appropriate facilities for a wide range of disabilities.

### **Farm Diversification**

2.31 Farm diversification will help sustain the rural economy. The Council will encourage farmers and agricultural businesses, to invest in their land or business including those uses that contribute to green energy production.

#### **Policy DME1 7: Farm Diversification**

The Council will support farm diversification schemes including those related to the provision of renewable energy, provided that they minimise visual, traffic and environmental impacts and do not:

- i) have an adverse impact on the open character of the countryside and landscape quality;
- ii) contribute to visual “clutter”;
- iii) significantly increase road traffic or congestion on rural roads and junctions;
- iv) erode environmental quality, nature conservation value or limit public access to the countryside; and
- v) have an adverse environmental impact on nearby residential areas or other sensitive receptors by virtue of noise, vibration, smoke, odour or emissions.

### 3. TOWN CENTRES

3.1 Hillingdon's town centres are crucial to the social, economic and environmental wellbeing of the Borough. They provide local communities with a sense of individual identity, and being focused on public transport links provide a basis for sustainable urban living. As a result of competition both from other town centres and from out of town retail developments, as well as the changing retail behaviour of residents (with an increasing use of internet shopping), many town centres are now looking to diversify their roles.

#### Hierarchy of Centres

3.2 Hillingdon's established hierarchy is anchored by the Metropolitan Centre of Uxbridge, which has built on its retail, economic and locational strengths to expand onto the former RAF Uxbridge site. The Borough has five district centres, the largest being Hayes District Centre and Yiewsley-District Centre in the south of the Borough, where the new Crossrail stations are expected to bring significant regeneration opportunities. The remaining district centres are at Green Lane (Northwood), Eastcote, and Ruislip. Additionally, there are ten neighbourhood or local centres further classified into minor centres or smaller local centres. A number of local parades complete the hierarchy.

3.3 Table 3.1 below and Map 5.3 in Part 1 of the Local Plan outlines the hierarchy of town centres.

Table 3.1: Town Centre Hierarchy

| Centre                     | Town  | London Plan Description  |
|----------------------------|---|--|
| <b>Metropolitan Centre</b> | <ul style="list-style-type: none"> <li>• Uxbridge</li> </ul>  | <p>Serves wide catchments which can extend over several boroughs and into parts of the wider south east region. Typically they contain at least 100,000 sqm of retail floorspace with a significant proportion of high-order comparison goods relative to convenience goods. These centres generally have very good accessibility and significant employment, service and leisure functions.</p>   |
| <b>District Centres</b>    | <ul style="list-style-type: none"> <li>• Ruislip</li> <li>• Eastcote</li> <li>• Green Lane (Northwood)</li> <li>• Yiewsley - West Drayton</li> <li>• Hayes</li> </ul>   | <p>Distributed more widely than the metropolitan and major centres, providing convenience goods and services for more local communities and accessible by public transport, walking and cycling. Typically they contain 10,000–50,000 sqm of retail floorspace.</p>  |
| <b>Minor Centres</b>       | <ul style="list-style-type: none"> <li>• Ruislip Manor</li> <li>• Northwood Hills</li> <li>• Uxbridge Road, Hayes</li> </ul>  | <p>Typically serve a localised catchment often most accessible by walking and cycling and include local parades and small clusters of shops, mostly for convenience goods and other services.</p>  |
| <b>Local Centres</b>       | <ul style="list-style-type: none"> <li>• Harefield</li> <li>• South Ruislip</li> <li>• Hillingdon Heath</li> <li>• North Hillingdon</li> <li>• Ickenham</li> <li>• Harlington</li> <li>• Willow Tree Lane, Yeading</li> </ul> | <p>They may include a small supermarket (typically up to around 500 sqm), sub-post office, pharmacy, laundrette and other useful local services.</p> <p>(In this Development Management document, the minor and local centres are defined as follows: minor centres are considered to have a comparison and higher order goods to serve a population within a 3 km radius; local centres provide a full range and choice of essential shop uses and other local services for people who do not live or work near a town centre).</p> |

### Scale and Function of Centres

3.4 London Plan [2016](#) Policy 2.15: Town Centres (d) states that development proposals in town centres should be in scale with the centre. In ascertaining scale and suitability of the proposal to a centre, consideration should be given to the consistency of proposals with the definition of the centres in Table 3.1 above. All proposals for town centre uses will be expected to comply with other relevant policies in the development plan for Hillingdon. Proposed development should:

- enhance the town centres offer and be compatible with the nature, scale and function of the centre;
- have no deleterious impact on the function and vitality of the centre or on the Borough centres hierarchy;
- be in accessible locations or locations that are able to be made accessible by public and active transport; and
- in areas of regeneration, contribute positively to wider regeneration objectives.

3.5 Larger centres are considered appropriate locations for accommodating growth in comparison goods retail expenditure and floor space because they are the most accessible by public transport and have greater capacity to provide choice and competition. It is intended that major retail proposals with a significant proportion of high order comparison goods relative to convenience goods locate in the highest order centres in the Borough.

3.6 In order to protect the Borough's shopping hierarchy and the integrity of local parades, the Local Plan Part 1 notes that the Council will require an impact assessment for any retail proposal in an edge of centre or out of town centre location, which exceeds 200 square metres gross retail space. Development proposals of 1,000 sqm or more for individual or combined main town centre uses in out of centre locations will be required to provide an impact assessment.

**Policy DMTC 1: Town Centre Developments**

**A) The Council will support 'main town centre uses' where the development proposal is consistent with the scale and function of the centre. Town centre development will need to demonstrate that:**

- i) adequate width and depth of floorspace has been provided for the town centre uses; and**
- ii) appropriate servicing arrangements have been provided.**

**B) Residential use of ground floor premises in primary and secondary shopping areas and in designated parades will not be supported.**

**C) Proposals for 'main town centre uses' in out of centre locations will only be permitted where there is no harm to residential amenity.**

**D) The Council will:**

- i) expect proposals for 'main town centre uses' to demonstrate that there are no available or suitable sites in a town centre where an edge of centre or out of centre location is proposed, using a sequential approach; and**
- ii) consider the effect of the proposal, either individually or cumulatively on the vitality and viability of existing town centres. Development proposals in out of centre and edge of centre locations, which exceed 200 sqm of gross retail floorspace, or 1,000 sqm of combined main town centres uses, will require an impact assessment.**

**Metropolitan, District and Minor Centres**

3.7 Ensuring the viability of Hillingdon's retail centres by managing their land uses is considered integral to the economic and social prosperity of Hillingdon. Vibrant town centres need to have a "critical mass" appropriate to their role in the network and an appropriate level of diversity of retail development to attract consumers of all ages and backgrounds on a regular basis at different times of the day and throughout the year. However, the Council will consider proposals which constitute a departure from policies in this chapter, where they provide clear and long lasting benefits to the vitality and viability of town centres in the borough.

3.8 Whilst seeking to encourage vitality and viability, the Council recognises the different retail functions that take place within its town centres:

- **Primary Areas**, which are the focus of retail activity in the centres and are either already generally dominated by retail shops or are areas which the Local Planning Authority considers have prime retail potential. Therefore in these areas at least 70% of the primary frontage should be maintained in Use Class A1 and concentrations of service uses avoided.
- **Secondary Areas**, peripheral to the primary areas in which shopping and service uses are more mixed, should still retain a high proportion of Class A1 shops. In these areas, at least 50% of the frontage should be in Use Class A1 and concentrations of service uses avoided. Where non-retail uses are permitted, the retention of an appropriately designed shop front can help mitigate the visual effect of a break in the shopping frontage.
- **Other Areas**, outside the primary and secondary areas which are appropriate both for retail and for other town centres uses.

3.9 To ensure the frontages are kept as an area of retailing activity, interruptions in the shop frontage will be minimised and supporting uses are to be dispersed within shopping areas. In primary frontages, the length of continuous frontage in non-retail use should be limited. Separation or an increase in the separation of Use Class A1 units by other uses should be no more than about 12m (broadly the width of two typical shop fronts) and in general, no more than one in three units should be non - A1 use. In addition, the concentration of other (service) uses should be minimised.

3.10 Hot food takeaways (Class A5) have specific issues in terms of parking and impact on the vitality of a shopping area. In order to prevent problems caused by parking on the street or on the pavement outside the premises, adequate off street parking for customers and delivery vehicles will be required. In order to prevent unacceptable effects on local amenity, shopping frontages and the daytime vitality of shopping parades, Use Class A5 hot food takeaways will be limited to 15% of the total number of units present in a centre or a local parade.

3.11 The town centre boundaries as set out in the former Unitary Development Plan have been reviewed and updated. Uxbridge Town Centre boundary is extended onto the former RAF Uxbridge and into the Highbridge Industrial Estate. Boundaries for Ruislip Manor and Harefield have also been amended. The town centre boundaries including primary and secondary shopping areas are defined in Appendix D.

**Policy DMTC 2: Primary and Secondary Shopping Areas**

**A) In primary shopping areas, the Council will support the ground floor use of premises for retail, financial and professional activities and restaurants, cafes, pubs and bars provided that:**

- i) a minimum of 70% of the frontage is retained in Use Class A1;**
- ii) Use Class A5 hot food takeaways are limited to a maximum of 15% of the frontage;**
- iii) the proposed use will not result a separation of more than 12 metres between A1 retail uses; and**
- iv) the proposed use does not result in a concentration of non retail uses which could be considered to cause harm to the vitality and viability of the town centre.**

**B) In secondary shopping areas, the Council will support the ground floor use of premises for retail; financial and professional activities; restaurants, cafes, pubs and bars; launderettes and other coin operated dry cleaners; community service offices, including doctor's surgeries provided that:**

- i) a minimum of 50% of the frontage is retained in retail use; and**
- ii) the uses specified in policy DMTC4 are limited to a maximum of 15% of the frontage;**
- iii) the proposed use does not result in a concentration of non retail uses which could be considered to cause harm to the vitality and viability of the town centre.**

**C) The Council will give consideration to the provision of community facilities within secondary frontages where it can be demonstrated that theses will be open to members of the public and would support the vitality and viability of the centre.**

**D) Outside of defined primary and secondary areas, proposals for a change of use from A1 retail will be permitted, provided the change does not result in the loss of an essential local service.**

## Local Centres and Local Parades

3.12 Shopping areas that meet local shopping needs over and above daily food shopping have been designated local centres in the Borough hierarchy. These centres provide for the needs of people who do not live close to a town centre and may also provide a range of other services and community functions. Local centres are generally much smaller than town centres and to protect their retail function, policies governing changes of use for A1 (units) are more restrictive than those for town centres.

3.13 The Council will resist proposals that would result in the loss of a Use Class A1 shop in core areas and will examine very closely similar proposals for other parts of these centres.

3.14 The Borough hierarchy of shopping centres also includes local shops and Local Parades, which fulfil a convenience shopping function. The list of Local Parades is in Table 3.2. These parades or local shops are retained to meet the day to day shopping needs of local residents, minimise the need to travel by car or public transport and address wider social, inclusion and accessibility objectives. The following uses are considered important at the local level - pharmacy, post office, grocer, baker, butcher, greengrocer and newsagent - and are referred to as essential shops.

3.15 A walking distance of 800m is applied (about a 10 minute walk) to establish a shop's catchment. Residential areas which are not within 800m of at least five essential shop uses are defined as being deficient. When considering applications for a change of use, accessibility to alternative shops that are available to residents within 800m will be taken into account by the Council. For those areas with an insufficient population to support essential shops, the Council will seek to ensure that all residential areas are within half a mile of at least five essential shop.

3.16 The Council will, in assessing proposals, ensure that parades and local centres retain as many essential shops as possible with no less than three in smaller parades and a choice of essential shops in the larger parades and in local centres. The Council will ensure that at least 50% of a shopping parade is retained as Use Class A1 shops.

Table 3.2: Local Parades

| LOCAL PARADES  |   |   |
|--|---|---|
| <p><b>Colham Green</b></p> <ul style="list-style-type: none"> <li>• Pield Health Road</li> <li>• Violet Avenue</li> </ul> <p><b>Cowley</b></p> <ul style="list-style-type: none"> <li>• Station Road/High Street</li> <li>• Dellfield Parade/The Parade, High Street</li> </ul> <p><b>Cowley Peachy</b></p> <ul style="list-style-type: none"> <li>• High Road</li> <li>• Moorfield Road</li> </ul> <p><b>Eastcote Village</b></p> <p><b>Goulds Green</b></p> <ul style="list-style-type: none"> <li>• 305 -315 Harlington Road</li> </ul> <p><b>Hayes</b></p> <ul style="list-style-type: none"> <li>• 124-152 Uxbridge Road</li> <li>• Kingshill Avenue</li> <li>• Lansbury Drive</li> <li>• Bourne Circle/ Gloucester Parade, Bourne Avenue/ Cranbourne Drive</li> <li>• 641 -693 Uxbridge Road, Wood End</li> <li>• Dawley Parade, Dawley Road</li> <li>• 1 – 29 Dawley Road, Hayes town</li> <li>• Hayes End 625 – 849 (south) 1172 – 1380 (north) Uxbridge Road</li> </ul> | <p><b>Harlington</b></p> <ul style="list-style-type: none"> <li>• Cranford Parade, 141 - 171 Northfield Parade, North Hyde Road/High Street</li> <li>• Redmead Road,</li> <li>• St Dunstan’s Close</li> </ul> <p><b>Harmondsworth</b></p> <ul style="list-style-type: none"> <li>• Harmondsworth Village</li> <li>• Bath Road</li> </ul> <p><b>Hillingdon</b></p> <ul style="list-style-type: none"> <li>• Ryefield Avenue,</li> <li>• Sutton Court Road,</li> <li>• Crescent Parade, Long Lane/Uxbridge Road</li> </ul> <p><b>Hillingdon Hill</b></p> <ul style="list-style-type: none"> <li>• Royal Lane/Hillingdon Village</li> </ul> <p><b>Ickenham</b></p> <ul style="list-style-type: none"> <li>• 55 -97 High Road</li> </ul> <p><b>Northwood</b></p> <ul style="list-style-type: none"> <li>• Northwood High Street</li> <li>• Pinner Road,</li> <li>• Salisbury Road</li> </ul> <p><b>Ruislip</b></p> <ul style="list-style-type: none"> <li>• Howletts Lane,</li> </ul> <p><b>Ruislip Gardens</b></p> <ul style="list-style-type: none"> <li>• West End Road/ New Pond Parade</li> </ul> <p><b>Sipson</b></p> <ul style="list-style-type: none"> <li>• 41- 47 Sipson Way</li> </ul> | <p><b>South Ruislip</b></p> <ul style="list-style-type: none"> <li>• 702 –724 Field End Road</li> <li>• 439– 490 Victoria Road,</li> <li>• 1-24 Station Approach</li> <li>• Whitby Road</li> </ul> <p><b>Uxbridge</b></p> <ul style="list-style-type: none"> <li>• Cowley Road (Trumper Way-Myddleton Road)</li> <li>• 98-118 Cowley Road</li> <li>• Brunel University</li> </ul> <p><b>West Drayton</b></p> <ul style="list-style-type: none"> <li>• 58-66 Swan Road,</li> <li>• 81 Swan Road and the Green</li> <li>• 107 –147 Station Road</li> </ul> <p><b>West Drayton</b></p> <ul style="list-style-type: none"> <li>• Mulberry Crescent</li> <li>• Harmondsworth Road/Sipson Road Laurel Lane</li> <li>• Byron Way/ Coleridge Way</li> </ul> <p><b>West Ruislip</b></p> <ul style="list-style-type: none"> <li>• (Station) Ickenham Road</li> <li>• Station Parade, Ickenham Road</li> </ul> <p><b>Yeading</b></p> <ul style="list-style-type: none"> <li>• Welbeck Avenue</li> <li>• Yeading Lane</li> </ul> <p><b>Yiewsley</b></p> <ul style="list-style-type: none"> <li>• Falling Lane/Royal Lane</li> </ul> |

**Policy DMTC 3: Maintaining the Viability of Local Centres and Local Parades**

**A) The Council will protect and enhance the function of local centres and local shopping parades by retaining uses that support their continued viability and attractiveness to the locality they serve. In considering applications for changes of use of shops the Council will ensure that:**

- i) the local centre or shopping parade retains sufficient essential shop uses to provide a range and choice of shops appropriate to the size of the parade, and its function in the Borough shopping hierarchy;**
- ii) at least of 50% of the local centre or shopping parade is retained as Use Class A1 shops; and**
- iii) the surrounding residential area is not deficient in essential shop uses.**

**Location and concentration of town centre uses**

3.17 Given the mixed use nature and higher density of development in town centres, it is important to ensure that there is a mix and balance of complementary night time and day time uses that can co-exist successfully with neighbouring residential areas and create an attractive and vibrant area. Certain types of uses can cause detrimental cumulative impacts as a result of their concentration or location. The Council will therefore resist applications for such uses where they would cause harm to the character, function and amenity of an area or negatively impact on the health and wellbeing of the Borough's residents.

3.18 In assessing the likely impacts of a proposal on the surrounding area, various factors will be taken into account such as the type of use, the proposed hours of opening, size of premises, operation and servicing, parking requirements, and measures to mitigate odour and noise. Proposals that would result in unreasonable adverse cumulative impacts that cannot be adequately mitigated will be resisted.

3.19 When considering applications for adult-orientated activities, such as alcohol consumption, gambling, and adult entertainment, the proximity of the site to housing, places of worship, schools, hospitals and other sensitive community facilities will be considered.

3.20 The Mayor of London's Town Centres SPG encourages boroughs to manage over concentrations of certain activities, such as betting shops, hot food takeaways and pay day loan outlets. The Council will apply the maximum threshold for these uses of 15% of primary and secondary frontages set out in criteria A ii) and B ii) of Policy DMTC 2: Primary and Secondary Shopping Areas. A Supplementary Planning Document will be prepared to provide more detailed guidance on the issues raised by these sites, including the proximity of hot food takeaways to schools.

### **Betting shops**

3.21 The London Plan Town Centres SPG identifies the need to control the proliferation of betting shops and to address the implications this can have on maintaining the vitality and viability of town centres and protecting amenity and safety. It highlights the issues affecting amenity and the continued success of town centres which justify planning authorities to consider the merits of proposals for betting shops.

3.22 For any planning proposals for betting shops that fall outside permitted development rights, the Council will consider impacts on amenity, concentration of similar uses, security of the locality and proximity to sensitive uses.

### **Restaurants and Takeaways**

3.23 Unlike shops and many other services, restaurants and takeaways have limited opening hours and they can create problems of noise, odours, litter and on street parking. Saturating an area with these uses can impact on local amenity as well as on the broader vitality of a shopping frontage.

3.24 Planning permissions for restaurant and takeaway proposals may need planning conditions to secure acceptable hours of operation, adequate ventilation and filtration equipment which also avoid adverse impacts on visual amenity and to ensure that adequate arrangements are made for the storage and disposal of refuse.

3.25 Ducting and ventilation equipment can cause noise and nuisance (from noise, odours and emissions) to neighbours and when inappropriately or retrospectively placed, can impact on the visual amenity of the street frontage, the building or surrounding area. This is of particular relevance for Listed Buildings and Conservation Areas.

3.26 Proposals for Use Classes A3/A5 requiring ventilation or ducting equipment should include the details of this as part of the planning application to ensure that the Council can assess the acceptability of the proposals. As a guide, exterior ducting should be placed so as not to impact on the

streetscape or amenity of the area and consideration is required as to the impacts on any adjoining residential uses.

### **Night time economy**

3.27 The London Plan Town Centres SPG notes the evening and night time uses can contribute to the vitality of the town centre and make town centres feel safer by increasing activity and providing passive surveillance.

3.28 However evening and night time uses can also be associated with noise, crime, antisocial behaviour, community safety problems and detrimental effects on public health which, without appropriate management and mitigation, impacts on the quality of life of local residents.

3.29 Planning applications for evening and night time uses will need to demonstrate that the proposed use will not result in adverse impacts, particularly on residential amenity or result in an unacceptable concentration of uses.

### **Minicab offices**

3.30 Whilst minicab offices provide a service to the public, they can cause nuisance through inadequate parking provision, leading to street congestion and noise during evening operations. In assessing planning applications the Council will therefore consider the adequacy of car park provision, hours of operation, suitability of traffic arrangements and impacts on congestion and local vehicle movement as well as surrounding land uses.

#### **Policy DMTC 4: Amenity and Town Centre Uses**

**Proposals for restaurants and hot food takeaways, drinking establishments, betting shops, night clubs, casinos, amusement centres, minicab offices and other similar uses will only be supported provided that they:**

- i) would not result in adverse cumulative impacts due to an unacceptable concentration of such uses in one area;**
- ii) would not cause unacceptable disturbance or loss of amenity to nearby properties by reason of noise, odour, emissions, safety and security, refuse, parking or traffic congestion; and**
- iii) would not detrimentally affect the character or function of an area by virtue of the proposed use or visual impact.**

## 4. NEW HOMES

### Introduction

4.1 The NPPF requires local planning authorities to plan for housing to meet projected needs over the ~~P~~lan's period. The ~~plan~~-Plan should identify the mix and type of housing required, including the proportion of affordable housing needed to achieve mixed and balanced communities.

4.2 The overall amount and broad locations for growth are set out in the Local Plan Part ~~2~~1. The Site Allocations and Designations document identifies specific sites for residential development, to ~~provide 5 years' worth of~~meet the ~~borough's~~ housing supply ~~target~~. This document contains detailed policies to deliver housing ~~targets and~~ the right type of ~~affordable~~ housing, in a way that does not have an adverse impact on local amenity or character.

### Safeguarding Existing Housing

4.3 In order to meet projected housing needs, the Council aims to resist the loss of residential accommodation within the Borough by means of Policy DMH 1: Safeguarding Existing Housing. For the purposes of this policy, residential accommodation includes Houses in Multiple Occupation (HMOs), student accommodation and other uses falling into Use Classes C3 and C4.

4.4 In addition to resisting the net loss of residential accommodation, proposals to combine separate flats within an original house or purpose built block to create family sized housing (3+ bedrooms) will be supported as this does not result in the net loss of residential floorspace and provides much needed family sized accommodation. Proposals related to the conversion of residential properties should take account of Policy DMH 4: Residential Conversions.

4.5 The Council recognises that exceptional circumstances may exist which outweigh the loss of residential units and deliver other Local Plan policy objectives. Each case for exceptional circumstances will be assessed on its merits.

**Policy DMH 1: Safeguarding Existing Housing**

**A) The net loss of existing self-contained<sup>3</sup> housing, including affordable housing, will be resisted unless the housing is replaced with at least equivalent residential floorspace.**

**B) The Council will grant planning permission for the subdivision of dwellings only if:**

- i) car parking standards can be met within the curtilage of the site without being detrimental to the street scene;**
- ii) all units are self contained with exclusive use of sanitary and kitchen facilities and provided with individual entrances and internal staircases to serve units above ground floor level;**
- iii) adequate amenity space is provided for the benefit of residents; and**
- iv) adequate living space standards are met.**

**Housing Mix**

4.6 The Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three bedroom properties. Applicants proposing residential schemes will be required to demonstrate that this need has been taken into account.

**Policy DMH 2: Housing Mix**

**The Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need.**

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<sup>3</sup> Self-containment is where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use. See <https://www.gov.uk/definitions-of-general-housing-terms>

### Office Conversions

4.7 Paragraph 51 of the NPPF 2012 supports the conversion of commercial premises to residential use where there is an identified need for additional housing and no strong economic reasons why such development would be inappropriate.

#### Policy DMH 3: Office Conversions

**A) Where offices are found to be redundant, their demolition and redevelopment for office accommodation will be supported. Where this is not feasible or viable, proposals for the conversion of offices to residential which fall outside of current permitted development rights will be supported where:**

- i) the conversion of offices provide an external finish that is suitable to a residential building and in keeping with the character of the area;**
- ii) balconies and/or amenity spaces are designed into the development as integral facilities and the creation of well designed public realm and landscaping is demonstrated;**
- iii) any additional functional features that are needed such as pipes, flues or communications equipment are grouped together and routed through existing features where possible, and kept off publicly visible elevations; and**
- iv) proposed homes have a dual aspect<sup>4</sup> wherever possible (see Mayor of London's Housing SPG). A sole aspect home overlooking a parking court or other shared use rear area will generally be unacceptable.**

**B) All conversions that fall outside of existing permitted development rights will be expected to accord with National and London Plan minimum space and parking standards and meet the requirements of all other policies in this plan, including those in Policy DME 3: Office Development.**

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<sup>4</sup> a layout in a room or building in which windows on adjacent or opposing external walls allow for views in more than one direction.

### Residential Conversions

4.11 The conversion of single dwellings into more dwellings or the redevelopment of dwellings into new blocks of flats can enable more effective use of sites to be achieved. However, this type of development must seek to enhance the local character of the area. In recent years, large concentrations of flats have resulted in a range of problems, including increased on-street parking and resultant congestion on roads, the loss of front gardens, reductions in privacy, significant changes to the street scene, and loss of family accommodation.

4.12 Policy DMH 4: Residential Conversions and Redevelopment aims to address these issues by controlling the number of residential conversions and the size of ~~new~~ the original residential units from which conversions are achieved. Policy DMH 5: Houses in Multiple Occupation specifically deals with the conversion of properties into Houses in Multiple Occupation, hostels and secure accommodation.

#### **Policy DMH 4: Residential Conversions and Redevelopment**

**Residential conversions and the redevelopment of dwellings into new blocks of flats will only be permitted where:**

- i) it is on a residential street where the proposal will not result in more than 10% of properties being redeveloped into flats;**
- ii) On residential streets longer than 1km the proposed redevelopment site should be taken as the midpoint of a 1km length of road for assessment purposes;**
- iii) the internal floor area of the original building to be converted is at least 120 sqm; and**
- iv) units are limited to one unit per floor for residential conversions.**

### **Houses in Multiple Occupation (HMOs), hostels and secure accommodation**

4.13 Large homes in multiple occupation (HMOs) and hostels can contribute to the overall supply of cheaper accommodation, particularly for students, young people and those on low income.

4.14 Intensive occupation of former family dwellings such as those used for student accommodation or as a HMO can have negative impacts on residential amenity within an area through increases in on-street and off-street parking, loss of front gardens, reductions in levels of privacy, alterations to the

exterior of buildings and increased generation of refuse. There are significant concentrations of HMOs in the Uxbridge South and Brunel Ward, where an Article 4 **D**irection has been imposed removing permitted development rights for HMO accommodation.

**Policy DMH 5: Houses in Multiple Occupation (HMOs) and Student Accommodation**

**A) In all parts of the Borough**

Proposals for the provision of large HMOs, residential hostels, student accommodation and secure accommodation will be required to demonstrate that:

- i) there is good accessibility to local amenities and public transport;
- ii) they accord with the Accessible Homes standards and provide satisfactory living conditions for the intended occupiers; and
- iii) there will be no adverse impact on the amenity of neighbouring properties or the character of the area.

**B) In wards covered by an Article 4 Direction for HMOs**

Planning applications for the change of use from dwelling house (Use Class C3) to HMO (Use Class C4 and Sui Generis) will only be permitted:

- i) where it is in a neighbourhood area where less than 20% of properties are or would be exempt from paying council tax (or in the case of Conservation Areas 10%) because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs;
- ii) in Conservation Areas where less than 10% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs and the change of use does not form a consecutive HMO use in a street frontage;
- iii) where less than 15% of properties within 100 metres of a street length either side of an application property are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs; and
- iv) where the accommodation complies with all other planning standards relating to car parking, waste storage, retention of

**amenity space and garages and will not have a detrimental impact upon the residential amenity of adjoining properties.**

### **Garden and Backland Development**

4.15 In general, the Council will not accept proposals for developments on garden land but proposals for development of backland sites in other uses will be considered subject to the criteria in Policy DMH 6: Garden and Backland Development and other relevant policies.

4.16 The restrictive approach reflects the direct and indirect value of gardens which contribute to local character, provide safe and secure amenity and play space, support biodiversity, help to reduce flood risk and mitigate the effects of climate change, including the 'heat island' effect.

4.17 The London Plan recognises the contribution of gardens (especially back gardens) and suggests a presumption against their loss where it can be locally justified.

4.18 In addition, the Council's Townscape Character Study produced in November 2013 notes the contribution that front gardens make to local character. The Council will take account of the conclusions of the Study when assessing proposals that involve the loss of front gardens in certain character areas.

#### **Policy DMH 6: Garden and Backland Development**

**There is a presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity. In exceptional cases a limited scale of backland development may be acceptable, subject to the following criteria:**

- i) neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;**
- ii) vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;**
- iii) development on backland sites must be more intimate in mass and scale and lower than frontage properties; and**
- iv) ~~v~~features such as trees, shrubs and wildlife habitat must be retained or re-provided.**

### Affordable Housing

4.19 Policy H2: Affordable Housing in the Local Plan Part 1 seeks to maximise the delivery of affordable housing from all sites. For sites with capacity for 10 or more units, the Council will seek to ensure that the affordable housing mix reflects housing needs in the Borough, particularly the need for larger family units of three or more bedrooms.

4.20 The supporting text to Policy H2: Affordable Housing in the Local Plan Part 1 refers to a target to provide 35% of all new units as affordable housing in the Borough, with a tenure mix of 70% social rented and 30% intermediate housing. In terms of unit size, 70 % of net need is for two and three bed accommodation, more than a fifth is for four bed accommodation and almost 7% is for one bed accommodation.

4.21 It is important to acknowledge that the type of units and tenure requirements will change over the period of the Plan. Planning decisions should be based on the most up to date evidence of housing need in the Borough.

4.22 House designs for affordable housing should be “tenure blind” i.e. no distinction should be made in design terms between affordable and open market housing. Affordable housing provision should be ‘pepper potted’ around sites to allow for a mix of tenures. Design standards for affordable housing will need to comply with those set by the Homes ~~and Community~~ Agency (HCA) England and the GLA design standards on housing.

4.23 Where a proposed open market housing development is configured to provide less than ten dwellings, the Council will make an assessment of the capacity of the site to accommodate additional housing. Similarly, where a larger development site is to be subdivided for planning application purposes such that each parcel delivers less than ten dwellings, the Council will seek to apply the requirements of Policy DMH 7: Provision of Affordable Housing to the site as a whole, even if an individual planning application relates to less than ten new dwellings.

4.24 The Council’s preference will always be to provide affordable housing on-site. Off-site affordable housing provision will only be considered acceptable if very-exceptional circumstances have been demonstrated.

**Policy DMH 7: Provision of Affordable Housing****A) In accordance with national policy:**

- i) developments with a capacity to provide 10 or more units will be required to maximise the delivery of on-site affordable housing;
- ii) subject to viability and if appropriate in all circumstances, a minimum of 35% of all new homes on sites of 10 or more units should be delivered as affordable housing, with the tenure split (70% Social/Affordable Rent and 30% Intermediate) as set out in Policy H2: Affordable Housing of the Local Plan Part 1.

**B) Affordable housing should be built to the same standards and should share the same level of amenity as private housing.**

**C) Proposals that do not provide sufficient affordable housing will be resisted.**

**D) To ensure that Policy H2: Affordable Housing of the Local Plan Part 1 is applied consistently and fairly on all proposed housing developments, the requirement for affordable housing will apply to:**

- i) sites that are artificially sub-divided or partially developed;
- ii) phased developments ~~w-~~Where a housing development is part of a much larger development of 10 or more units (gross), affordable housing will be required as part of the overall scheme; and
- iii) additional units created through or subsequently amended planning applications, whereby the amount of affordable housing required will be calculated based on the new total number of units on the site. Affordable housing will be required where a development under the 10 unit threshold is amended to have 10 or more housing units in total (gross).

**E) In exceptional circumstances, where on-site provision of affordable housing cannot be delivered and as a last resort, a financial contribution will be required to provide off-site affordable housing on other sites which may be more appropriate or beneficial in meeting the Borough's identified affordable housing needs.**

**Sheltered Housing and Care Homes**

4.25 There are 34,385 people over the age of 65 in Hillingdon, of which 14,797 (43%) are men, and 19,588 (57%) are women. The population in this age bracket is predicted to increase by 7.1% in the next five years. The population for persons aged 85+ is expected to experience a higher increase

of 8% over the same period. These figures compare with a predicted 5% population increase for the rest of Hillingdon's population.

#### **Policy DMH 8: Sheltered Housing and Care Homes**

**A) The development of residential care homes and other types of supported housing will be permitted provided that:**

- i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity and complies with Policy DMH 4: Residential Conversions;**
- ii) it caters for need identified in the Council's Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;**
- iii) the accommodation is fully integrated into the residential surroundings; and**
- iv) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.**

**B) Proposals for residential care establishments which fall under Use Class C2 must demonstrate that they would provide levels of care as defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987 (as amended).**

#### **Gypsy and Traveller Pitch Provision**

4.26 For the purposes of planning policy, the Site Allocations and Designations document identifies sufficient provision to meet the Gypsy and Traveller pitch provision needs over the period of the Local Plan. Planning applications for new sites will be assessed in accordance with Policy DMH 9, which complements the high level principles in policy H3 of the Local Plan Part 1.

#### **Policy DMH 9: Gypsies and Travellers and Travelling Show-People**

**Provision to meet the needs of Gypsies, Travellers and Travelling Show-people, including those for new sites and pitches will be supported where:**

- i) Need is adequately evidenced through an up to date needs assessment, undertaken using an agreed, quality-assured**

methodology;

- ii) The site is not located in the Green Belt or Metropolitan Open Land, unless there are very special circumstances;
- iii) The site is otherwise suitable for residential development and the necessary infrastructure requirements will be made available as part of the development proposal;
- iv) The site will have safe access to the highway and will not result in any unacceptable impact on the capacity and environment of the highway network;
- v) The site is in a sustainable location and in reasonable proximity to relevant services and facilities, including transport, education, healthcare and other community infrastructure provision;
- vi) The ability to achieve neighbourliness can be demonstrated in relation to the living conditions of current or future residents of the site and its interaction with its neighbours and neighbourhood;
- vii) Proposals demonstrate high quality design, sensitive to local character; and
- viii) Arrangements are put in place and included in an appropriately detailed management plan, to ensure the proper management of the site.

## 5. HISTORIC AND THE BUILT ENVIRONMENT

5.1 Improving the quality of the built environment and protecting historic assets is of critical importance if the character and identity of Hillingdon is to be retained. The policies in this section of the Plan seek to ensure that new development is of high design quality, sustainable design and that it contributes positively to the local environment. Specific policies on householder development, including residential extensions, can be found at Appendix A.

### HERITAGE ASSETS

5.2 The London Borough of Hillingdon is an attractive place for both residents and visitors, and heritage assets play an important role in terms of their contribution to the history, culture, character and appearance of the Borough.

5.3 A heritage asset can be a designated or non-designated building, monument, site, place or area. They can include village centres, planned residential developments, historic buildings and built features, such as canals and landscapes, as well as buried or submerged remains.

5.4 The Council maintains a rolling programme of review of heritage assets. Information on this and the current lists of designated and non-designated historic assets, as well as links to the Greater London Historic Environment Record, Heritage at Risk, Conservation Area Appraisals and Management Plans and the Council's Townscape Character Study can be found on the Council's website at:  
[www.hillingdon.gov.uk/planning/planning\\_policies\\_and\\_guidance/conservation\\_and\\_heritage](http://www.hillingdon.gov.uk/planning/planning_policies_and_guidance/conservation_and_heritage).

5.5 Heritage significance is defined as "the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting".

5.6 The Local Plan Part 1 Strategic Objective SO1 and Policy HE1: Heritage aim to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape. The Council will strongly support the retention of heritage assets and encourage proposals which sustain their preservation, conservation or enhancement, and that of their settings, in the knowledge that they are significant for many cultural, environmental, economic and social reasons.

5.7 Proposals affecting heritage assets will need to be justified, and the applicant will need to demonstrate an understanding of the significance of those assets in an accompanying Heritage Statement submitted with the planning application. Similarly, application drawings will need to show an appropriate level of detail as to how the proposal would affect the heritage asset in terms of its special significance and value as well as its impact on the street scene as a whole.

5.8 The impact of proposals affecting heritage assets, both designated and non designated, will be assessed having regard to the guidance contained within the NPPF, emerging and adopted supplementary planning documents, character appraisals, including the Council's Townscape Character Study and Management Plans and other relevant documents. Architectural design considerations will include proportion, scale, height, massing, bulk, alignment, articulation, materials, the impact on the integrity of the historic fabric, floor plans, architectural features and relationship with the wider setting. The desirability of increasing understanding and interpretation of and public access to heritage assets will also be taken into consideration.

### **Heritage at Risk**

5.9 Heritage at Risk is a collective term applied to designated heritage assets (Listed Buildings, Conservation Areas and Scheduled Ancient Monuments) that are at risk as a result of neglect, decay or inappropriate development, or are vulnerable to becoming so. An annual Heritage at Risk Register is published by Historic England and is available on their website: <http://www.historicengland.org.uk/advice/heritage-at-risk/>.

#### **Policy DMHB 1: Heritage Assets**

**A) The Council will expect development proposals to avoid harm to the historic environment. Development that has an effect on heritage assets will only be supported where:**

- i) it sustains and enhances the significance of the heritage asset and puts them into viable uses consistent with their conservation;**
- ii) it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss, in accordance with the NPPF;**
- iii) it makes a positive contribution to the local character and distinctiveness of the area;**
- iv) any extensions or alterations are designed in sympathy, without detracting from or competing with the heritage asset;**

- v) the proposal would relate appropriately in terms of siting, style, scale, massing, height, design and materials;
  - vi) buildings and structures within the curtilage of a heritage asset, or in close proximity to it, do not compromise its setting; and
  - vii) opportunities are taken to conserve or enhance the setting, so that the significance of the asset can be appreciated more readily.
- B) Development proposals affecting designated heritage assets need to take account of the effects of climate change and renewable energy without impacting negatively on the heritage asset. The Council may require an alternative solution which will protect the asset yet meet the sustainability objectives of the Local Plan.**
- C) The Council will seek to secure the repair and reuse of Listed Buildings and monuments and improvements to Conservation Areas on the Heritage at Risk Register, through negotiations with owners, the provision of advice and guidance, the use of appropriate legal action, and through bids for external funding for improvement works.**

### Listed Buildings

5.10 Listed Building Consent (LBC) is required for the demolition of a Listed Building or for any alterations, internal or external, that would affect its character as a building of special architectural or historic interest. It is a criminal offence not to seek consent when it is required. These controls are in addition to any planning regulations which would normally apply. Listed Building status can also result in the requirement for planning permission where it wouldn't ordinarily be required - for example, the erection of a means of enclosure.

5.11 Buildings are listed in their entirety, which means that both exterior and interior features, such as walls, ceilings and staircases are protected. The conservation of original plan forms will be an important consideration, and original architectural features such as joinery and fireplaces will also be protected, as will later additions to the building. Also, any object or structure fixed to the building, and any object or structure within the curtilage of the building which, although not fixed to the building, forms part of the land and has done so since before 1 July 1948 is also considered as listed. Listed Buildings have restricted permitted development rights with regards to garden structures and means of enclosure.

**Policy DMHB 2: Listed Buildings**

**A) Applications for Listed Building Consent and planning permission to alter, extend, or change the use of a statutorily Listed Building will only be permitted if they are considered to retain its significance and value and are appropriate in terms of the fabric, historic integrity, spatial quality and layout of the building. Any additions or alterations to a Listed Building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship.**

**B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.**

**C) The substantial harm to or total loss of significance of a statutory Listed Building will only be permitted in exceptional circumstances when the nature of the heritage asset prevents all reasonable use of the building, no viable use can be found through marketing, grant-funding or charitable or public ownership and the loss is outweighed by bringing the site back into use. In such circumstances, full archaeological recording of the building will be required.**

**D) Planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building.**

**Locally Listed Buildings**

5.12 The Local List of Buildings of Architectural and Historical Importance (Local List) recognises local heritage assets of architectural or historic importance. Local heritage assets are considered as non designated heritage assets under the NPPF and can include buildings, structures and features of local interest. They are an important element of the rich history of the Borough and reinforce local distinctiveness and sense of place.

5.13 Any site or structure that meets the designation criteria can be added to the Local List, particularly if it can be shown that it contributes to the character of an area and is valued by local residents. The following are the criteria for including buildings, structures or features on the Local List:

- authenticity
- architectural interest
- townscape significance
- historic interest

More detailed criteria can be found on the Council's website: <http://www.hillingdon.gov.uk/article/20547/Local-list>

5.14 The Local List includes farm buildings, residential and commercial properties, local landmarks, modern offices, educational buildings and churches. Street furniture and other structures can also be included in the Local List, for example, boundary markers, post boxes, memorials, lamp posts, artwork and statues.

### **Policy DMHB 3: Locally Listed Buildings**

**A) There is a general presumption in favour of the retention of buildings, structures and features included in the Local List. The Council will take into account the effect of a proposal on the building's significance and the scale of any harm of loss when considering planning applications, including those for major alterations and extensions. Proposals will be permitted where they retain the significance, appearance, character or setting of a Locally Listed Building.**

**B) Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the structure and the impact of the proposals on the significance of the Locally Listed Building.**

**C) Replacement will only be considered if it can be demonstrated that the community benefits of such a proposal significantly outweigh those of retaining the Locally Listed Building.**

### **Conservation Areas**

5.15 Planning applications for development in Conservation Areas should be supported by a Heritage Statement, which demonstrates how the proposals have adopted a design-led approach to take account of the special character of the area. Proposals should also take account of the Council's Conservation Area Appraisals and Management Plans, where these are available and other relevant assessments including the Hillingdon Townscape Character Assessment.

5.16 The Council aims to enhance Conservation Areas through its own initiatives and by encouragement and advice to owners who may wish to alter or improve their properties. The following will be particularly important:

- extensions or alterations should not be out of scale with the original building, and should respect the property's original design;

- side extensions should normally be set back from the original building line and retain gaps between buildings to avoid a terraced effect;
- the original plan and form of the building should be respected, and there should be a relationship between new development and the roof form and proportions of the original structure.
- materials and detailing should match those of the existing property (e.g. existing features, window shapes and sizes, brick arches and eaves details) and features of interest should be retained;
- boundary treatment should be in keeping with the street scene in terms of its height and materials;
- backland development is unlikely to be acceptable;
- appropriate landscaping, both hard and soft should be provided; and
- shopfronts should be of good quality design and materials with appropriate advertisements and signage (see Appendix B: design guidance for shopfronts).

#### **Policy DMHB 4: Conservation Areas**

**New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area. It should sustain and enhance its significance and make a positive contribution to local character and distinctiveness. In order to achieve this, the Council will:**

**A) Require proposals for new development, including any signage or advertisement, to be of a high quality contextual design. Proposals should exploit opportunities to restore any lost features and/or introduce new ones that would enhance the character and appearance of the Conservation Area.**

**B) Resist the loss of buildings, historic street patterns, important views, landscape and open spaces or other features that make a positive contribution to the character or appearance of the Conservation Area; any such loss will need to be supported with a robust justification.**

**C) Proposals will be required to support the implementation of improvement actions set out in relevant Conservation Area Appraisals and Management Plans.**

### Areas of Special Local Character

5.17 Areas of Special Local Character (ASLC) are non-designated local heritage assets, that have a character and identity which local residents value and the Council wishes to preserve or enhance. They are chosen on the basis of their local architectural, townscape or historic merit, which helps mark and celebrate the area's special quality. The criteria for ASLCs differ from Conservation Area selection criteria in that they recognise particularly good examples of more familiar types of development as opposed to the more outstanding quality required for Conservation Area designation. ASLCs are shown on the Policies Map and are listed on the Council website, with detailed maps of each area provided.

5.18 Within Areas of Special Local Character new development should complement existing materials, design features, architectural style and building heights predominant in the area. Extensions to dwellings should respect the symmetry of the original buildings and be subordinate in nature. Additional development in the form of backland development is unlikely to be acceptable.

#### **Policy DMHB 5: Areas of Special Local Character**

**A) Within Areas of Special Local Character, new development should reflect the character of the area and its original layout. Alterations should respect the established scale, building lines, height, design and materials of the area.**

**B) Extensions to dwellings should be subservient to, and respect the architectural style of the original buildings and allow sufficient space for appropriate landscaping, particularly between, and in front of, buildings.**

**C) The replacement of buildings which positively contribute to the character and local importance of Areas of Special Local Character will normally be resisted.**

5.19 There are special policies applying to the Gatehill Farm Estate and Copse Wood Estate in Northwood. In these areas new development will be expected to conform to the vernacular styles predominant in the area, have traditional roof forms and architectural features and relate appropriately to their landscaped settings.

5.20 In the Copse Wood Estate, most trees are protected by Tree Preservation Orders. The Council will normally refuse applications for tree felling unless the tree is in poor health.

**Policy DMHB 6: Gatehill Farm Estate and Copse Wood Estate Areas of Special Local Character**

**Within the Gatehill Farm and Copse Wood Estates, new houses should:**

- i) be constructed on building plots of a similar average width as surrounding residential development;**
- ii) be constructed on a similar building line (formed by the front main walls of existing houses) and be of a similar scale, form and proportion as adjacent houses and reflect the materials, traditional roof design, design features and architectural style predominant in the area;**
- iii) ensure that boundary treatment is unobtrusive and of the natural materials appropriate to the character and appearance of the estate;**
- iv) ensure that new dwellings retain an absolute minimum of 1.5m distance to side boundaries;**
- v) preserve the mature trees including boundary planting to reinforce existing landscaping and Estate settings;**

**Archaeology**

5.21 Hillingdon is rich in archaeology and its archaeological remains are an important and valuable local and national resource. Archaeology contributes positively to the quality of life, character and distinctiveness of local communities and as such can attract interest, promote community involvement and provide a sense of local and national identity.

5.22 Significant prehistoric sites at Three Ways Wharf, Uxbridge and more recently at Heathrow Terminal Five have been excavated. The excavations at Heathrow have highlighted the Borough's potential for providing important information about the changing landscape of London from prehistory through to modern times.

**Scheduled Ancient Monuments (SAMs)**

5.23 There are currently five Scheduled Ancient Monuments in the Borough as shown on Map 7.1 of the Local Plan Part 1. These comprise three mediaeval moated sites (Ickenham Manor, Pynchester Moat and Brackenbury Farm), an early mediaeval motte and bailey castle (Ruislip) and Park Pale (Ruislip), an earthwork forming the boundary of the mediaeval deer park. These sites will be protected in accordance with national guidance.

### **Archaeological Priority Areas and Archaeological Priority Zones**

5.24 An Archaeological Priority Area (APA) is an area, designated by the Council to protect buried archaeological remains from the adverse affects of development. All applications in APAs are referred to the Greater London Archaeological Advisory Service (GLAAS) which is part of Historic England's London office.

5.25 The Council has also designated a number of Archaeological Priority Zones (APZs) through its Local Plan. APZs are used as a tool for identifying the potential need for archaeological assessment and consultation with GLAAS at the pre-application stage rather than necessarily asserting that archaeology will take priority. This means that larger sites such as those APZs at Heathrow are highlighted so that archaeology can be considered in advance of an application.

5.26 APAs and APZs will be regarded by the Council as a material consideration when determining planning applications. Applicants submitting proposals for development in these areas will be expected to assess the archaeological implications of these proposals, submitting where appropriate, a desk based assessment with their planning application. Ground workings should not take place without appropriate archaeological investigation and the recording and archiving of archaeological remains, all of which should be carried out to meet the requirements of GLAAS.

5.27 In the event that the Council is minded to grant planning permission, developers or landowners should be prepared to enter into a planning agreement to ensure that the funding, completion and reporting of archaeological investigations take place. Copies of archaeological reports are deposited with the Council's Local Studies, Archives and Museum Service and with the Greater London Historic Environment Record, held by Historic England.

#### **Policy DMHB 7: Archaeological Priority Areas and Archaeological Priority Zones**

**The Council, as advised by the Greater London Archaeological Advisory Service, will ensure that sites of archaeological interest within or, where appropriate, outside, designated areas are not disturbed. If that cannot be avoided, satisfactory measures must be taken to mitigate the impacts of the proposals through archaeological fieldwork to investigate and record remains in advance of development works. This should include proposals for the recording, archiving and reporting of any archaeological finds.**

**Registered Historic Parks, Gardens and Landscapes**

5.28 The Register of Parks and Gardens of Special Historic Interest is maintained and updated by Historic England. Entries on the Register are graded I, II\* and II, and they are graded independently of any buildings within them.

5.29 The designation requires local authorities to consult Historic England on development affecting Grade I and II\* Registered Parks. It also requires local authorities to consult the Garden History Society on works to all grades of parks and gardens. The effect of proposed development on a registered park or garden, or its setting, is also a material consideration in the determination of planning applications. Hillingdon has one entry in the Register, namely Church Gardens, Harefield, which is designated Grade II.

**Policy DMHB 8: Registered Historic Parks, Gardens and Landscapes**

- A) Development within, or adjacent to a registered or historic park, garden or landscape, must respect its special character, environmental quality, important views and vistas.**
- B) Development proposals should make provision (based on detailed research) for the restoration and long term management of the park, garden or landscape.**
- C) Applications which impact detrimentally on the significance of a registered park or garden will normally be refused.**

**War Memorials**

5.30 War memorials commemorate local people who lost their lives in the two World Wars and other armed conflicts. They are a familiar and cherished part of the townscape of the Borough. War memorials take a variety of forms, including simple stone crosses, gardens, Books of Remembrance, Rolls of Honour and stained glass windows. In some cases, complete buildings have been dedicated as war memorials.

5.31 All memorials have inherent significance due to their commemorative purpose and will be considered as heritage assets. However, some memorials will have a higher level of architectural significance because they are the work of a noted architect, sculptor or artist, and are statutory listed or located in Conservation Areas. Works to move, remove or make alterations or repairs to a war memorial, may require planning permission and/or Listed Building Consent.

**Policy DMHB 9: War Memorials**

**War memorials and their wider settings will be protected, and there is a general presumption in favour of their retention in situ. They should be well maintained and their alteration, removal or sensitive relocation will only be considered when fully justified within a Heritage Statement.**

**High Buildings and Structures**

5.32 For the purposes of this policy, high buildings and structures are those that are substantially taller than their surroundings, causing a significant change to the skyline. The Council's Townscape Character Assessment confirms that Uxbridge and Hayes are the most suitable locations for high buildings in the Borough. However, the sensitivities of the context and, in particular, the townscape of both centres will be an important constraint on the ultimate location, footprint, height and design of these structures. Outside these two centres, the character of the Borough is mainly low rise and suburban in nature. Therefore high buildings are generally inappropriate outside these two centres.

5.33 High buildings and structures are likely to have a greater effect on their surroundings than other building types, because of their potential significant visual impact, impact on the transport network, microclimate and surrounding occupiers' daylight and sunlight. Within the two town centre locations identified in Hillingdon's Townscape Character Study can also offer the potential to regenerate an area, and high buildings, can create and/or emphasise a point of civic or visual significance.

5.34 The criteria in Policy DMHB 10: High Buildings and Structures should be read in conjunction with those set out in London Plan Policy 7.7: Location and design of high and large buildings, and the relevant sections of the Council's Townscape Character Study. This policy provides additional detail which is important for establishing Hillingdon's local context.

5.35 In order to enable the assessment of proposals against the criteria under Policy DMHB 10: High Buildings and Structures, the Council will require an accurate visual representation to be submitted, which shows the proposal in near, middle and distant views, including its appearance at street level and its relationship to other tall buildings within the locality. Much of the Borough is constrained by height restrictions to ensure proposals will not be a potential hazard to aviation safety. This is a critical issue given the importance and location of London Heathrow Airport and RAF Northolt.

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

Any proposal for a high building or structure will be required to respond to the local context and satisfy the criteria listed below.

It should:

- i) be located in Uxbridge or Hayes town centres or an area identified by the Borough as appropriate for such buildings;
- ii) be located in an area of high public transport accessibility and be fully accessible for all users;
- iii) be of a height, form, massing and footprint proportionate to its location and sensitive to adjacent buildings and the wider townscape context. Consideration should be given to its integration with the local street network, its relationship with public and private open spaces and its impact on local views;
- iv) achieve high architectural quality and include design innovation. Consideration should be given to its silhouette, so that it provides a positive contribution to the skyline, its design at street level, facing materials and finishes, lighting and night time impact;
- v) where residential uses are proposed, include high quality and useable private and communal amenity space and ensure an innovative approach to the provision of open space;
- vi) not adversely impact on the microclimate (i.e. wind conditions and natural light) of the site and that of the surrounding areas, with particular focus on maintaining useable and suitable comfort levels in public spaces;
- vii) be well managed, provide positive social and economic benefits and contribute to socially balanced and inclusive communities;
- viii) comply with aviation and navigation requirements and not adversely impact upon telecommunication, television and radio transmission networks; and
- ix) demonstrate consideration of public safety requirements as part of the overall design, including the provision of evacuation routes.

### Design of New Development

5.36 Local Plan Part 1 Strategic Objective SO2 sets out the basis for ensuring the creation of neighbourhoods which are of a high quality sustainable design and serve the long term needs of all residents. Policy DMHB 11: Design of New Development provides further design considerations which the Council will take into account when determining all planning applications, from large scale new development to more modest extensions and alterations.

5.37 The Council is seeking to ensure that all new development complements and where possible, improves the character and appearance of the area in which it is proposed. Buildings should be of a high quality design, materials and finish. The Council will encourage developments that include well proportioned and attractive external spaces which are put to a positive public or private use. An integrated multi-functional landscape approach is required to create sustainable and healthy communities.

5.38 The Council will aim to ensure that there is sufficient privacy for residents and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties, schools or onto private open spaces. A minimum of 21 metres separation distance between windows of habitable rooms will be required to maintain levels of privacy and to prevent the possibility of overlooking. In some locations where there is a significant difference in ground levels between dwellings, a greater separation distance may be necessary.

5.39 Design and Access Statements submitted with planning applications should address the criteria in Policy BE1: Built Environment of the Local Plan Part 1 and DMHB 11: Design of New Development. They should demonstrate how relevant elements of these policies and the content of Hillingdon's Townscape Character Study and the Hillingdon Landscape Character Assessment have been taken into account.

5.40 For the purposes of this policy, outlook is defined as the visual amenity enjoyed by occupants when looking out of their windows or from their garden. The Council will expect new development proposals to carefully consider layout and massing in order to ensure development does not result in an increased sense of enclosure and loss of outlook. Single aspect dwellings should be avoided.

5.41 The Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space. The Council will also seek to ensure that the design of new development optimises the levels of

daylight and sunlight. The Council will expect the impact of the development to be assessed following the methodology set out in the most recent version of the Building Research Establishments (BRE) “Site layout planning for daylight and sunlight: A guide to good practice”.

### **Design of waste storage facilities in new development**

5.42 The sustainable management of waste is integral to any development and needs to be factored into its design at the outset. Local authorities have increasing targets to separate out materials for re-use and recycling and to reduce the amount of waste sent to landfill. Waste has the potential to be a nuisance and may cause serious problems if it is not managed properly, therefore all proposals for new development are expected to provide satisfactory arrangements for the internal and external storage and collection of general waste, recycling and organic waste. External bins should be located and screened to avoid adverse visual impacts and nuisance to both occupiers and neighbours.

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

**A) All development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including:**

- i) harmonising with the local context by taking into account the surrounding:**
  - **scale of development, considering the height, mass and bulk of adjacent structures;**
  - **building plot sizes and widths, plot coverage and established street patterns;**
  - **building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure;**
  - **architectural composition and quality of detailing;**
  - **local topography, views both from and to the site; and**
  - **impact on neighbouring open spaces and their environment.**
- ii) ensuring the use of high quality building materials and finishes;**
- iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities;**
- iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated**

and un-designated, and their settings; and

- v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.

**B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.**

**C) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development<sup>5</sup> sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs.**

**D) Development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.**

### Streets and Public Realm

5.43 Strategic Objectives SO2 and SO4 seek to create neighbourhoods that are distinctive, safe, functional and accessible, whilst ensuring that due regard is given to achieving high quality design. It is important that new development contributes to the delivery of a safe and secure environment, which includes buildings, spaces and inclusive communities.

5.44 Policy DMHB 12: Streets and Public Realm sets out how we can deliver a well-designed, high quality, durable public realm. Development will be required to be well integrated with the surrounding areas to produce a coordinated and legible public realm. Connectivity and legibility around transport interchanges can be key to the delivery of a successful local environment and neighbourhood centre. It is particularly important to ensure that developments in and around these locations support and improve connections between different transport modes. Improvements to the public realm may also be sought through Planning Obligations, in accordance with the adopted Planning Obligations SPD.

5.45 Development should create streets and spaces with an appropriate degree of enclosure, which can define the boundaries of public areas whilst promoting natural surveillance and self policing to ensure they are well used and safe.

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<sup>5</sup> Major Development: Residential development of 10 dwellings or more; any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

5.46 Policy DMHB 13: Shopfronts also establishes the need to incorporate the principles of inclusive design. Inclusive design principles seek to:

- improve access to, from and within the site and buildings for all users without undue effort, separation or special treatment;
- prevent the creation of barriers to movement;
- improve way-finding legibility, signage, and evacuation routes; and
- ensure layouts create ease of movement and direct pedestrian links.

5.47 Development that restricts public access and movement, for example gated communities, are not considered to contribute to a well-connected and permeable public realm. They may also have a negative impact on sustainable communities and social cohesion and will generally not be supported.

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

**A) Development should be well integrated with the surrounding area and accessible. It should:**

- i) improve legibility and promote routes and wayfinding between the development and local amenities;**
- ii) ensure public realm design takes account of the established townscape character and quality of the surrounding area;**
- iii) include landscaping treatment that is suitable for the location, serves a purpose, contributes to local green infrastructure, the appearance of the area and ease of movement through the space;**
- iv) provide safe and direct pedestrian and cycle movement through the space;**
- v) incorporate appropriate and robust hard landscaping, using good quality materials, undertaken to a high standard;**
- vi) where appropriate, include the installation of public art; and**
- vii) deliver proposals which incorporate the principles of inclusive design. Proposals for gated developments will be resisted.**

**B) Public realm improvements will be sought from developments located close to transport interchanges and community facilities to ensure easy access between different transport modes and into local community facilities.**

## Shopfronts

5.48 Well designed shopfronts contribute to the vitality and visual quality of commercial frontages and can promote natural surveillance. As such, shopfront design should be an integral part of the design process, with consideration given to how security measures can be incorporated, such as security glass and grilles/roller shutters, without negative impact on the local streetscape.

5.49 The Council will expect well designed accessible shopfronts that respect the character of the area and the architectural unity and integrity of the shop building of which they form a part. New shopfront designs should also take into account the appearance of neighbouring buildings in terms of fascia lines, stall riser heights, materials and other architectural features.

5.50 Where good quality historic shopfronts and signage remain, these features should be retained. New shopfronts that form part of an historic group or are located within a Conservation Area and/or form part of a Listed Building should be of appropriate design and incorporate traditional features and use of materials. External security shutters are not considered appropriate for use in historically sensitive areas or on historic buildings.

### **Policy DMHB 13: Shopfronts**

**A) New shopfronts and alterations to existing shopfronts should complement the original design, proportions, materials and detailing of the building of which it forms a part and the surrounding street scene.**

**B) The Council will resist the removal of shopfronts of architectural or historic interest, particularly those listed on the Register of Locally Listed Buildings.**

**C) New shopfronts must be designed to allow equal access for all users.**

**D) Inset entrances on shopfronts should be glazed and well-lit to contribute to the attractiveness, safety and vitality of the shopping area and avoid blank frontages to the street.**

**E) Blinds, canopies and shutters, where acceptable in principle, must be appropriate to the character of the shopfront and its setting. External security grilles will not normally be permitted, unless they are of good quality design.**

**F) In order to improve and maintain the quality of the public realm, the design of shopfronts should be of a high quality, taking into consideration:**

- i) retention and maintenance of active shopfronts at all times;
- ii) the relationship between the shopfront and upper floors;
- iii) the relationship with surrounding shopfronts and buildings;
- iv) the use of materials which are appropriate to and enhance the character of the local area; and
- v) the value of existing architectural and historic features.

### Advertisements

5.51 Advertisement proposals, including fascia and projecting signs, poster panels and free standing advertisements, should not contribute to street clutter and should be appropriate to the age and character of the buildings and areas of which they form a part.

5.52 The impact of advertisements on the fabric and setting of historic assets should be taken into consideration and their cumulative impact needs to be understood to ensure that they do not adversely impact on the setting of heritage assets, the quality of the public realm or the visual amenity of the area.

5.53 Shop signage, including projecting signs and illumination, which is poorly designed and sited, can have an adverse impact on the character of the area. Planning applications for shop signage should refer to Policy DMBH 132: ~~Streets and the Public Realm criterion C) Shopfronts~~ in this chapter. More detailed design guidance on all aspects of shopfront design can also be found in Appendix B.

#### DMHB 13A: Advertisements and Shop Signage

- A) In order to improve and maintain the quality of the public realm, advertisements, signs and hoardings will be required to demonstrate that:**
- i) they complement the scale, form, materials and architectural composition of the individual buildings of which they form a part;
  - ii) they complement the visual amenity and character of the site and surrounding area;
  - iii) they enhance historic assets and their setting;
  - iv) they do not have an adverse impact on public or highway safety;
  - v) they do not lead to visual clutter;
  - vi) they provide an appropriate type and level of illumination, suitable to the site and its surroundings; and
  - vii) they enhance the visual amenity of vacant sites, building sites

and the surrounding area during the construction period.

**B) Shop signage will generally be limited to the strip above the shop window and below the upper floor, plus where appropriate one projecting sign. Proposals for further advertising additional to the shop name will be resisted.**

**C) Illumination to shopfronts must be sited and designed to avoid any visual intrusion from light pollution to adjoining or nearby residents. Flashing internal or external lighting and/or internally illuminated box lights will not be permitted.**

### **Trees and Landscaping**

5.54 Trees and landscaping are a vital feature of the built environment, adding to a sense of place and bringing many benefits such as: providing visual and other amenity for residents, increasing biodiversity, helping to reduce pollution and flooding and adding to the character of the Borough. Landscaping and tree planting should be considered as an integral part of the overall design of any development, especially in areas where these are lacking, such as high rise buildings.

5.55 It is important to ensure that natural features are retained and additional landscaping and tree planting provided where possible. The Council recognises the importance of Tree Preservation Orders (TPOs) in protecting trees and woodlands in the landscape and will make orders where the possible loss of trees or woodlands would have a significant impact on their surroundings.

5.56 There are a number of ways in which the retention of existing trees or provision of new trees can be secured. TPOs can be made on an individual tree, or on groups or areas of trees. Conditions can be attached to planning permissions to protect trees during building and ensure that tree planting and landscaping will form an integral part of new development. In some instances it may be more appropriate to include replacement trees as part of a development's landscaping scheme. The Council will only permit works to trees in Conservation Areas and those subject to TPOs where the works do not risk compromising the amenity value or survival of the tree.

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

**A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.**

**B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and**

amenity particularly in areas deficient in green infrastructure.

C) Where space for ground level planting is limited, such as high rise buildings, the inclusion of living walls and roofs will be expected where feasible.

D) Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

### Safety and Security

5.57 The Council aims to maintain and enhance the amenity of its town centres to ensure that they continue to attract investment and footfall and are attractive places to meet, shop and work. As part of development proposals in the town centres Council will encourage enhancements to the public realm that encourage regular pedestrian activity and passive surveillance. ~~The Council's SPG 'Community Safety by Design' sets out a number of provisions to ensure best practice to reduce anti-social behaviour and crime prevention.~~

~~5.58 The Council has also produced supplementary planning guidance on planning for crowded places by using urban design principles to mitigate and manage the risk of terrorism and plan for safer places. Proposals are encouraged to incorporate these requirements from the onset as part of the proposals design.~~

### Policy DMHB 15: Planning for Safer Places

The Council will require all new development to ensure safe and attractive public and private spaces by referring to the Council's latest guidance on Secured by Design principles. Where relevant, these should be included in the Design and Access Statement.

Development will be required to comprise good design and create inclusive environments whilst improving safety and security by incorporating the following specific measures:

- i) providing entrances in visible, safe and accessible locations;
- ii) maximising natural surveillance;
- iii) ensuring adequate defensible space is provided;

- iv) providing clear delineations between public and private spaces; and
- v) providing appropriate lighting and CCTV.

**Housing Standards**

5.589 Overcrowding in residential properties can have adverse impacts on the health and well being of occupants. In order to ensure that all new housing serves the practical and social needs of occupiers, the Council will require housing proposals to provide adequate internal space and facilities.

5.6059 Table 5.1 sets out minimum internal floor space standards for new dwellings which must be met in all future planning applications. Should this standard change through national or regional policies and guidance, the Council will implement the most up to date floorspace standards.

**Table 5.1: Minimum Floorspace Standards (National Space Standards)**

| Number of bedrooms | Number of bed spaces | Minimum Gross Internal Area (m <sup>2</sup> ) |                    |                    | Built-in storage (m <sup>2</sup> ) |
|--------------------|----------------------|---|--------------------|--------------------|------------------------------------|
|                    |                      | 1 storey dwellings                            | 2 storey dwellings | 3 storey dwellings |                                    |
| 1b                 | 1p                   | 39 (37)*                                      |                    |                    | 1.0                                |
|                    | 2p                   | 50  | 58                 |                    | 1.5                                |
| 2b                 | 3p                   | 61  | 70                 |                    | 2.0                                |
|                    | 4p                   | 70  | 79                 |                    |                                    |
| 3b                 | 4p                   | 74  | 84                 | 90                 | 2.5                                |
|                    | 5p                   | 86  | 93                 | 99                 |                                    |
|                    | 6p                   | 95  | 102                | 108                |                                    |
| 4b                 | 5p                   | 90  | 97                 | 103                | 3.0                                |
|                    | 6p                   | 99  | 106                | 112                |                                    |
|                    | 7p                   | 108   | 115                | 121                |                                    |
|                    | 8p                   | 117   | 124                | 130                |                                    |
| 5b                 | 6p                   | 103   | 110                | 116                | 3.5                                |
|                    | 7p                   | 112   | 119                | 125                |                                    |
|                    | 8p                   | 121   | 128                | 134                |                                    |
| 6b                 | 7p                   | 116   | 123                | 129                | 4.0                                |

**Notes to Table 5.1**

1. \* Where a studio has a shower room instead of a bathroom, the floor area may be reduced from 39m<sup>2</sup> to 37m<sup>2</sup>
2. The Gross Internal Area (GIA) of a dwelling is defined as the total floor space measured between the internal faces of perimeter walls that enclose a dwelling. This includes partitions, structural elements, cupboards, ducts, flights of stairs and voids above the stairs. GIA should be measured and denoted in square metres (m<sup>2</sup>).
3. The nationally described space standards sets a minimum ceiling height of 2.3 metres for at least 75% of the gross internal area of a the dwelling. To address the unique heat island effect of London and the distinct density and flatted nature of most of its residential development, a minimum ceiling height of 2.5m for at least 75% of the gross internal area is strongly encouraged so that new housing is of adequate quality, especially in terms of light, ventilation and sense of space.

**5.604** When assessing the size of households the Council will assume that any bedroom over 11.5 sqm is capable of being occupied by two persons. Similarly any “study”, “bonus room” or third living/reception room that is not annotated as a bedroom will be assumed to be capable of serving as a bedroom.

**5.621** In order to provide for the privacy of household members and to alleviate future potential for overcrowding, new family homes (3+ bedrooms) should include at least two separate living areas, one of which might be a kitchen/dining room, in addition to the requisite number of bedrooms and other facilities. Dwellings created by the conversion or subdivision of buildings or by a change of use will need to meet national internal space standards. Unless the building is a Listed Building, the retention by conversion of a building will not outweigh any proposed reductions in living standards and amenities of occupants.

**5.623** All new homes should be designed to meet accessibility criteria as detailed in the Council's 'Accessible Hillingdon' SPD or subsequent guidance document(s). All housing of ten or more dwellings will be required to provide 10% of units which are accessible to wheelchair users and must comply with the design criteria of “Wheelchair Standard Homes” as defined in the Councils “Accessible Hillingdon” SPD.

**Policy DMHB 16: Housing Standards**

**All housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this all residential development or conversions should:**

- i) meet or exceed the most up to date internal space standards, as set out in Table 5.1; and**
- ii) in the case of major developments, provide at least 10% of new housing to be accessible or easily adaptable for wheelchair**

users.

### Residential Density

5.643 London Plan [2016](#) Policy 3.4: Optimising housing potential, aims to optimise the housing potential of sites whilst recognising that there are a wide range of factors that need to be taken into account in determining planning decisions relating to the residential density of any proposal.

5.654 The London Plan [2016](#) includes a density matrix at Table 3.2, and in paragraph 3.28 it recognises that the ranges within the density matrix are broad. It goes on to state that these broad ranges 'provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDFs [\[Local Plans\]](#).'

5.665 A habitable room is defined as a room within a dwelling, the primary use of which is for living, sleeping or dining. This definition includes living rooms, dining rooms, bedrooms, studies and conservatories but excludes halls, corridors, bathrooms and lavatories. For the purpose of this policy, kitchens which provide space for dining and have windows, will be considered habitable rooms and should be fully considered as part of the assessment of amenity impacts.

5.676 Hillingdon will apply the density standards set out in the London Plan [2016](#) in a flexible manner, according to local circumstances. Large parts of the borough, including many areas in close proximity to town centres, are suburban in character and will lean heavily towards the applications of lower to mid range density scales. However, it is also recognised that areas such as Uxbridge town centre and [the Hayes Housing Zone Opportunity Area](#) are more suited to higher density development, which in some cases may exceed London Plan Standards. Table [5.32](#) below represents a starting point for discussions on the issue of residential density, which should ultimately be determined by a design led approach.

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**Table 5.32: Residential Density Matrix**

| Location  | PTAL  | Setting              | Dwelling Type              |                           |                   |
|---|-------|----------------------|----------------------------|---------------------------|-------------------|
|   |       |                      | Detached and linked houses | Terraced houses and flats | Mostly Flats      |
|   |       |                      | Ave. 3.5 hr/unit           | Ave. 3.3 hr/unit          | Ave. 3 hr/unit    |
| Uxbridge Town Centre  | 4 - 6 | Central              | 175 - 385 hr/ha            | 170 - 792 hr/ha           | 495 - 1,100 hr/ha |
|   |       |                      | 50 - 110 u/ha              | 55 - 240 u/ha             | 165 - 405 u/ha    |
| West Drayton/ Hayes Town Centres  | 3 - 6 | Urban                | 175 - 385 hr/ha            | 170 - 660 hr/ha           | 450 - 750 hr/ha   |
|   |       |                      | 50 - 110 u/ha              | 55 - 200 u/ha             | 150 - 250 u/ha    |
| Other town centres  | 2 - 3 | Suburban /urban      | 140 - 200 hr/ha            | 155 - 396 hr/ha           | 200 - 510 hr/ha   |
|   |       |                      | 35 - 65 u/ha               | 50 - 120 u/ha             | 80 - 170 u/ha     |
| Residential areas with suburban character within 800m of a town centre* | 2 - 3 | Suburban /urban      | 105 - 175 hr/ha            | 108 - 264 hr/ha           | 150 - 330 hr/ha   |
|   |       |                      | 35 - 50 u/ha               | 35 - 80 u/ha              | 50 - 110 u/ha     |
| Other non town centre areas   | 0 - 2 | Suburban /semi rural | 105 - 150 hr/ha            | 105 - 231 hr/ha           | 105 - 300 hr/ha   |
|   |       |                      | 35 - 50 u/ha               | 35 - 70 u/ha              | 35 - 100 u/ha     |

PTAL - Public Transport Accessibility Level    hr - habitable room    ha - hectare

\*Substantial pockets of residential uses within town centres are also likely to fall within this category

5.687 The design of new development in Conservation Areas or in the vicinity of Listed Buildings will be required to respect the historic character and appearance of the area, and this may lead to lower densities being achievable.

**Policy DMHB 17: Residential Density**

**All new residential development should take account of the Residential Density Matrix contained in Table 5.3. Developments will be expected to meet habitable rooms standards.**

**Private Outdoor Amenity Space**

5.689 —As with other forms of open spaces, private outdoor amenity space can make a positive contribution to the health and wellbeing of residents. Private gardens also provide a setting for buildings; space for landscaping and growing vegetables; and help to maintain a more natural environment for wildlife and surface water drainage.

5.6970 Private outdoor space is highly valued by many people and an integral part of the quality of life of residents in outer London. The pattern of houses and gardens in Hillingdon's 'metroland' and other suburban areas form an important and positive attribute of the Borough's residential character and quality. The Council considers higher standards of private amenity space should be possible in the Borough, exceeding the requirements of the London Housing SPG.

5.740 Dwellings on upper floors should all have access to a private balcony or terrace, where this is consistent with the overall design of the building. Houses and ground floor flats should have private gardens. The Council is keen to improve the quality of housing in the Borough and therefore communal provision of private outdoor space is generally not supported unless there are strong planning reasons and the proposed scheme is of high quality with clear planning merits.

5.7271 Roof gardens should only be considered where balconies are not achievable. High quality design should aim to resolve any potential conflicts between creating green roofs, providing renewable energy and supplying amenity space on roofs for residents. Table 5.23 sets out the Council's minimum private amenity space requirements which must be met or exceeded in all development proposals.

Table 5.23: Private Outdoor Amenity Space Standards

| Dwelling type | No of bedrooms       | Minimum amenity space provision (sqm) |
|---------------|----------------------|---------------------------------------|
| Houses        | 1 bedroom            | 40                                    |
|               | 2 and 3 bedrooms     | 60                                    |
|               | 4 + bedrooms         | 100                                   |
| Flats         | Studio and 1 bedroom | 20                                    |
|               | 2 bedrooms           | 25                                    |
|               | 3 + bedrooms         | 30                                    |

5.732 Private outdoor amenity space will be required to be well located, well designed and usable for the private enjoyment of the occupier. In assessing the quality of all amenity space in development proposals, whether individual or communal, consideration will be given to the shape and position and whether the layout has regard to matters such as daylight and sunlight, noise, enclosure and privacy.

5.743 Front boundary treatment will be required to respect the character of the streetscene. Traditional front boundaries will comprise hedges and natural materials such as brick walls, timber fences and gates. Walls and fences over 1m in front gardens require planning permission and should make positive contribution to the street scene. They should not obstruct sight lines required for road and public safety.

5.745 Outdoor amenity space will be required to provide an appropriate mix of hard and soft landscaping, including grass, shrubs and trees.

#### Policy DMHB 18: Private Outdoor Amenity Space

A) All new residential development and conversions will be required to provide good quality and useable private outdoor amenity space. Amenity space should be provided in accordance with the standards set out in Table 5.32.

B) Balconies should have a depth of not less than 1.5 metres and a width of not less than 2 metres.

C) Any ground floor and/or basement floor unit that is non-street facing should have a defensible space of not less than 3 metres in depth in front of any window to a bedroom or habitable room. However, for new developments in Conservation Areas, Areas of Special Local Character or for developments, which include Listed

**Buildings, the provision of private open space will be required to enhance the streetscene and the character of the buildings on the site.**

**D) The design, materials and height of any front boundary must be in keeping with the character of the area to ensure harmonisation with the existing street scene.**

### Children and Young People's Play Facilities

5.765 In accordance with Policy 3.6: Children and young people's play and informal recreation facilities of the London Plan, all children and young people should have safe access to good quality, well designed, secure and stimulating play and informal recreational facilities that incorporate trees and greenery wherever possible.

5.776 New residential development, especially schemes which include family housing, will result in an increase in child yields that will require additional play space provision. Larger housing developments will therefore be required to provide at least five square metres of suitable formal play space onsite, based on the child yield of the development as a whole. This requirement needs to be seen within the context of the London-wide target of 10 square metres per child as set out in the Mayor of London's Children and Young People's Play and Informal Recreation SPG (2012).

5.787 Where it is not possible to provide sufficient on-site provision, offsite provision of new facilities or improvements to existing play spaces in the local area should be considered. If offsite provision can be shown to satisfy the needs of the new development and at the same time continue to meet the needs of existing residents, an appropriate financial contribution will be secured by legal agreement.

5.798 The Council's Open Space Strategy proposes an accessibility standard for children's playgrounds based on a 400 metre travel distance. Whilst Hillingdon contains approximately 100 equipped playgrounds within parks and other areas of open space, there are areas of deficiency in relation to the accessibility standard. The main areas of deficiency are located in Pinkwell, Botwell, South Ruislip and West Ruislip Wards. There are small areas of deficiency in Cavendish, Manor, Hillingdon East, Yiewsley, Barnhill, Yeading and West Drayton Wards.

~~5.8790 —The Council's Community Infrastructure Levy will address the offsite provision of children and young people's play facilities that is generated from smaller residential developments, where onsite provision of facilities cannot be reasonably expected. Notwithstanding this, any residential developments, whether large or small, that would increase pressures~~ on existing play space,

particularly within areas of deficiency, will be required to make an appropriate financial contribution, which will be secured by legal agreement.

#### **Policy DMHB 19: Play Space**

**A) New major residential developments which result in an occupancy of ten or more children will be required to provide children and young people's play facilities on-site. Where a satisfactory level of provision for children and young people's play facilities cannot be achieved on-site, the Council will seek a financial contribution towards the improvement of existing children and young people's play facilities within the local area.**

**B) The Council will resist the loss of existing play spaces unless:**

- i) a replacement play space of equivalent size and functionality is provided to meet the needs of the local population. Where this is not possible development will only be permitted in exceptional circumstances where there are overriding planning merits to the proposal; and**
- ii) it can be demonstrated robustly that they are no longer required and that their loss would not lead to a shortfall in overall play provision in the local area.**

#### **Moorings**

5.804 The London Plan advises that development proposals should enhance the use of the Blue Ribbon Network. Local Plan Part 1 policies seek to encourage the use of the Borough's waterways for walking, cycling and other recreational activities.

5.821 There are a range of moorings available for boaters on the Grand Union Canal, including visitor moorings, long term leisure moorings, commercial moorings and residential moorings. Permanent residential and commercial moorings require planning permission and are therefore regulated through the planning system. Other types of moorings are not controlled through the planning system. The Council is required to formally consult the Canal & River Trust on any planning application for development likely to affect any inland waterway or reservoir owned or managed by the Canal & River Trust.

5.832 The Canal & River Trust produced a document in 2014 on behalf of the Canals Partnership to inform future investment priorities for Hillingdon canal towpaths. The document provides information on where improvements

to the Borough's towpaths can be made, especially to support decisions concerning planning applications for development on the Grand Union Canal, including the Paddington Arm and Slough Arm.

#### **Policy DMHB 20: Moorings**

**Planning applications for the establishment of moorings will be assessed in relation to the following criteria:**

- i) moorings should generally be located on urban stretches of the canal and not on rural or open stretches where they would be incongruous and out of keeping;**
- ii) Moorings and associated development and servicing should be located so they do not impede other canal and waterside uses, paths or access to the waterway;**
- iii) The number and density of moorings in any one location should be appropriate to their location on the waterway and should not separate people from the waterway or interfere with navigation;**
- iv) provision for service vehicles and car parking must be made in a form which will not adversely affect the amenity of the canal;**
- v) Adequate servicing, including provisions for appropriate utility connections, must be provided; and**
- vi) Development should take account of guidance contained in the relevant publications from the Canal & River Trust.**

#### **Telecommunications**

5.843 The NPPF highlights the need to promote and support the development of advanced, high quality communications infrastructure to promote sustainable economic growth. National guidance also advises that masts and associated installations should be kept to a minimum and that existing masts, buildings and other structures should be used unless the need for a new site has been justified.

5.845 Policy DMHB 21: Telecommunications below sets out further guidance about the siting and design of telecommunications development, which includes antennae and cabinets. Taking account of the technical feasibility, it is important to ensure that any telecommunications development shares existing infrastructure and is of a suitable design, taking into consideration heritage assets, height, scale and materials of the site and local area.

**Policy DMHB 21: Telecommunications**

**Telecommunication development will only be permitted where:**

- i) it is sited and designed to minimise their visual impact;**
- ii) it does not have a detrimental effect on the visual amenity, character or appearance of the building or the local area;**
- iii) it has been demonstrated that there is no possibility for use of alternative sites, mast sharing and the use of existing buildings;**
- v) there is no adverse impact on areas of ecological interest, areas of landscape importance, archaeological sites, Conservation Areas or buildings of architectural or historic interest; and**
- vi) it includes a Declaration of Conformity with the International Commission on Non Ionizing Radiation.**

## 6. ENVIRONMENTAL PROTECTION AND ENHANCEMENT

6.1 Hillingdon's rich and varied natural environment is essential to the diversity of the Borough, promoting a healthy way of life for residents and helping to mitigate the effects of climate change. The Local Plan Part 1 recognises the environmental pressures that are likely to arise in the coming years and provides a framework of strategic policies to address these issues. The more detailed policies in the chapter are based on the Local Plan Part 1 and seek to ensure that all new development coming forward in the Borough takes account of:

- Sustainable design, reducing carbon emissions and sustainable energy;
- Green Belt, Metropolitan Open Land and Green Chains;
- Bio-diversity, water management, water efficiency and flood risk;
- Air quality and contamination; and
- Minerals and aggregates.

6.2 Hillingdon's Local Plan Part 1 provides the strategic framework to ensure that climate change is addressed at every stage of the development process. This includes ensuring high standards of sustainable design to reduce both energy consumption and carbon emissions.

6.3 The London Plan has established carbon dioxide reduction targets for residential and non residential buildings, requirements for energy assessments, sustainable design principles, a hierarchy for the selection of decentralised energy systems and an expectation that on-site renewable energy generation should be used where feasible.

### Sustainable Design Standards

6.4 Applicants should take account of relevant national and London Plan policies relating to sustainable design and construction. The Mayor of London's Housing SPG 2012 provides further guidance on how the London Plan policies could be implemented.

6.5 Living walls and roofs allow a number of environmental goals to be achieved in a relatively small space. They provide many benefits, including improving the insulation performance of homes, reducing surface water run-off, improving biodiversity, absorbing carbon dioxide and producing oxygen; and they have been found to remove particulates, thereby improving air quality. Living roofs and walls can help compensate for lack of landscaping in tight urban spaces and contribute to [Sustainable Urban Drainage \(SuDS\)](#). They can also moderate the urban 'heat island' effect as well as moderating

internal building temperature, provide attractive amenity space for relaxation and improve local views.

6.6 The Council will particularly seek living walls and roofs in urban areas with limited green space and where developers are proposing minimal landscaping. Vertical gardens will be encouraged in urban areas. These can promote local food growth, as well as biodiversity improvements, which can often be overlooked when developers are maximising land take in an urban setting.

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

**All development proposals are required to comply with the following:**

- i) All major development<sup>6</sup> should incorporate living roofs and/or walls into the development. Suitable justification should be provided where living walls and roofs cannot be provided; and**
- ii) Major development in Air Quality Management Areas must provide onsite provision of living roofs and/or walls. A suitable offsite contribution may be required where onsite provision is not appropriate.**

#### **Reducing Carbon Emissions**

6.7 The London Plan [2016](#) Policy 5.2: Minimising carbon dioxide emissions sets out targets for carbon emissions reduction to be met by major development proposals. These targets are expressed as minimum improvements over the 'Target Emission Rate' outlined in the national 2013 Building Regulations and are as follows:

##### Residential Development

2013 – 2016: 35 per cent

2016 onwards: Zero carbon

##### Non residential Development

2013 – 2016: 35 per cent

2016 – 2019: As per building regulations requirements

2019 onwards: Zero carbon

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<sup>6</sup> Major Development: Residential development of 10 dwellings or more; any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

6.8 The London Plan 2016 Policy 5.2: Minimising carbon dioxide emissions also sets out the requirements for detailed energy assessments for such applications. The Council will require such assessments in order to ensure that the fullest possible contribution is made by each development to the meet the strategic carbon emissions reduction target.

6.9 Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, it will require a detailed assessment, including technical considerations and financial viability, to show that compliance with the targets for carbon emissions cannot be met. In such cases where it is clearly demonstrated that compliance with the targets for carbon emissions cannot be met, the shortfall shall be offset by means of a financial contribution towards measures which reduce emissions from the existing building stock in the Borough.

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

**A) All developments are required to make the fullest contribution to minimising carbon dioxide emissions in accordance with London Plan targets.**

**B) All major development<sup>7</sup> proposals must be accompanied by an energy assessment showing how these reductions will be achieved.**

**C) Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, where it is clearly demonstrated that the targets for carbon emissions cannot be met onsite, the Council may approve the application and seek an off-site contribution to make up for the shortfall.**

#### **Decentralised Energy**

6.10 The Mayor of London is committed to delivering 25% of London's energy supply by decentralised energy (DE) by 2025. To achieve this target, a DE programme has been developed to facilitate and accelerate the uptake of district heating. The programme initially focuses on identifying opportunities for district heating networks through heat mapping and energy masterplanning. It also aims to help build capacity within local authorities to deliver DE projects and to secure planning policies that encourage or where appropriate require DE in new developments.

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<sup>7</sup> Major Development: Residential development of 10 dwellings or more; any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

6.11 London ~~Plan~~ Plan 2016 Policy 5.5: Decentralised energy networks deals with the Mayor's requirements for decentralised energy. The Council has undertaken its own decentralised energy master planning exercise, which has revealed areas of opportunity that could support a decentralised network in the Borough. There is now a sufficient evidence base to prompt more detailed investigative work. The policy below reflects the requirement of London Plan Policy 5.5: Decentralised energy networks (d) in the use of the planning process in delivering the necessary networks.

6.12 Where connection of a major development to a future decentralised energy network (DEN) is feasible, developers are required to commit to connections via a legal agreement, which will include provision for a financial payment to the Council to enable connection. Within the legal agreement a cut-off point will be defined, which will be the latest point at which a decision can be made in relation to network connection. If it is not possible to agree a connection to a network, due to the network being incomplete, an alternative energy strategy will be enacted.

#### **POLICY DMEI 3: Decentralised Energy**

**A) All major developments are required to be designed to be able to connect to a Decentralised Energy Network (DEN).**

**B) Major developments located within 500 metres of an existing DEN, and minor new-build developments located within 100 metres, will be required to connect to that network, including provision of the means to connect to that network and a reasonable financial contribution to the connection charge, unless a feasibility assessment demonstrates that connection is not reasonably possible.**

**C) Major developments located within 500 metres of a planned future DEN, which is considered by the Council likely to be operational within 3 years of a grant of planning permission, will be required to provide a means to connect to that network and developers shall provide a reasonable financial contribution for the future cost of connection and a commitment to connect via a legal agreement or contract, unless a feasibility assessment demonstrates that connection is not reasonably possible.**

**D) The Council will support the development of DENs and energy centres in principle, subject to meeting the wider policy requirements of this plan and in particular on design and air quality.**

#### **Green Infrastructure**

6.13 Green infrastructure is a network of multi-functional green space, both urban and rural, which is capable of delivering a wide range of environmental

benefits as well as quality of life benefits for local communities. It includes a wide range of green spaces including natural and semi-urban, rural and urban green spaces such as woodland, forests, wetlands, meadows, rivers and lakes. Parks and gardens, formal and informal, private and public as well as amenity green space such as village greens and green roofs, allotments, rural farmland, hedges, verges, highway trees, cemeteries and churchyards, green corridors, nature reserves and archaeological sites, are all considered part of the green infrastructure of the Borough.

6.14 Green infrastructure provides a fundamental aspect of the Borough's character as well as many valuable assets such as woodlands, river and canal corridors and a network of open green spaces. It also plays an important role in helping to mitigate the effects of climate change and prevent flooding. The Local Plan Part 1 sets out the strategic approach to planning positively for green infrastructure as required by the NPPF.

6.15 The Mayor of London's All London Green Grid SPG sets out a vision and spatial framework for London-wide green infrastructure and identifies opportunities for improving green infrastructure at the strategic level, such as the Colne Valley. The Council will protect and enhance green infrastructure networks, particularly those identified as part of the All London Green Grid. New green infrastructure will be supported in areas of deficiency and links to existing green infrastructure and the London Green Grid promoted.

6.16 All development proposals within the Borough's green infrastructure network will be expected to take account of Hillingdon's Landscape Character Assessment. The document identifies unique landscape typologies across the Borough, noting their sensitivities to change and provides guidelines for future design, management and maintenance of these areas. Development in these areas offers opportunities for the enhancement or restoration of unique characteristics such as hedgerow patterns.

## **DEVELOPMENT IN THE GREEN BELT, METROPOLITAN OPEN LAND AND GREEN CHAINS**

6.17 The extent of the Metropolitan Green Belt, areas of Metropolitan Open Land and Green Chains in the Borough is shown on the Policies Map.

### **Green Belt**

6.18 The NPPF provides guidance on what is acceptable or not in the Green Belt and this is reflected below for clarity. Construction of new buildings, change of use or development on land in the Metropolitan Green Belt is inappropriate development unless it is for the following purposes:

- provision of appropriate facilities for agriculture, forestry, outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the

openness of the Green Belt and does not conflict with the purposes of including land within it;

- the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- the replacement of a building, provided that the new building is in the same use and not materially larger than the one it replaces; and
- limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

6.19 Inappropriate development is, by definition, harmful to the Green Belt and therefore any proposal for such development will need to demonstrate 'very special circumstances' to set aside the presumption against such development. Very special circumstances to justify otherwise inappropriate development will not exist unless the potential harm by reason of inappropriateness, and any other harm, is clearly outweighed by other material planning considerations.

6.20 Dwellings are inappropriate development in the Green Belt and Metropolitan Open Land but where they exist, alterations and extensions will be acceptable, provided they do not result in disproportionate additions over and above the size of the original building.

### Metropolitan Open Land

6.21 Metropolitan Open Land is a London-wide designation which is defined in the London Plan as 'strategic open land within the urban area that contributes to the structure of London'. In terms of its purpose, Metropolitan Open Land fulfils one or more of the following:

- it defines the physical structure of London by being clearly distinguishable from the built up area;
- it includes open-air facilities, especially for leisure, recreation, sport, the arts and cultural activities, which serve either the whole or significant parts of London;
- it contains features or landscapes (historic, recreational, biodiversity) of either national or metropolitan value.

6.22 London Plan 2016 Policy 7.17: Metropolitan Open Land gives London's Metropolitan Open Land the same level of protection as applies

nationally to the Green Belt, including the presumption against inappropriate development and the test of very special circumstances.

**Policy DMEI 4: Development in the Green Belt or on Metropolitan Open Land**

**A) Inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very special circumstances.**

**B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to:**

- i) the height and bulk of the existing building on the site;**
- ii) the proportion of the site that is already developed;**
- iii) the footprint, distribution and character of the existing buildings on the site;**
- iv) the relationship of the proposal with any development on the site that is to be retained; and**
- v) the visual amenity and character of the Green Belt and Metropolitan Open Land.**

**Green Chains**

6.23 Hillingdon's **G**reen **C**hains provide valuable links between sites both for wildlife and recreation, enabling plants and wildlife to migrate from one area to another and providing attractive corridors for people to walk along and enjoy. They include open spaces, watercourses, tree lined streets, footpaths and bridleways. Development can provide opportunities to create new green infrastructure such as new areas of habitat and amenity space for people. This is especially important for areas of the Borough where **g**reen **e**chains are deficient and where new Green Chains can link to existing ones.

**Policy DMEI 5: Development in Green Chains**

**A) Development in Green Chains will only be supported if it conserves and enhances the visual amenity and nature conservation value of the landscape, having regard to:**

- i) the need to maintain a visual and physical break in the built-up**

- area;
- ii) the potential to improve biodiversity in and around the area;
  - iii) the potential to improve public access to and through the area; and
  - iv) the provision and improvement of suitable recreational facilities.
- B) Any new development that meets the above criteria, particularly in areas deficient in Green Chains, will be required to provide new areas of habitat and amenity space, linking into existing Green Chains.**

### **DEVELOPMENT IN GREEN EDGE LOCATIONS**

6.24 Development in 'green edge' locations whether it is the Green Belt, Metropolitan Open Land, Green Chains or other green spaces will have a wider visual impact on the surrounding areas due to its openness. In these locations it will be important to assimilate development into the wider open context to reduce impacts. This will normally be met by ensuring landscaping margins to boundaries are of a depth relative to the scale and impact of the development, taking account of the importance of the open space designation.

6.25 Landscape margins should be provided within the development site. Landscaping should incorporate native and pollen or nectar bearing species of an appropriate size, planted and maintained in accordance with current British Standards. All new development proposals in 'green edge' locations will be expected to incorporate sustainable design and layout measures, including techniques that enhance biodiversity.

#### **Policy DMEI 6: Development in Green Edge Locations**

**New development adjacent to the Green Belt, Metropolitan Open Land, Green Chains, Sites of Importance for Nature Conservation, Nature Reserves, countryside, green spaces or the Blue Ribbon Network should incorporate proposals to assimilate development into the surrounding area by the use of extensive peripheral landscaping to site boundaries.**

### **BIODIVERSITY PROTECTION AND ENHANCEMENT**

6.26 Policies EM1 and EM7 in Hillingdon's Local Plan Part 1 aim to protect the Council's strategic nature conservation sites which include SSSI's, Sites of Metropolitan or Borough Grade 1 and 2 Importance and a National Nature

Reserve at Ruislip Woods. These sites are significant in helping to protect and enhance the Borough's biodiversity value. However, it is also appropriate to understand the impact of local sites that may not carry designations, including open spaces and gardens, which help to increase the permeability of the urban environment for wildlife.

6.27 All development proposals should ensure the protection of biodiversity and aspire to include enhancement measures. The Council is particularly concerned by the loss of habitats that support non-protected species. The Council recognises the importance of all features and will seek to retain and enhance as much as possible on-site. If this is not possible then specific areas of the site will be allocated to wildlife creation accompanied by a clear management plan, and only as a last resort will the Council seek off-site compensation. If none of these can be provided then the Council will refuse the planning application.

6.28 It is important that planning decisions are appropriately informed by the right level of survey and information on ecology features. The Council will apply Natural England's standing advice at validation stage. Applications will only be validated if they have the appropriate information. Where initial assessments recommend further surveys, these will be expected to be provided as part of a planning submission. All ecological reports or information submitted should adhere to nationally accepted best practice survey standards and be consistent with the British Standard BS 42020: 2013 Biodiversity – Code of Practice for Planning and Development or an updated variation. Where appropriate, the Council will require the use of the approved DEFRA biodiversity impact calculator (as updated) to inform decisions on no net loss and net gain.

6.29 The Borough's rivers and canals support a diverse range of wildlife, which unfortunately has been put under pressure from historic development. The Council requires particular attention to be given to waterside development. All development alongside, or that benefits from a frontage on to a main river or the Grand Union Canal will be expected to demonstrate that they are contributing to a net gain in biodiversity value, through the provision of green infrastructure where appropriate.

6.30 In addition to designated areas of important biodiversity, Hillingdon contains one Regionally Important Geological Site (RIGS) at The Gravel Pits, Northwood. This site is identified by the Policies Map and protected by policy DMEI 7. In accordance with The London Plan, the Council will develop a management plan for this site to promote public access, appreciation and interpretation of geodiversity.

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

**A) The design and layout of new development should retain and enhance any existing features of biodiversity or geological value within the site. Where loss of a significant existing feature of biodiversity is unavoidable, replacement features of equivalent biodiversity value should be provided on-site. Where development is constrained and cannot provide high quality biodiversity enhancements on-site, then appropriate contributions will be sought to deliver off-site improvements through a legal agreement.**

**B) If development is proposed on or near to a site considered to have features of ecological or geological value, applicants must submit appropriate surveys and assessments to demonstrate that the proposed development will not have unacceptable effects. The development must provide a positive contribution to the protection and enhancement of the site or feature of ecological value.**

**C) All development alongside, or that benefits from a frontage on to a main river or the Grand Union Canal will be expected to contribute to additional biodiversity improvements.**

**D) Proposals that result in significant harm to biodiversity which cannot be avoided, mitigated, or, as a last resort, compensated for, will normally be refused.**

**River and Canal Corridors**

6.31 The river network in Hillingdon is illustrated on Map 8.2 'River and Canal Corridors' in Part 1 of the Local Plan, which identifies six strategic river and canal corridors. These form part of London's wider Blue Ribbon Network. The Council will seek to enhance its rivers and canals by working in partnership with other stakeholders, most notably the Environment Agency, Natural England, the Canal & River Trust and developers.

6.32 The Thames River Basin Management Plan details the issues facing water bodies in the area and actions required to address them which need to be taken into account in any proposals within the network.

6.33 Most issues facing the water environment will best be dealt with at a catchment level. For this purpose and to achieve the aims of the Water Framework Directive, a Catchment Partnership has been formed for each

principle river in Hillingdon, (Rivers Colne and Crane) with a view to developing Catchment Management Plans.

6.34 4—The Council and landowners along the Blue Ribbon Network will be required to support the aims and approaches of the Catchment Management Plans that are seeking to deliver integrated actions at a local level and which include: reducing flood risk, safe public access to waterside locations for recreational and educational purposes, the linking of existing and future recreational assets, and improvements to habitat and biodiversity along corridors.

6.35 In respect of development proposals and in assessing how they can make a positive contribution to the network as required by Policy EM3: Blue Ribbon Network of the Local Plan Part 1, the following considerations will apply:

- To allow for the Rivers Colne, Pinn, Crane, Yeading Brook and some minor local tributaries to continue to play their role in providing space for water;
- To reduce flood risk to property, road, rail or other infrastructure located in proximity to water courses;
- To make best use of river and canal corridors for active and passive recreation, increasing accessibility as part of living corridors for people across the Borough and in promoting their use as a link to recreational spaces;
- To maintain and improve river and canal corridor links as linear features in both town and countryside which serve as “ecological corridors” or habitats, enabling species to migrate and colonise over wider areas;
- To support the Canal & River Trust's aims and ensure that historic buildings and structures along the canals are not threatened by new development and support their continued use whilst ensuring the navigable waterways are maintained; and
- To promote and develop the Grand Union Canal as a navigational waterway of national significance.

### **All Waterways**

6.36 Developments should provide high quality design, taking advantage of and encouraging active use of waterside locations. Schemes should avoid blank boundary walls and fences.

6.37 New buildings and land uses should be set back from waterfronts to provide the opportunity for an integrated hard and soft landscape scheme with

clearly defined objectives. These should include enhancing the visual setting and character of the waterfront, enhancing the setting of the development, improving access to and views of the waterfront, reducing the visual impacts of any detracting features, and supporting local biodiversity and habitats.

6.38 The Council will consult with its Crime Prevention Design Advisor when considering proposals for riverside or canalside uses to ensure issues of criminal or anti social behaviour are addressed. All waterway support facilities, infrastructure and activities should be protected. New support facilities, infrastructure and activities that support the use and enjoyment of the Blue Ribbon Network will be encouraged.

### **Canals**

6.39 The Council will protect wharves and support the installation or renewal of small scale canalside facilities for servicing vessels engaged in the use of the canal. At marinas, the Council will support improvements to facilities, including slipway access and provision of fuel and internet connections to improve living conditions for marina users. However the Council will resist significant new facilities at marinas for the purposes of recreational gatherings, eating, drinking or convenience or comparison retailing.

6.40 Whilst the Council will support waterside facilities generally, the exception will be for proposals in the Metropolitan Green Belt and Metropolitan Open Land, where works or facilities will not be supported. This will include residential moorings, given that residential use is not appropriate in the Green Belt.

#### **Policy DMEI 8: Waterside Development**

##### **A) Development on sites that adjoin or include a watercourse should:**

- i) have regard to the relevant provisions of the Thames River Basin Management Plan and any other relevant Catchment Management Plans;**
- ii) not extend within 8 metres of the top of the bank of a main river or 5 metres either side of an ordinary watercourse or an appropriate width as may be agreed by the Council;**
- iii) where feasible, secure the implementation of environmental enhancements to open sections of river or watercourse; and**
- iv) where feasible, implement a scheme for restoring culverted sections of river or watercourses which must include an adequate**

buffer for flooding and maintenance purposes.

**B) Where on-site environmental enhancements or deculverting are financially viable but not feasible, the Council will seek a financial contribution towards relevant projects for the enhancement or deculverting of other sections of rivers or watercourses.**

**C) Existing wharves and their access will be protected for continued use.**

**D) Proposals that would adversely affect the infrastructure of main rivers and ordinary watercourses, or which fail to secure feasible enhancements or deculverting, will be resisted.**

**E) Development located in or adjacent to watercourses should enhance the waterside environment and biodiversity by demonstrating a high design quality which respects the historic significance of the canal and character of the waterway and provides access and improved amenity to the waterfront.**

**F) All development alongside or that benefits from a frontage on the Grand Union Canal will be expected to contribute to the improvement of the Canal.**

### **Management of Flood Risk**

6.41 The Council's aim is to ensure flood risk is managed appropriately across the Borough by using the best available information on flood risk to inform a flood risk management strategy and working in a coordinated way with relevant parties.

6.42 Hillingdon is a Lead Local Flood Authority under the Flood and Water Management Act 2010. The Council has prepared a portfolio of flood risk documents to better inform flood risk management decisions and meet the statutory requirements of the Flood and Water Management Act 2010 and Flood Risk Regulations. The following documents are available on the Hillingdon website at [www.hillingdon.gov.uk/planning](http://www.hillingdon.gov.uk/planning):

- The Preliminary Flood Risk Assessment (PFRA) which gives an overview of flooding in the Borough;
- The Strategic Flood Risk Assessment (SFRA) which includes information on flooding from all sources and identifies those parts of the Borough which are subject to the risk of flooding, thus providing the evidence base for planning decisions as referred to in the Local Plan Part 1.
- The Surface Water Management Plan (SWMP), which includes proposals to address surface water flooding.

- The Flood Risk Management Strategy, which details how the Borough will manage flood risk in partnership with other key stakeholders such as the Water Utilities and other boroughs.

6.43 Development proposals need to take into account the recommendations in the above documents and the current best available information available on flooding from all sources. The Council as the local planning authority will ensure that new development in Hillingdon is not put at unacceptable risk from flooding and that it will not increase the risk of flooding elsewhere. The Council will assess planning applications, including those for windfall sites, against flood risk on the basis of technical advice forming part of the NPPF, which includes the application of a “sequential test” and, if necessary, an “exception test”.

6.44 Hillingdon’s portfolio of flood risk documents has identified in broad terms areas that are liable to flooding from local sources of flood risk such as ordinary watercourses, groundwater and surface water, as well as rivers and artificial sources such as reservoirs and canals and the associated probability of flooding (i.e. the flood zones). However the data contained within these documents is not intended to provide the detailed information about flood risk and therefore an assessment of the risk will be required at a site specific level.

6.45 In built up areas there is also the additional risk of flooding from surface water, due to rainwater falling onto impermeable surfaces which is the key flood risk identified for Hillingdon. Hillingdon’s SWMP identifies Critical Drainage Areas in the Borough. In these areas strict control will be exercised to manage surface water.

#### **POLICY DMEI 9: Management of Flood Risk**

**A) Development proposals in Flood Zones 2 and 3a will be required to demonstrate that there are no suitable sites available in areas of lower flood risk. Where no appropriate sites are available, development should be located on the areas of lowest flood risk within the site. Flood defences should provide protection for the lifetime of the development. Finished floor levels should reflect the Environment Agency's latest guidance on climate change.**

**B) Development proposals in these areas will be required to submit an appropriate level Flood Risk Assessment (FRA) to demonstrate that the development is resilient to all sources of flooding.**

**C) Development in Flood Zone 3b will be refused in principle unless identified as an appropriate development in Flood Risk Planning Policy Guidance. Development for appropriate uses in Flood Zone 3b**

**will only be approved if accompanied by an appropriate FRA that demonstrates the development will be resistant and resilient to flooding and suitable warning and evacuation methods are in place.**

**D) Developments may be required to make contributions (through legal agreements) to previously identified flood improvement works that will benefit the development site.**

**E) Proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused.**

### **Water Management**

6.46 Sustainable drainage systems (SuDS) are vital in addressing Hillingdon's surface water flood risk, which is predicted to rise as climate change increases the frequency of heavy rainfall and as further new development and intensification within the Borough increases the volume of waste and surface water going into the existing drainage infrastructure. SuDS manage runoff from developments, reducing the quantity of water entering drains, especially at peak periods, improving the quantity of runoff and promoting amenity and biodiversity benefits from using water in the environment.

6.47 The Council aims to reduce runoff rates from all developments to limit flood risk, with a particular focus on major developments to restrict runoff rates to a 'greenfield rate'. However without mitigation, the cumulative impact of small scale development throughout the Borough is likely to put continued pressure on the existing drainage network. All minor new build developments, including proposals for householder development and minor extensions to commercial premises, are therefore required to contribute to a reduction in the rate of surface water runoff. This may include maximising areas of soft landscaping; ensuring all hard surfaces are permeable or drain into permeable features; and/or maximising areas of green roofs and walls.

### **Water Quality**

6.48 The Water Framework Directive (WFD), designed to protect and enhance the quality of our rivers, is being implemented through the River Basin Management Plans. The Thames River Basin Management Plan 2009 covers Hillingdon. All the 'water bodies' or key rivers are considered as being moderate in water quality, other than the Crane which has a poor status. Annex B of the Thames River Basin Management Plan 2009 indicates that chemical phosphate is a key reason for the status of the rivers in the Borough. The Council requires developments to contribute to improving water quality in the Borough and to consider the actions required within the Thames River Basin Action Plan and the Catchment Plans developed for each river.

**Water Resources and Water Efficiency**

6.49 The appropriate management of water through understanding the water cycle is vital to ensuring that water quantity and quality is maintained and improved throughout the Borough.

6.50 The Colne Catchment Abstraction Management Strategy produced by the Environment Agency indicates that some of Hillingdon's rivers are over abstracted, putting stress on the natural environment of these rivers. This situation is likely to be exacerbated in the future due to the effects of climate change. The London Catchment Abstraction Management Strategy indicates that the River Crane has 'water available'. It is therefore important that development uses water efficiently to limit environmental stress.

6.51 Water efficiency measures should also be incorporated within non-residential development to meet the Building Research Establishment's Environmental Assessment Method (BREEAM) requirements. BREEAM is used to assess the environmental performance of new and existing non-residential buildings, and is regarded by the UK's construction and property sectors as the measure of best practice in environmental design and management.

6.52 In addition to these requirements, the Council will maintain dialogue with infrastructure providers and neighbouring planning authorities to ensure an overall improvement to critical water resources, and to ensure that development proposals can be serviced without increasing the pressure on existing natural systems or prejudicing the delivery of Water Framework Directive targets.

6.53 Groundwater resources are relied on for an adequate supply of fresh, clean drinking water. The Environment Agency has identified and mapped a number of these resources according to their significance and vulnerability to pollutants, with categories including Source Protection Zones (1-3), Safeguard Zones and Water Protection Zones. The Environment Agency advocates a risk based approach to the protection of these groundwater resources, as set out in the document 'Groundwater Protection: Policy and Practice' and this approach will be taken into account in the planning process.

**Water and Wastewater infrastructure**

6.54 The water and wastewater needs of new development can put pressure on the infrastructure network and could cause problems for existing development, such as increased risk of surface water flooding. All new development proposals will need to show there is sufficient capacity in the water and wastewater infrastructure network to provide for the needs of the new development. Developers will be expected to engage with relevant water

and wastewater infrastructure providers prior to submitting a planning application. The Sites Allocations document identifies sites that might have capacity issues and notes this as a constraint.

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

**A) Applications for all new build developments (not conversions, change of use, or refurbishment) are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated in accordance with the London Plan Hierarchy (Policy 5.13: Sustainable drainage).**

**B) All major new build developments, as well as minor developments in Critical Drainage Areas or an area identified at risk from surface water flooding must be designed to reduce surface water run-off rates to no higher than the pre-development greenfield run-off rate in a 1:100 year storm scenario, plus an appropriate allowance for climate change for the worst storm duration. The assessment is required regardless of the changes in impermeable areas and the fact that a site has an existing high run-off rate will not constitute justification.**

**C) Rain Gardens and non householder development should be designed to reduce surface water run-off rates to Greenfield run-off rates.**

**D) Schemes for the use of SuDS must be accompanied by adequate arrangements for the management and maintenance of the measures used, with appropriate contributions made to the Council where necessary.**

**E) Proposals that would fail to make adequate provision for the control and reduction of surface water run-off rates will be refused.**

**F) Developments should be drained by a SuDS system and must include appropriate methods to avoid pollution of the water environment. Preference should be given to utilising the drainage options in the SuDS hierarchy which remove the key pollutants that hinder improving water quality in Hillingdon. Major development should adopt a 'treatment train' approach where water flows through different SuDS to ensure resilience in the system.**

#### **Water Efficiency**

**G) All new development proposals (including refurbishments and conversions) will be required to include water efficiency measures, including the collection and reuse of rain water and grey water.**

**H) All new residential development should demonstrate water usage**

rates of no more than 105 litres/person/day.

I) It is expected that major development<sup>8</sup> proposals will provide an integrated approach to surface water run-off attenuation, water collection, recycling and reuse.

#### Water and Wastewater Infrastructure

J) All new development proposals will be required to demonstrate that there is sufficient capacity in the water and wastewater infrastructure network to support the proposed development. Where there is a capacity constraint the Local Planning Authority will require the developer to provide a detailed water and/or drainage strategy to inform what infrastructure is required, where, when and how it will be delivered.

#### **Policy DMEI 11: Protection of Ground Water Resources**

**All development proposals within a Source Protection Zone, Safeguard Zone or Water Protection Zone must assess any risk to groundwater resources and demonstrate that these would be protected throughout the construction and operational phases of development.**

#### **Development of Land Affected by Contamination**

6.55 Hillingdon has a long industrial history, including extensive mineral extraction and land filling. This has left a legacy of land contamination with the potential to harm human health and the wider environment, where it is left untreated. Contamination can be due to the presence of metals, liquid chemicals, gases and vapours in the ground. This can present a risk to users of land, cause damage to buildings and structures and impact on local ecology and water courses. It can restrict development potential or prevent the introduction of new uses that involve public access where it is left untreated.

6.56 The policy approach is to apply the 'precautionary principle' in assessing planning applications. The introduction of Part IIA of the Environmental Protection Act 1990 also means that, as a minimum standard, new development should be on land that is remediated so that it cannot be determined as 'contaminated land' under this legislation. The responsibility to

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<sup>8</sup> Major Development: Residential development of 10 dwellings or more; any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

identify if land is affected by contamination and ensure that remediation is undertaken to secure a safe development remains with the land owner and the developer of the land.

6.57 In addition to the National Planning Policy Guidance available online, the Council has adopted a Supplementary Planning Guidance document on Land Contamination which is available on the Council's website. This provides detailed guidance on information required to be submitted with a planning application. The Council's approach to land contamination and its administration during the course of any development will be guided by this document and relevant up to date best practice guidance.

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

**A) Proposals for development on potentially contaminated sites will be expected to be accompanied by at least an initial study of the likely contaminants. The Council will support planning permission for any development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely remediated so that the development can be made suitable for the proposed use.**

**B) Conditions will be imposed where planning permission is given for development on land affected by contamination to ensure all the necessary remedial works are implemented, prior to commencement of development.**

**C) Where initial studies reveal potentially harmful levels of contamination, either to human health or controlled waters and other environmental features, full intrusive ground investigations and remediation proposals will be expected prior to any approvals.**

**D) In some instances, where remedial works relate to an agreed set of measures such as the management of ongoing remedial systems, or remediation of adjoining or other affected land, a S106 planning obligation will be sought.**

#### **Importation of Waste Material**

6.58 The increasing costs and reducing capacity of landfills has opened up opportunities for the placement of various types of waste, usually inert, to be used within new development. The importation of this material can be positive, and can transform complex sites into suitable development platforms. It can also assist in land remodelling, for example to improve the contours on golf courses or to improve drainage, which can ultimately lead to the enhancement of recreational or community facilities.

6.59 However, the converse is that development proposals can provide an opportunity for the illegal dumping of waste material so as to avoid disposal costs. In these situations, sites can become hugely complex to manage and costly to put right with disparate accountability and responsibilities. This will often result in the site becoming less viable and potentially more costly to make good.

6.60 The disposal of material is normally undertaken under appropriate waste permits issued by the Environment Agency. However the controls governing inert material are less restrictive given their relative lower pollution risk. This means disposal of inert material on sites can be undertaken without the same level of scrutiny as the management of other waste types that have a more restrictive permitting regime. It is this less rigorous control that opens up the possibility of exploitation. Experience has shown that in some instances more waste than approved can be brought to a site as monitoring is left between organisations, or that some of the material may not be as approved, potentially hidden under inert loads without the necessary on-site controls in place.

6.61 As a consequence, the Council expects applicants to clearly demonstrate that proposals that include the importation of waste material provide the maximum protection for the environment with suitable controls and assurances in place to make good any subsequent harm.

#### **Policy DMEI 13: Importation of Waste Material**

**A) Development proposals that include the importation of waste material (inert or otherwise) must be accompanied by a monitoring plan that includes:**

- i) the amount and types of material to be imported;**
- ii) the timetable for disposal;**
- iii) onsite precautions to be taken to ensure only authorised vehicles and waste will be allowed on to site; and**
- iv) methods for reviewing and reporting on the progress of the disposal to the Local Planning Authority.**

**B) On commencement of the disposal operation the applicant will provide a written report in accordance with A) iv) above that provides details of:**

- i) — the types and quantities of waste that have been imported, including carrier notices where appropriate;**
- ii) the source of the waste imported to the site;**
- iii) appropriate details of the company/companies importing the**

material; and

iv) updates in accordance with A) iv) pertaining to the progress of material importation and disposal in compliance with the approved plans.

C) Where assurances cannot be given that the appropriate protection and safeguards can be implemented, then the Council will expect the applicant to provide contingency plans including providing security bonds (through legal agreements) to ensure any subsequent harm can be remediated and the site made good.

D) Proposals that include the importation of waste materials (inert or otherwise) that are not accompanied by the appropriate level of controls or safeguards will not be supported.

### **Air Quality**

6.62 Hillingdon declared an Air Quality Management Area in September 2003 which covers the Borough from the Chiltern-Marylebone railway line southwards. Following on from this, an Air Quality Action Plan was approved by the Council in 2004. In conjunction with other bodies, this aims to put in place measures to reduce air pollutant emissions and improve local air quality.

6.63 At certain locations such as alongside major roads and around Heathrow Airport, the level of atmospheric pollutants is consistently high. The inclusion of stringent mitigation measures will need to be introduced before consideration of new development in the area, especially where any development proposal either introduces new residents into areas of poor air quality or would lead to deterioration in air quality for existing residents.

6.64 The main focus of improvement will be on those areas where air quality objectives are currently exceeded. However, it is important to make certain that work continues to ensure that the recommended levels are, at the very minimum, maintained and, preferably showing continued improvement for all the residents in the Borough.

6.65 Planning applications for all relevant development should contain an assessment of the likely future levels of air quality in the area and take account of the provisions of the Mayor of London's Sustainable Design and Construction SPD. The Council's latest planning guidance on Air Quality sets out how the assessments should be undertaken.

**Policy DMEI 14: Air Quality**

**A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants.**

**B) Development proposals should, as a minimum:**

- i) be at least “air quality neutral”;**
- ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and**
- iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.**

**Minerals**

6.66 The London Borough of Hillingdon is a major source of aggregates (sand, gravel, crushed rock and recycled construction materials) for London and the surrounding areas. Aggregates are the vital raw ingredients for building schools, houses and roads and all the other construction projects necessary to maintain economic growth and quality of life.

6.67 The London Plan identifies Hillingdon as one of four boroughs that are collectively required to maintain a seven year landbank with the capacity to deliver at least 5 million tonnes of land won aggregates. Hillingdon's apportionment is a rolling permitted landbank of at least 1.75 million tonnes, which is the equivalent to 0.25 million tonnes per annum (mtpa). Therefore the Council needs to ensure it has permitted reserves amounting to at least 1.75 million tonnes for seven years.

6.68 The flat topography and lack of natural screening features in the south of the Borough means that workings on the areas identified in Policy DMIN 1: Preferred Areas for Minerals and Aggregates Railheads could potentially be highly visible and severely intrusive. Although mineral working is a 'temporary' use of land, its effects on individuals can be long term, frequently extending over many years. The Council would favour a comprehensive approach to the development of the areas identified in Policy DMIN 1—as opposed to fragmented or piecemeal proposals.

6.69 Minerals can only be excavated where they are found and although noise emission is inevitable it can have a significant impact on the environment and the quality of life of communities. The Council is concerned to ensure that noise levels are kept to the minimum practicable level

consistent with good environmental practice and the efficient and economic working of sites.

### **Aggregates Railheads**

6.70 There are four operational aggregates railheads in the Borough used for importing and exporting materials, at Hayes, West Drayton, West Drayton Tavistock Road and West Ruislip. Combined, the railheads import approximately 905,000 tonnes of crushed rock per year. The NPPF and the London Plan require the safeguarding of railheads with existing or potential capacity for aggregate distribution. Railhead safeguarding is necessary for the proper maintenance of a managed aggregates supply system and will support the efficient transport and distribution of aggregates, particularly in reducing reliance on road transport.

6.71 Proposed development adjacent to the railheads should not undermine their continued viability and will need to demonstrate that acceptable levels of noise, dust, light and air emissions derived from the existing railhead would be tolerable to the proposed development. Engagement with railhead owners in identifying necessary mitigation will be actively encouraged.

#### **Policy DMIN 1: Preferred Areas of Mineral Extraction and Aggregates Railheads**

**A) The following specific site, preferred areas and areas of search will be protected for the extraction of sand and gravel reserves:**

- 1. Land west of Harmondsworth Quarry (Preferred Area)**
- 2. Land north of Harmondsworth (Preferred Area)**
- 3. Land at Sipson Lane east of the M4 Spur (Specific Site)**
- 4. Bedfont Court Estate (Area of Search)**

**B) Where sand and gravel reserves are identified, the Council will, in addition to the above, safeguard those resources from sterilisation by surface development. The identification of such reserves will, in itself, create no presumption that proposals for mineral extraction will be acceptable.**

**C) The Council will safeguard the existing railheads at Hayes, West Drayton, West Drayton Tavistock Road and West Ruislip from alternative use. Applications for alternative uses will need to demonstrate that there is no real prospect of a transport use**

**continuing or being reintroduced on the site. Proposals for new railhead capacity will be supported.**

6.72 Mineral development will be permitted only where a need has been demonstrated and the applicant has provided information sufficient for the mineral planning authority to be satisfied that there would be no significant adverse impacts arising from the development. Proposals for development within preferred areas will be expected to address the key development requirements set out for each.

#### **Policy DMIN 1A: Assessing Proposals for New Minerals Development**

**Proposals for minerals development will be permitted subject to it being demonstrated that the development would not have an unacceptable impact, including cumulative impact, with other developments upon:**

- i) Local amenity (including demonstrating that the impacts of noise levels, air quality and dust emissions, light pollution and vibration are acceptable);**
- ii) The health of local residents adjoining the site;**
- iii) The quality and quantity of water within water courses, groundwater and surface water;**
- iv) Drainage systems;**
- v) The soil resource from the best and most versatile agricultural land;**
- vi) Farming, horticulture and forestry;**
- vii) Aircraft safety due to the risk of bird strike;**
- viii) The safety and capacity of the road network;**
- ix) Public Open Space, the definitive Public Rights of Way network and outdoor recreation facilities;**
- x) The appearance, quality and character of the landscape, countryside and visual environment and any local features that contribute to its local distinctiveness;**
- xi) Land stability;**
- xii) The natural and geological environment (including biodiversity and ecological conditions for habitats and species); and**
- xiii) The historic environment including heritage and archaeological assets.**

### Prior Extraction

6.73 In cases where there is believed to be a deposit of sand and gravel lying beneath land upon which surface development is proposed, the applicant will need to evaluate the quality and extent of that deposit and demonstrate that provision has been made for its prior extraction. Should a proposed development not provide for the prior extraction of a mineral deposit, it will be for the applicant to demonstrate that one or more of the circumstances listed in Policy DMIN 2: Prior Extraction, apply.

#### Policy DMIN 2: Prior Extraction

**The Council will require the prior extraction of mineral reserves for the areas identified in Policy MIN 1: Safeguarded Areas for Minerals and Aggregates Railheads where surface development is proposed.**

**Prior extraction of mineral deposits will not be required in the following circumstances:**

- i) where the mineral deposit is of no commercial interest and unlikely to be so in the future;**
- ii) where the extraction of the mineral deposit would lead to such strong environmental or other objection that it is unlikely such extraction would ever be permitted; or**
- iii) where an overriding community need for the proposed development outweighs the need for the mineral resource.**

### The Relationship of Sand and Gravel Extraction to Agriculture

6.74 The Council is unlikely to object to proposals for the extraction of unworked mineral deposits from agricultural land where restoration practises are able to restore the land to its original pre-working grade or sub-grade. Where the land quality is likely to fall by more than one grade or sub-grade, or cease to be the **Best** and **Most Versatile Land** (Grades 1, 2 and 3a), an objection is highly likely on quality grounds. Where the land quality will probably fall by one grade, but remains within the category of **Best** and **Most Versatile** agricultural land, (Grade 1, 2, 3a) an objection is also highly likely, although this will depend on a consideration of all other material factors.

### Restoration of Sand and Gravel Workings

6.75 Better understanding of restoration techniques, coupled with public and private financial pressures, is leading to more proposals to extract sand and gravel from under sports fields and other sites formerly regarded as unavailable. Such proposals will be determined on their individual merits, having regard to all relevant policies in this Plan and other material

considerations. The normal presumption will be a return to the original use with the application containing appropriate technical restoration details; however that may not always be appropriate and alternative beneficial uses and specifications may be specified.

#### **Policy DMIN 3: Extraction, Landfilling and Restoration**

**A) The Council will expect any planning application for minerals extraction to include a comprehensive Environmental Impact Assessment (EIA) and adopt an Environmental Management System to outline measures to address environmental impacts and mitigation during all phases of the extraction and restoration process.**

**B) Mineral working on the ~~m~~Best and ~~v~~Most ~~f~~Versatile ~~f~~Farmland will only be permitted if working, restoration and aftercare schemes are adopted which enable the land to be restored, as far as it is practicable, to its previous quality or better.**

**C) Applicants will be required to show how excavation is to be arranged and to provide for beneficial after use(s) consistent with providing a balanced range of leisure activities and/or creation of natural habitats before any planning permission is granted.**

**D) To reduce the environmental impact of aggregates, the Council will make appropriate use of planning conditions dealing with restoration, aftercare and re-use of mineral sites including the use of suitable construction, demolition and excavation waste to restore original ground levels.**

#### **Re-use and Recycling of Aggregates**

6.76 The London Plan sets targets for the re-use of construction, demolition and excavation waste and recycling of these wastes is promoted in the West London Waste Plan. The process of recycling aggregates should ideally be carried out on-site and as much of the recycled waste be re-used in the construction process. This helps to reduce the need for primary aggregates and also reduces the need to transport minerals to and from the site.

#### **Policy DMIN 4: Re-use and Recycling of Aggregates**

**A) The Council will promote the recycling of construction, demolition and excavation waste.**

**B) All developments will be encouraged to:**

**i) recycle and re-use construction, demolition and excavation waste**

as aggregates;

- ii) process and re-use the recyclable material on-site, and where this is not possible, the material should be re-used at another site or for land restoration; and
- iii) use substitute or recycled materials in new development in place of primary minerals.

**B) Planning permission for aggregates recycling on active minerals extraction and landfill sites will be supported, subject to local amenity and other policies within the Local Plan. Applications for aggregates recycling sites in other areas such as Strategic Industrial Locations will be required to satisfy other relevant policies in the Local Plan including the West London Waste Plan.**

## 7. COMMUNITY INFRASTRUCTURE

### Safeguarding Recreational, Leisure and Community Facilities

7.1 The provision of appropriate community facilities and inclusive access to such facilities is a prerequisite for the proper functioning of any community. They range from health services, educational premises, places of worship and community halls. The Council is committed to supporting development that meets the needs of the Borough's residents.

7.2 The term infrastructure includes (but is not limited to) the following areas: transport, public realm, open space, sport, leisure and recreation, community, play space, education, child care, health, utilities, emergency services, trees and biodiversity, energy and climate change adaptation and mitigation. All of these items are essential to underpin growth in Hillingdon over the period of the Local Plan. However, there is a particularly pressing need in the Borough for additional school places and health care facilities to address higher than expected birth rates and an increase in the older population.

7.3 The Local Plan Part 1 contains a schedule of the infrastructure that is expected to be delivered over the period of the Local Plan to underpin growth. This will be updated through regular reviews of the Council's Strategic Infrastructure Plan. Policy CI1: Community Infrastructure Provision in the Local Plan Part 1 forms the basis of the Council's policy to resist the loss of community infrastructure. The following policies provide more detail about the protection of community infrastructure and how new proposals will be assessed.

### Retaining existing Community Infrastructure

7.4 Hillingdon's Community infrastructure (such as emergency services, community and social spaces), strategic infrastructure (such as public utilities), and cultural facilities are vital to the identity and function of the Borough, as well as its attractive and distinctive character. The Council's policy is to retain and make best use of existing recreational, leisure and community facilities. The Council will therefore exercise a presumption in favour of retaining existing recreational assets such as parks, facilities for outdoor sports and children's play areas, including allotments which have a key role in supporting community cohesion. The NPPF states that planning policies should plan positively for local communities, including public houses. Proposals involving the loss of a pub will be required to take account of the particular planning guidance for pubs produced by the Campaign for Real Ale (CAMRA).

7.5 Proposals involving the loss, or partial loss, of community infrastructure will need to comply with the criteria set out in Policy DMCI 1: Retention of Existing Community Facilities. Applicants will need to demonstrate that the existing, specific social infrastructure use is no longer required on-site. Where this is the case, marketing evidence should be submitted to establish lack of demand, by showing that premises have been offered at a reasonable charge to appropriate user groups (e.g. community groups or voluntary organisations in the case of community centres). Alternatively, clear and robust evidence should be provided that the site or premises is no longer appropriate for social infrastructure uses (for example, due to its design, condition, location and/or accessibility).

#### **Policy DMCI 1: Retention of Existing Community Facilities**

**Proposals involving the loss of an existing community facility will be permitted if:**

**~~i)A)~~ the specific use is no longer required on-site. In such circumstances, the applicant must provide evidence demonstrating that:**

**~~-ai)~~ the proposal would not lead to a shortfall in provision for the specific use within the local catchment area;**

**~~-bii)~~ there is either no demand for another suitable social infrastructure use on-site, or that the site/premises is no longer appropriate for social infrastructure uses; and**

**~~iii-e)~~ any replacement/relocated facilities for the specific use provides a level of accessibility and standard of provision at least equal to that of the existing facility.**

**~~ii)B)~~ the activities carried out are inconsistent and cannot be made consistent with acceptable living conditions for nearby residents; and**

**~~C)iii)~~ the redevelopment of the site would secure an over-riding public benefit.**

#### **New Community Infrastructure Provision**

7.6 The provision of appropriate community facilities and inclusive access to such facilities is a prerequisite for the proper functioning of any community. The Council is committed to supporting continued provision and where necessary, expansion of social and strategic infrastructure and cultural facilities to meet the needs of the Borough's residents.

7.7 Development/redevelopment of social and strategic infrastructure should be designed to meet the needs of their intended occupants, taking into account any appropriate regulations and national design and space standards. New development should not unduly harm residential amenity, the environment or transport infrastructure in line with all the policies in this document. They must also be appropriate for their surroundings in terms of scale, character and mix of uses.

7.8 Facilities that are located in close proximity to the community they serve and have good public transport accessibility, achieve a number of benefits. They reduce the need to travel longer distances, encourage more sustainable modes of transport and help to engender a sense of ownership of the facility by the community. In turn, this contributes to climate change mitigation, improved public health and wellbeing, and community cohesion.

### **Education and community uses**

7.9 The Local Authority has a statutory duty to ensure the sufficiency of school places and childcare provision in its area. The demand for school places in Hillingdon has been rising in recent years and is forecast to continue to rise in line with national and London-wide predictions. Demand for reception places at primary school level is being driven in part by rising birth rates, new house building and families moving into the Borough. Overall, at primary school level, the need for additional school places has largely been met by the successful school places expansion programme.

7.10 The Council's updated forecast shows that demand for primary places in the north of the Borough appears to be reaching a plateau. However, there remains a residual need for a small number of additional forms of entry. Demand for places in the south of the Borough is still forecast to grow, particularly in the Hayes area where the majority of housing growth is expected to take place. Where a new educational facility is proposed, they should maximise use by local communities, including through their accessible location and design, consistent with the requirements of other relevant development management policies. Measures to ensure community uses will be pursued, including Community Use Agreements between the educational facility and local communities.

7.11 The impact of the birth rate changes is now working through the primary age groups and is due to impact upon secondary age groups from September 2016. The number of pupils needing specialist educational provision is also increasing. Whilst birth rate increases are the major driver of demand, other changes (e.g. migration into the Borough) increase demand for places across all year groups (including nursery). In addition, local authorities now have a duty to secure early years provision for the least advantaged two year olds.

7.12 The Council has already invested significantly in additional school places in the primary sector. Overall, at primary school level, the need for additional school places has largely been met by the successful school places expansion programme to date. The Council's latest Strategic Infrastructure Plan (SIP) contains an up to date assessment of school place needs over the period of the Local Plan. In the ~~5~~five year period up to 2021/22, the SIP identifies a need to provide ~~9~~nine primary forms of entry; ~~2~~two in the north of the borough and 7 in the south.

7.13 Over the same period, there is an identified need for 12 secondary forms of entry: ~~nine~~9 in the north of the borough and ~~three~~3 in the south. Further details on proposals to address secondary provision are contained in the Site Allocations and Designations document.

#### **Policy DMCI 1A: Development of New Education Floorspace**

**Proposals for new schools and school expansions will be assessed against the following criteria:**

- A) ~~i~~** The size of the site, its location and suitability to accommodate a new school or school expansion taking account of compatibility with surrounding uses, and existing planning policy designations (e.g. conservation areas, MOL, Green Belt).
- B) ~~ii~~** The impact on green open space, games pitches, outdoor play and amenity space, taking account of the character of the area, whether the site is within an area of open space deficiency and whether the school has sufficient outdoor space for play and games.
- ~~iii~~C)** The location and accessibility of the site in relation to:
- i) the intended catchment area of the school;
  - ii) public transport; and
  - iii) the local highway network and its ability to accommodate new or additional school trips without adverse impact on highway safety and convenient walking and cycling routes to schools.
- ~~iv~~D)** The extent to which the building design contributes towards the government target that schools and colleges should be zero carbon from 2016.

#### **Arts, Cultural and Entertainment Facilities**

7.14 The Borough's residents have access to a wide range of arts, cultural and entertainment facilities. Among Hillingdon's main entertainment facilities are the Beck Theatre (Hayes), Compass Theatre (Ickenham) and The Nave,

(Uxbridge). The Cow Byre and Great Barns (Ruislip) mount exhibitions of work produced by local artists.

7.15 The benefits of art, culture and entertainment activities to the community are enhanced if their provision is integrated with that for other land uses, for example by generating an "evening economy" in a town centre, by using public art to improve the attractiveness of urban areas, or by extending the use of open space for performing arts. The Council will therefore seek the provision of public art and further art, culture and entertainment facilities and will co-ordinate this provision in consultation with relevant agencies and local groups.

### **Religious Worship and Assembly**

7.16 Hillingdon includes a wide range of cultural, ethnic and religious communities. In 2010 there were 87 places of public worship in Hillingdon. It is accepted that religious groups often have difficulty in finding suitable locations and funding new buildings and the Council will assist wherever possible through the inter-faith forum.

7.17 However, it is also recognised that amenity issues can arise where groups meet in residential dwellings for worship where the building is not suitable for such a use or where groups outgrow original venues, resulting in a profusion of extensions and temporary buildings. In addition, significant increases in numbers attending venues can increase competition for limited parking spaces and have a negative impact on residential amenity by increased noise and disturbance arising from vehicle parking. Proposals that do not address these issues are likely to be contrary to the policies in this plan.

### **Libraries and Museums**

7.18 Existing library provision within Hillingdon is generally satisfactory and recent improvements have been achieved through both rationalisation and expansion. The accepted standard of requiring a distance of less than one mile from home to library within urban areas is generally met and the mobile library service adds flexibility to current provision. New capital funding is increasingly in the form of partnership with the private sector. A small part of the museum collection is housed at Uxbridge Library with limited availability for display and promotion. The rebuilding and refurbishment programme of all libraries in the Borough was completed in 2014.

### **Child Care Facilities**

7.19 The Council recognises the value and importance of suitable day care facilities for pre-school children. Such provision may range from a child minder looking after a few children, to nurseries and playgroups providing either full or sessional day care for larger groups of children. To ensure that a minimum

standard is maintained, registration with the Office for Standards in Education (Ofsted) is required in most cases, in accordance with the provisions of the Childcare Act 2006.

7.20 The provision of full or sessional (less than 4 hours per day) day care facilities for services such as nurseries, crèches and playgroups which require registration under the Childcare Act 2006 will normally require planning permission. Where such facilities are run from a private home, the number of children allowed will be carefully controlled and 10 children will normally be regarded as a maximum. Where a childminder looks after pre-school and school age children in her/his own home, planning permission is unlikely to be required where the numbers of children cared for does not exceed the maximum permitted under the Childcare Act 2006 for one childminder working on her/his own.

7.21 The noise and traffic generating potential of such developments will be two of the main considerations in assessing any application. Applicants will need to take account of the Ofsted Registration requirements, particularly in relation to floorspace, outdoor space and vehicular access requirements.

7.22 The needs of children and their carers are often not catered for in publicly accessible facilities such as shopping or leisure centres. The limited availability of crèches, baby changing facilities, feeding places and supervised play areas can all place restrictions on carers' access to jobs, training and other facilities. The Council will therefore encourage the provision of childcare facilities for all development schemes which are likely to be visited by children and their carers.

### **Health Services**

7.23 New medical and health service uses are best located in town centres and areas well served by public transport and supported by adequate parking provision. Proposals for 'out of centre' medical and health services in former residential dwellings will be supported provided they do not result in unacceptable noise, traffic and other sources of disturbance to residential areas.

#### **Policy DMCI 2: New Community Infrastructure**

**A) Proposals for the refurbishment and re-use of existing premises for community facilities will be supported.**

**B) Proposals for the provision of new community facilities will be supported where they :**

**i) are located within the community or catchment that they are**

- intended to serve;
- ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards that meet the needs of intended occupants;
  - iii) are sited to maximise shared use of the facility, particularly for recreational and community uses; and
  - iv) make provision for community access to the facilities provided.
- C) New cultural facilities that are expected to attract significant numbers of visitors should be located in Town Centres.

### Open Space, Play Space, Sports and Leisure Facilities

7.24 The Local Plan Part 1 sets the context for open space provision in the Borough, noting that the network of open spaces and woodlands are amongst the Borough's most valuable assets. The Borough is characterised by an extensive network of open spaces from the large expanse of Green Belt land, countryside and woodland in the north, the Colne Valley Regional Park stretching north to south along the western edge of the Borough and the network of smaller parks and open spaces in between. The strategic importance of these green spaces is reflected in the All London Green Grid and the River Colne and Crane Area Framework.

7.25 Policy EM4: Open Space and Informal Recreation of the Local Plan Part 1 states that the Council will safeguard and extend the network of open spaces and identify new opportunities for open space provision. Major new development will be expected to make appropriate contributions to open space provision, or to the improvement or enhancement of existing facilities. This section provides further guidance and policies to assist in the implementation of these key principles.

### Public Open Space Provision

7.26 The Borough's Open Space Strategy (OSS) was published in 2011 to provide a qualitative and quantitative audit of publicly accessible open space and an assessment of current and future needs in the Borough. The strategy sets quantity standards to provide guidance as to how much open space is needed to serve the Borough over the plan period. The OSS also includes quality standards and accessibility standards, based on how far people should be expected to travel to visit each type of provision. Accessibility standards reflect those of the London Plan [2016](#), Table 7.2 Public open space categorisation.

7.27 The provision of natural areas may be required to ensure local communities have access to an appropriate mix of green spaces which

provide for a range of recreational needs. In this regard Natural England's Accessible Natural Greenspace Standard may be applied when considering any new, augmentation to, or reconfiguration of open space.

7.28 The Council will seek to protect open space provision in the Borough and promote the provision of new open spaces in the areas of deficiency identified in the OSS.

### **Policy DMCI 3: Public Open Space Provision**

**A) Public open space will be protected and enhanced and development will only be permitted where:**

- i) it is linked to the functional use of the open space; and
- ii) it does not harm the character, appearance or function of the open space.

Cumulative impacts of development will be taken into account in considering development proposals.

**B) Development proposals within the immediate vicinity of public open space must not impact negatively on the amenity, ecological value and functionality of the space. All impacts must be mitigated through the design of the scheme.**

**C) The reconfiguration of public open space will be supported where:**

- i) the reconfiguration is part of a comprehensive, deliverable scheme;
- ii) there would be no net loss of open space;
- iii) the reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space and it would secure a viable future for the open space; and
- iv) the reconfiguration would not be detrimental to any environmental function performed by the existing open space.

**D) Development of private open space is not permitted where there would be a significant individual or cumulative loss of open space/open aspect and/or where there would be a significant impact on amenity, character and appearance, biodiversity, ecological connectivity, cooling effect and/or flood alleviation effect.**

### **Policy DMCI 4: Open Spaces in New Development**

**A) Proposals for major new residential development will be supported**

where they make provision for new open space, or enhancements to existing open space, which meets the needs of the occupiers of the development and contributes to the mitigation of identified deficiencies in the quantity, quality and accessibility of open space. Regard will be had to Hillingdon's local recommended standards of provision for all relevant typologies of open space.

**B) The provision of major new pieces of open space should contribute positively to Hillingdon's existing networks of green spaces. In major town centre developments, new civic space may be required as an alternative to green open space.**

**C) Proposals for major new residential development that fail to make provision for new or enhanced open space, or which would result in open space that is inappropriate in type, quality or location, will be resisted.**

### Children's Play Areas

7.29 Hillingdon contains approximately 100 equipped playgrounds within parks and other areas of open space. The Council's Open Space Strategy ([OSS](#)) proposes an accessibility standard to children's playgrounds based on a 400 metre travel distance. However, as a priority, it is recommended that this standard should apply in areas with the highest overall numbers of children and young people (defined as the top 20% of Lower Level Super Output Areas with the highest population of people aged under 16 years).

7.30 Based on the accessibility standard the main areas of play space deficiency are in Pinkwell, Botwell South Ruislip and West Ruislip Wards. There are small areas of deficiency in Cavendish, Manor, Hillingdon East, Yiewsley, Barnhill, Yeading, and West Drayton wards.

#### Policy DMCI 5: Children's Play Areas

**A) For all major development<sup>9</sup> proposals, the Council will apply Hillingdon's child yields and the London Plan SPG; 'Providing for Children and Young Peoples Play and Informal Recreation', which specifies that 10sqm of play space should be provided for each child and an accessibility standard of 400 metres to equipped playgrounds.**

**B) In areas of deficiency, there will be a requirement for new provision to be made to meet the benchmark standards for accessibility to play**

<sup>9</sup> Major Development: Residential development of 10 dwellings or more; any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

provision.

**C) The Council will resist the loss of existing play spaces unless:**

- i) a replacement play space of equivalent size and functionality is provided to meet the needs of the local population. Where this is not possible, development will only be permitted in exceptional circumstances where there are over-riding planning merits to the proposal; and**
- ii) it can be demonstrated robustly that they are no longer required and that their loss would not lead to a shortfall in overall play provision in the local area.**

7.31 The OSS contains recommended standards relating to the quantity, quality and accessibility of open space and play provision. These standards are summarised in Table 7.1 below:

**Table 7.1: Open Space Standards**

| <b>Standard</b>      | <b>Threshold</b>  |
|----------------------|---|
| <b>Quantity</b>      | <p>A borough-wide quantity standard of 6.0 ha of unrestricted open space per 1,000 population.</p> <p>A borough-wide quantity standard of 2.0 ha of unrestricted “Recreational” open space per 1,000 population.</p>  |
| <b>Accessibility</b> | <p>All residents within the borough should have access to:</p> <p>A Small or Local (or higher level) open space within 400m of where they live;</p> <p>and</p> <p>A District (or higher level) open space within 1,200m of where they live;</p> <p>and where feasible:</p> <p>A Metropolitan open space within 3.2 km of where they live.</p> |
| <b>Quality</b>       | <p>All unrestricted open spaces to achieve a minimum quality score of 3 out of 5 by 2026.</p>   |

|                          |  |
|--------------------------|--|
| <p><b>Play space</b></p> | <p>Where possible, children and young people should be within 400m of an equipped playground. All areas with the top 20% highest number of children and young people aged under 16 years (Based on Lower Level Super Output Areas) should have access to an equipped playground within 400m.</p> |
|--------------------------|--|

**Formal Recreation Facilities**

7.32 The provision of formal outdoor recreational facilities for football, hockey, tennis and rugby in the Borough is technically above national standards, but many playing hours on grass pitches are lost each season through inclement weather and availability of pitches for many sports is reduced. Sports artificial surface pitches may have an advantage as they can support more intensive use and there is an upward trend in participation in sports such as indoor bowls, tennis and cricket. The Council's strategy is to promote a network of local sports centres together with one large facility serving the Borough.

**Policy DMCI 6: Indoor Sports and Leisure Facilities**

**Indoor sports and leisure facilities will be protected and enhanced and the Council will promote a network of accessible local sports halls and centres throughout the Borough. Accordingly it will regard proposals in developed areas of the Borough for indoor sports and leisure and entertainment facilities as acceptable in principle provided:**

- i) they are of a scale and type intended to cater for local demands and needs of people living within a 1.6 km radius of the site; or**
- ii) they are intended to serve a wider public and are located in town centres or other areas where they are accessible by public transport for all potential users; and**
- iii) they are not detrimental to the amenity of the surrounding area.**

**Developer Contributions to Community Infrastructure**

7.33 While new development can make provision for new homes, employment and leisure facilities and can improve the environment through use of renewable energy and improved landscaping, it can also place additional pressure on social and physical infrastructure and general amenity, and may require measures to be taken to remedy or mitigate such impacts.

7.34 The purpose of CIL is to provide infrastructure to support the development of an area; however, the Government has specified that there may still be site specific impact mitigation requirements without which a development should not be granted planning permission. These requirements should be dealt with by planning obligations.

7.35 The Council will require planning obligations where the CIL levy does not sufficiently mitigate the infrastructure impacts of new development. This may include situations in which site-specific requirements have been identified that will not be funded by CIL, or where there is floorspace that results in an intensification of use but is not CIL chargeable. In such circumstances on-site obligations or financial contributions may be sought to address site-specific impacts. CIL payments will also be collected towards the cost of Crossrail on behalf of the Mayor. The Mayor's CIL Charging Schedule specifies a rate within Hillingdon of £35 per square metre of net increase in floorspace. Further detail is contained in the Council's Planning Obligations SPD and its CIL Charging Schedule.

**Policy DMCI 7: Planning Obligations and Community Infrastructure Levy**

**A) To ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Infrastructure requirements will be predominantly addressed through the Council's Community Infrastructure Levy (CIL).**

**B) Planning obligations will be sought on a scheme-by-scheme basis:**

- i) to secure the provision of affordable housing in relation to residential development schemes;**
- ii) where a development has infrastructure needs that are not addressed through CIL; and**
- iii) to ensure that development proposals provide or fund improvements to mitigate site specific impacts made necessary by the proposal.**

**C) Applications that fail to secure an appropriate Planning Obligation to make the proposal acceptable will be refused.**

## 8. TRANSPORT & AVIATION

### BACKGROUND

8.1 Part 1 of Hillingdon's Local Plan promotes sustainable forms of transport with an overall aim of improving air quality and reducing private car dependency. It seeks to provide a sustainable transport system that addresses whole of length journeys, reduces car dependency, supports the economy, encourages active travel and improves the quality of life. The framework also aims to reduce congestion and smooth traffic flow by directing growth to locations that are near public transport interchanges, encouraging walking and cycling, improving existing public transport and ensuring ease of access for all.

8.2 Hillingdon both benefits from and is in turn affected by, Heathrow Airport and the M4 corridor, its proximity to the M25 and access to the UK motorway network. Other important transport infrastructure includes RAF Northolt, the Marylebone-Chiltern line to Birmingham which bisects the north of the Borough, the Metropolitan, Piccadilly and Central Underground lines and Crossrail which is under construction. Additionally, key transport networks in Hillingdon with opportunities for greater utilisation include the Grand Union Canal, the strategic footpath network and cycling routes.

8.3 Hillingdon faces a number of challenges in relation to managing the impacts from land based and aviation transport, both which significantly affect large parts of the Borough. Its outer London location and limited north-south strategic transport network have resulted in high car ownership - 53% of Hillingdon residents travel to work by private vehicle (car or van)<sup>10</sup> compared to an average of 38.1% for other outer London boroughs or an average of 12.7% of inner London boroughs. Uxbridge, its Metropolitan town centre, is deficient in good public transport links to London and centres outside London. Current levels of cycling and walking are low.

8.4 Noise affects a number of areas in the Borough, particularly near to the motorway and major arterial roads, rail corridors and within the vicinity of the airport. An Air Quality Management Area (AQMA) is declared over the Borough south of the Marylebone-Chiltern rail line. Further transport challenges include planning for the growth which is proposed in the London Plan for that part of Hillingdon in the Heathrow Opportunity Area, which identified 12,000 new jobs and 9,000 new homes.

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<sup>10</sup> ONS Map 2.3 Method of Travel Census 2011 ONS website June 2013

8.5 Overarching transport strategy objectives for the whole of London are contained in the Mayor's Transport Strategy which is delivered at the local level through Hillingdon's Local Implementation Plan. Hillingdon's Air Quality Action Plan also establishes a number of transport related measures designed to reduce emissions from road transport.

### **Managing Transport Impacts**

8.6 The Council will ensure that new development in Hillingdon is adequately managed and integrated with its transport networks, including public transport, pedestrian and cycle networks, to enable it to accommodate growth in a sustainable manner, so that it does not contribute further to air quality deterioration, increased noise and congestion.

8.7 Transport Assessments/Statements will be required so that transport impacts of development proposals can be properly identified and addressed. Traffic modelling may be required to demonstrate that the proposed development does not have an impact on road safety and the flow of traffic. Impacts on the local and wider environment should be assessed including impacts on amenity, air quality and noise. Developers should also ensure that they have taken full account of the needs of all users, including disabled people.

8.8 Mitigation of transport impacts may include measures to support pedestrian and cycle access, improve public transport, provide safe and convenient drop off points, and improve highways safety and traffic flows.

8.9 Travel Plans should follow the guidelines and good practice issued by Transport for London. The plans should demonstrate how measures will be implemented, such as new local bus stops and cycle ways with cycle storage, and soft measures such as discounts on season tickets or by providing advice on individual journey planning. These measures should be integrated into the marketing and occupation of the development, with remedial measures implemented if outcomes are not achieved.

**Policy DMT 1: Managing Transport Impacts**

**A) Development proposals will be required to meet the transport needs of the development and address its transport impacts in a sustainable manner. In order for developments to be acceptable they are required to:**

- i) be accessible by public transport, walking and cycling either from the catchment area that it is likely to draw its employees, customers or visitors from and/or the services and facilities necessary to support the development;**
- ii) maximise safe, convenient and inclusive accessibility to, and from within developments for pedestrians, cyclists and public transport users;**
- iii) provide equal access for all people, including inclusive access for disabled people;**
- iv) adequately address delivery, servicing and drop-off requirements; and**
- v) have no significant adverse transport or associated air quality and noise impacts on the local and wider environment, particularly on the strategic road network.**

**B) Development proposals will be required to undertake a satisfactory Transport Assessment and Travel Plan if they meet or exceed the appropriate thresholds. All major developments<sup>11</sup> that fall below these thresholds will be required to produce a satisfactory Transport Statement and Local Level Travel Plan. All these plans should demonstrate how any potential impacts will be mitigated and how such measures will be implemented.**

**Highways Impacts**

8.10 Managing traffic that arises from new development is a priority for the Borough. The Local Infrastructure Plan identifies that the strategic road network is at capacity, causing high levels of congestion and environmental impacts in the surrounding residential areas as well as delays which have a negative impact on the Borough's economy. Map 9.1 in the Local Plan Part 1 identifies congestion hotspots within the Borough. In addition, the Borough's

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<sup>11</sup> Major Development: Residential development of 10 dwellings or more, any building with a floor space of 1000 square metres or more; development on a site of 1 hectare or more.

strategic transport networks are generally east-west in nature, and north-south movements by all modes are very constrained.<sup>12</sup>

8.11 Development proposals will be expected to include measures that do not contribute further to congestion and where possible, reduce car use. The Local Plan Part 1 states that options for addressing road congestion do not include new road construction, and the extent of new growth will depend upon the implementation of other measures, such as highway improvements and more efficient public services.<sup>13</sup>

8.12 Highways works may be required as part of development proposals to mitigate traffic impacts, provide public and active transport facilities or improve safety. Measures to mitigate traffic impacts may include the use of Planning Obligations (s106) to deliver travel plans and highways agreements under Section 38 or 278 of the Highways Act 1980. The use of these measures would be expected to reduce peak hour traffic congestion on local roads and the strategic road network, including road junction capacity, whilst at the same time reducing levels of carbon and local air quality emissions through greater use by public transport and active transport. Certain public transport measures (usually for buses) may be included in highways layout design where integral to the acceptability of the proposal.

8.13 The Council will not support development which will unacceptably contribute to traffic movements, deleteriously impact on the highway network or road user safety (including to pedestrians) or, affect residential amenity including by noise, congestion or inadequate parking provision. Proposals which are likely to generate through traffic should avoid the use of local distributor and access roads. Development proposals must provide safe and adequate vehicular access, servicing and parking areas.

8.14 Development proposals for new or altered vehicular access on the Borough's higher order roads will be required to demonstrate no suitable alternative access point and no deleterious impact on highway or pedestrian safety and movement. Proposals that affect highways administered by Transport for London Route Network or the Highways Agency will be required to seek the approval of the relevant authority. For car parks, vehicles must be able to enter and exit the site in forward gear. For dwelling houses which have access onto a classified highway, vehicles must be able to enter and exit in a forward gear. The layout and visibility for the vehicular access and associated crossover must be in accordance with the Council's standards.

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<sup>12</sup> Local Implementation Plan April 2011, London Borough of Hillingdon p 9 para 3.20

<sup>13</sup> Local Plan Part 1 2012 p 140

8.15 Internal roads must be constructed in accordance with Council standards for that development, and be suitable and safe for the vehicles that will use it, including any service vehicles. For larger developments that generate higher amounts of traffic (for example large residential sites), safe and direct pedestrian and cycle access, separate to vehicles, should be provided internally within the site linking to the highway.

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

**Development proposals must ensure that:**

- i) safe and efficient vehicular access to the highway network is provided to the Council's standards;**
- ii) they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents;**
- iii) safe, secure and convenient access and facilities for cyclists and pedestrian are satisfactorily accommodated in the design of highway and traffic management schemes;**
- iv) impacts on local amenity and congestion are minimised by routing through traffic by the most direct means to the strategic road network, avoiding local distributor and access roads; and**
- v) there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads, including along roads or through junctions which are at capacity.**

#### **Road Safeguarding**

8.16 Planning permission has been granted for the Pump Lane Link Road to serve the Southall Gas Works development site. The route of this link will continue to be safeguarded in the Plan until it is constructed in accordance with approved plans.

#### **Policy DMT 3: Road Safeguarding**

Permission will not be granted for development that would prejudice the implementation of the Hayes By-Pass link to the former gas works site, Southall.

## Public Transport

8.17 Hillingdon is serviced by a network of rail, underground and bus services including the long-distance coach interchange at Heathrow. Rail services are available from Heathrow, Hayes, West Drayton, West Ruislip and South Ruislip. There are 13 underground stations and bus services which principally serve the towns and district centres within the Borough.

8.18 Part 1 of the Local Plan identifies a number of specific issues in regard to public transport namely:

- The need for improvements in north-south public transport links
- Slow and deficient public transport access between Uxbridge and central London and other key centres
- The delivery of planned public transport improvements at Uxbridge, Heathrow, Hayes, West Drayton and West Ruislip
- The high dependency on private vehicles and the low proportion of trips made by walking, cycling and public transport.

8.19 Improvements to public transport, in particular north-south links, public transport interchanges and integration with walking and cycling, are considered necessary to support planned growth during the life of the Plan and reduce private car use. Development proposals that are considered to have a significant impact on public transport or require additional facilities may be required to upgrade public transport facilities, include public transport measures in highway proposals, or provide a contribution towards improved service or facilities as part of development proposals.

8.20 Improvement works to stations and other public transport interchanges should be well designed and integrated into the surrounding area, with due consideration to the public realm and any impacts on traffic and pedestrian movements.

8.21 Development proposals will be required to ensure that they are well integrated with public transport facilities and adjoining land uses and that they provide safe and convenient pedestrian and cyclist movement for all users. Impacts such as noise, vibration, and security issues should be designed out of the proposals at the earliest stage.

**Policy DMT 4: Public Transport**

**A) The Council will support and promote the enhancement of public transport facilities, including at key interchanges that address the needs of the Borough. The Council may require developers to mitigate transport impacts from development proposals by improving local public transport facilities and services, which may include:**

- i) improvements to address inclusive access;**
- ii) ensuring that bus stops are conveniently located for passengers;**
- iii) implementation of bus priority and bus stop accessibility measures;**
- iv) providing for bus route requirements and associated road layouts;**
- v) improvements to the network of services; and**
- vi) improvements to infrastructure to support cycling.**

**B) Public transport measures may be required to be included in the highways layout design where they are identified in a transport assessment, travel plan or integral to the acceptability of the proposal.**

**Pedestrians and Cyclists**

8.22 Walking and cycling are sustainable methods of travel, which free up space on public transport and roads and thereby help to address issues relating to capacity and congestion. They also help to improve air quality, local amenity and reduce noise nuisance. In accordance with the London Plan, development proposals should take account of TfL's Legible London programme, where possible.

8.23 The London Plan [2016](#) Policy 6.9: Cycling aims to increase cycling in London so that it accounts for at least 5% of modal share by 2026. Policy 6.10 identifies actions to bring about an increase in walking and the following are relevant to Hillingdon:

- identification, promotion and completion of the London Outer Orbital Path (LOOP) strategic walking routes which run north-south in the Borough;
- the need to identify and implement accessible safe and convenient routes to town centres, transport nodes and other key destinations; and
- the encouragement of a high quality pedestrian and street environment.

8.24 The Council will seek to improve the pedestrian and cycle network in the Borough (as identified on Local Plan Part 2 Map 9.1 - Transport Infrastructure), including links to Hillingdon's canal and rivers network where appropriate.

8.25 All development proposals are required to provide good connectivity for pedestrians and cyclists and good permeability within the site where relevant. Connections are required to be of high quality, with safety and ease of access in mind. Development proposals must ensure that any existing pedestrian or cycle access is retained without deterioration to convenience or usability. Public routes must comply with the principles of Secured by Design through consultation with Hillingdon's Designing Out Crime Officer. They must comply with the principles of inclusive access and meet the requirements of the Accessible Hillingdon SPD.

8.26 Development proposals will be required to meet the Council's cycle parking standards as set out in Appendix C Table 1. Employment uses should include facilities for safe and secure cycle storage and changing facilities.

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

**A) Development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network, including:**

- i) the retention and, where appropriate, enhancement of any existing pedestrian and cycle routes;**
- ii) the provision of a high quality and safe public realm or interface with the public realm, which facilitates convenient and direct access to the site for pedestrian and cyclists;**
- iii) the provision of well signposted, attractive pedestrian and cycle routes separated from vehicular traffic where possible; and**
- iv) the provision of cycle parking and changing facilities in accordance with Appendix C, Table 1 or, in agreement with Council.**

**B) Development proposals located next to or along the Blue Ribbon Network will be required to enhance and facilitate inclusive, safe and secure pedestrian and cycle access to the network. Development proposals, by virtue of their design, will be required to complement and enhance local amenity and include passive surveillance to the network.**

## Vehicle Parking

8.27 The Mayor's Transport Strategy acknowledges the role of the car in outer London particularly for medium to longer distance trips but it also recognises that different areas of London require different policy interventions. In outer London, proposals need to acknowledge the role of the car, especially low emission cars.<sup>14</sup>

8.28 The Mayor of London's Town Centres SPG<sup>15</sup> states that in planning for parking standards local authorities should take into account the following considerations:

- making the most effective use of scarce business/housing land;
- encouraging use of public transport; and
- parking standards should not disadvantage outer London in competition with the wider South East.

8.29 London Plan [2016](#) Policy 6.13: Parking identifies the need for an appropriate balance between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use. It sets out parking standards that should be used but offers some flexibility for town centres and for outer London boroughs.

8.30 Hillingdon's parking standards are based on those contained in the London Plan with some variance to address local circumstances in terms of employment sites and residential uses. The standards contained within Appendix 1 Table C are expressed as maximum levels and do not imply any minimum level. Uxbridge is a key centre for the office market in West London and more generous levels of parking are necessary in order to compete with neighbouring local authorities outside London.<sup>16</sup>

8.31 In order to ensure a high standard of public amenity and to meet objectives of inclusion and accessibility, the Council will ensure that car parking areas have bays of appropriate dimensions and with sufficient manoeuvring space; are well lit, safe and secure; and landscaped to a high standard, with provision for electric vehicle parking.

8.32 Car parking must accommodate spaces for wheelchair users and for those with restricted mobility and be designed in accordance with the relevant standards as outlined in the Accessible Hillingdon SPD and BS 8300. In

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<sup>14</sup> Mayor's Transport Strategy May 2010 p109

<sup>15</sup> Town Centres SPG London Plan GLA , July 2014,

<sup>16</sup> Part1Hillingdon Draft Local Plan p30

addition to “blue badge” parking, the Council also operates a “brown badge” scheme for older residents with restricted mobility. In accordance with the Accessible Hillingdon SPD, 10% of car parking spaces must be for blue badge holders and 5% for brown badge holders, with at least one accessible on or off street parking bay designated for blue badge holders, even if no general parking is provided.

#### **Policy DMT 6: Vehicle Parking**

**A) Development proposals must comply with the parking standards outlined in Appendix C Table 1 in order to facilitate sustainable development and address issues relating to congestion and amenity. The Council may agree to vary these requirements when:**

- i) the variance would not lead to a deleterious impact on street parking provision, congestion or local amenity; and/or**
- ii) a transport appraisal and travel plan has been approved and parking provision is in accordance with its recommendations.**

**B) All car parks provided for new development will be required to contain conveniently located reserved spaces for wheelchair users and those with restricted mobility in accordance with the Council’s Accessible Hillingdon SPD.**

### **Freight**

8.33 The movement of freight by road is recognised as a contributor to air quality and noise issues in the Borough. While this may be in part attributed to the proximity of the motorway network and through traffic, freight movement in the Borough originates from industry and commercial operations which may include mineral workings and waste management. Heathrow Airport is recognised as a significant generator of freight traffic especially from areas to the west of the Borough.<sup>17</sup>

8.34 The Council will encourage new development proposals to locate in appropriate locations with safe and convenient access to the strategic road network and avoid lower classification of roads to minimise impacts on local amenity and air quality. Proposals should include, where relevant, delivery and servicing plans (DSP) and construction and logistic plans (CLP) as part of the transport appraisal and travel plan requirement. These plans should aim for the efficient and consolidated movement of goods with minimum disruption to local amenity.

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<sup>17</sup> Local Implementation Plan April 2011, London Borough of Hillingdon p28

**Policy DMT 7: Freight**

**(A) Development proposals that generate a high number and/or intensity of transport and movements such as those relating to logistics and distribution or freight will be required to demonstrate that:**

- i) they are conveniently located to enable direct routing to the strategic road network; and**
- ii) there is no deleterious impact on residential areas, local air quality levels, local amenity or the highway network.**

**(B) The Council will in principle support the use of the Blue Ribbon Network for rail and freight transport subject to compliance with other policies of this Local Plan.**

**AVIATION**

8.35 Heathrow, the UK's main international airport has two runways, five terminals and approximately 90 scheduled airlines flying to 176 destinations around the world.<sup>18</sup> RAF Northolt is an active military airport which also accommodates a proportion of commercial flights with planes of around 30 passenger capacity<sup>19</sup>

8.36 Although differing in size and scale of operations, both airports have similar issues which impact on development management, namely:

- Impacts on residents and those working in the Borough from aircraft noise - this has resulted in restrictions on certain aircraft movement at both airports;
- Safety requirements in terms of building and structure heights and controls over certain buildings and structures such as turbines which affect navigation;
- From airport operations and land transport congestion affecting noise and air quality; and
- Poor air quality.

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<sup>18</sup> Heathrow Air Quality , Together Towards Sustainability, Heathrow Air Quality Strategy, 2011 – 2020, BAA p11

<sup>19</sup> News article 29 /04/13 Royal Air Force RAF Northolt website 28/06/13

8.37 While both of these airports have certain permitted development rights, the Council is consulted on these referrals and it will expect proposals to comply with its policies even if it is not the decision-making authority.

### **Safe Operation of Airports**

8.38 Government Circular 1/2003 sets out advice to local planning authorities on safeguarding aerodromes. Safeguarding for airports in Hillingdon has been identified and shown on the Policies Map. Within this area, the Council will consult the airport operator on development where the height of any building, structure, erection or works would affect the operation of the airport or the safe movement of aircraft (i.e. potentially penetrate the protected surface).

8.39 A new building, structure or extension (because of its size, shape, location or construction materials) can also affect navigational and radio aids and telecommunications systems equipment. Lighting elements of a development also have the potential to distract or confuse pilots, particularly in the immediate vicinity of the aerodrome and the aircraft approach paths and must also be considered as part of development proposals.

8.40 Wind-powered generator turbines can present a physical obstacle to air navigation, affect radar and other electronic aids to air navigation from radio frequency interference. Safeguarding requirements in the Borough include areas within which the Airport Operator must be consulted for proposed wind turbine development. Additionally the Civil Aviation Authority, NATS En Route Ltd and the Ministry of Defence may be required to be consulted and a navigational impact assessment study may be required.

8.41 Public safety zones are identified for land extending outwards from the end of airport runways at Heathrow. Circular 1/2010 sets out a general presumption against new or replacement development, or changes of use of existing buildings within these zones. Transport infrastructure is therefore considered for Public Safety Zone policy purposes as if it is residential, commercial or industrial development. However, certain forms of development which involve a very low density of people coming and going may be acceptable within it. The Council will therefore consult the airport operator on proposals in the Public Safety Zone.

8.42 Although there are no Public Safety Zones defined at RAF Northolt, it is the practice of the Council to consult the Ministry of Defence in respect of development which might interfere with the safe and efficient operation of the airport.

8.43 In addition to the requirements related to public safety zones and to the height and type of buildings and structures, the Council is also required to consult the airport operator before granting permission which might endanger

the safety of aircraft by attracting large numbers of birds. Such developments include refuse tips, reservoirs, sewage disposal works, nature reserves or a bird sanctuary, as well as landscaping proposals linked to other developments.

8.44 Legal agreements will be used to deal with aspects of a development (such as implementation of a Bird Hazard Management Plan), which cannot be satisfactorily covered by planning conditions.

#### **Policy DMAV 1: Safe Operation of Airports**

**A) The Council will support the continued safe operation of Heathrow Airport and RAF Northolt and will consult with the airport operator on proposals in the safeguarded areas. Proposals that may be a hazard to aircraft safety will not be permitted.**

**B) In consultation with the Airport Operator, the Council will ensure that:**

- i) areas included in Airport Public Safety zones are protected from development which may lead to an increase in people residing, working or congregating in these zones; and**
- ii) sensitive uses such as housing, education and hospitals are not located in areas significantly affected by aircraft noise without acceptable mitigation measures.**

#### **HEATHROW AIRPORT**

8.45 Heathrow is the world's busiest international airport. In 2010 it handled some 66 million passengers on approximately 460,000 flights.<sup>20</sup> In 2011, Heathrow handled nearly a quarter of all air transport movements at UK airports, approximately a third of all terminal passengers and two-thirds of all air freight, which is mainly transported in passenger aircraft.<sup>21</sup> However, Heathrow's urban location and the size of its operations have led to a number of local amenity and environmental issues. Both land and air transport activity at and around Heathrow Airport are a significant contributor to traffic congestion, noise and emissions. There is pressure for airport operations to expand, having the potential to impact on the Borough. The airport is a major source of all three air pollutants (NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub>), making up between

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<sup>20</sup> Heathrow Air Quality , Together Towards Sustainability, Heathrow Air Quality Strategy, 2011 – 2020, BAA p11

<sup>21</sup> Aviation Policy Framework, March 2013 Page 26 para1.43

36% and 54% of total emissions from within Hillingdon.<sup>22</sup> Aircraft noise from Heathrow severely affects some areas of the Borough.

8.46 Measures are in place to tackle noise, pollution emissions and congestion. Development directly related to the airport should be controlled to locate within the boundary and not outside it. Unrelated development which occurs within the airport boundary has the ability to result in pressure for development on Green Belt and other off-airport sites to cater for directly related needs as well as contributing to congestion. The Council seeks to protect “airport related uses” by restricting development for non-essential activities and ensuring that ancillary facilities (such as shops), are limited to those needed for airport users only and do not become major attractors to the non-travelling public in their own right. Development not directly related to the operation of the Airport will not be supported within its boundary.

8.47 Additionally, the 2004 planning permission for Terminal 5<sup>23</sup> included a number of conditions managing Heathrow’s operation. Aircraft movements are capped at 480,000 per year, noise capped at an area of 145km<sup>2</sup> for noise contour level 57dB(A) Leq 16 hr (0700-2300) and a cap of 42,000 car parking spaces with no more than 17,500 available to employees. At a borough level, the Council implements its Air Quality Action Plan and is carrying out cycling improvements in the Uxbridge-Heathrow area as part of its Biking Borough programme.<sup>24</sup> Additionally, BAA has published its Heathrow Air Quality Strategy 2011-2020.

8.48 The Council’s policies aim to ensure that development related to the current operation of the airport is managed to reduce environmental impacts. This also includes proposals related to the airport but operating outside the boundary (such as car parking) that contribute to air quality issues and traffic congestion. The Council will work with the Government, the Mayor’s Office, Transport for London, the Heathrow Area Transport Forum including Heathrow Airport Limited and other stakeholders to reduce the environmental impacts of Heathrow Airport.

8.49 Proposals should, where required, address traffic, water cycle, air quality and noise impacts and identify mitigation measures to be implemented by the developer. An environmental impact assessment may be required and a transport assessment or statement and travel plan should be submitted if appropriate. Mitigation measures may include the use of planning obligations (s106) to address issues that cannot be resolved by conditions.

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<sup>22</sup> Air Quality Action Plan Progress report 2012, London Borough of Hillingdon, p11

<sup>23</sup> Planning application: Ref 47853/APP/2002/1882

<sup>24</sup> Local Implementation Plan London Borough of Hillingdon, April 2011, p22

8.50 The Airports National Policy Statement was designated by the Secretary of State for Transport on 26 June 2018. This sets out the policy framework for expansion at Heathrow Airport and primary basis for decision making on any development consent application for a new north-west runway.

#### **Policy DMAV 2: Heathrow Airport**

**A) Development proposals within the Heathrow Airport boundary will only be supported where:**

- i) they relate directly to airport related use or development\*;**
- ii) there is no detrimental impact to the safe and efficient operation of local and strategic transport networks;**
- iii) they comply with Policy DMEI 14: Air Quality;**
- iv) there are no other significant adverse environmental impacts; where relevant, an environmental impact and/or transport assessment will be required with appropriate identification of mitigation measures; and**
- v) they comply with all other relevant policies of the Local Plan.**

#### **RAF Northolt**

8.51 RAF Northolt is an active military airfield with a number of commercial flights using smaller aircraft. Current air operations at RAF Northolt result in a significant and intermittent level of noise disturbance. Traffic movement is halted on West End Road during the operation of the runway by the use of signals.

8.52 The RAF has recently announced that its 7,000 commercial movements per year is to be increased to 12,000 gradually over the next three years with military movements expected to remain at around 5,500 per year. Commercial movements are currently restricted to quieter aircraft and the airfield is closed to commercial traffic overnight, Saturday evenings and Sunday mornings<sup>25</sup>.

<sup>25</sup> 29 /04/13 Royal Air Force RAF Northolt website 28/06/13

\* Airport related uses or development" is to be taken as any use or development that falls within the following: offices, air cargo transit sheds, hire facilities, flight catering, freight forwarding and airport industry and warehousing and, is development in connection with the provision of services and activities relating to the movement or maintenance of

8.53 Any significant increases in aircraft movements can result in more noise nuisance and impact on air quality. Such increases, particularly during peak hour traffic, also have the potential to cause traffic congestion on the network and any increase in flight numbers must address this issue. The Council will work with the RAF to mitigate impacts on residential amenity, traffic and noise.

#### **Policy DMAV 3: RAF Northolt**

**Development proposals within the RAF Northolt boundary will only be supported where:**

- i) they relate directly to the military base and/or aerodrome related use or development\*;**
- ii) there is no decrease in residential amenity through noise from aircraft and hours of operations;**
- iii) there is no increase in traffic congestion during highway network peak hours on West End Road through the operation of RAF Northolt's traffic signals;**
- iv) any transport impacts from the development are managed through the implementation of appropriate mitigation measures identified in a transport assessment or statement and/or travel plan; and**
- v) there is consistency with other policies of the Local Plan.**

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aircraft or with embarking, disembarking, loading, discharge or transport of passengers, livestock or goods. It also includes the provision of services and facilities for any staff employed to provide these functions.

## APPENDIX A: HOUSEHOLDER DEVELOPMENT POLICIES

## Householder Development

A1.1 This section of the Local Plan provides policies and guidance that will be used to assess proposals for the most common forms of householder development that require planning permission, including residential extensions, outbuildings and basement development. An alteration to a residential house or garden may have an impact, not only on its own setting, but also on the wider townscape and neighbourhood. It is therefore essential that these types of proposals achieve the highest design quality.

A1.2 Under the General Permitted Development Order 1995 (as amended 2008) certain extensions and alterations to residential properties do not require planning permission. The Department for Communities and Local Government has published 'Permitted Development for householders Technical Guidance' (August 2010), available on the Government's Planning Portal website, which provides more detail on the types of domestic alterations that are 'Permitted Development'.

A1.3 The Council will assess proposals for residential extensions against the requirements of Policy DMHD 1: Alterations and Extensions to Residential Dwellings, below. Whilst this chapter covers the main forms of householder development, it is important that other policies in the Local Plan are taken in to account:

- Listed Buildings and Conservation Areas: permitted development rights are limited for properties that are Listed Buildings and/or located in Conservations Areas. Extensions to residential properties that are affected by these designations will need to take account of Policies DMHB 2: Listed Buildings, DMHB 3: Locally Listed Buildings, DMHB 4: Conservation Areas and DMHB 5: Areas of Special Local Character;
- Flood Risk: in areas of Hillingdon at risk of flooding (Flood Zones 2, 3a and 3b), proposals for extensions and alterations should demonstrate that flood risk has been adequately addressed and not increased. Policies DMEI 10: Water Management, Efficiency and Quality, and DMEI 11: Protection of Ground Water Sources, will need to be taken into account; and
- Tree Preservation Order: the Council has powers to protect trees by making them the subject of a Tree Preservation Order (TPO). It is an offence to cut down, top, lop, uproot, damage or destroy such trees without the Council's permission. The Council also needs to be notified of work to trees, including removal, within Conservation Areas, regardless of whether they are protected by a TPO.

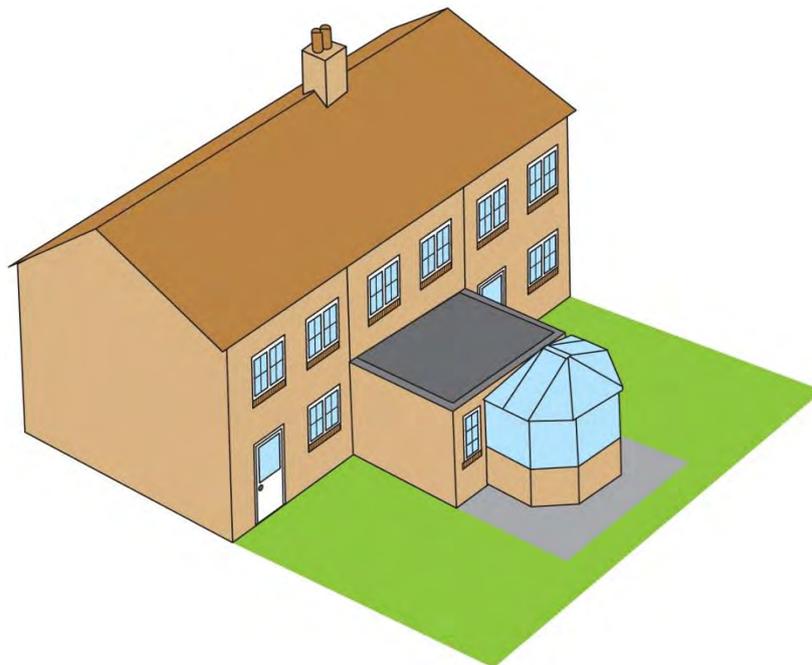
A1.4 Whilst the Council can provide guidance on the permitted development procedures it is the responsibility of the householder to check whether any proposed works require planning permission and/or Building Regulations Consent. Where planning permission is not required, the guidance in this section should be used as good practice.

### **Alterations and Extensions to Residential Dwellings**

A1.5 Many houses in Hillingdon have a distinctive 1930s character and have been developed to a standard design providing consistency in terms of density and appearance. The Hillingdon Townscape Character Study 2013 sets out the building types which gives the Borough its particular sense of place and can be found here: <http://www.hillingdon.gov.uk/12566>.

A1.6 Good design of residential alterations and extensions will enhance the appearance of a house, and thus its value, as well as improving the appearance of the local area. It can also help improve people's enjoyment of their house and reduce energy bills. Well designed alterations and extensions, using quality materials, should be of a scale and form in keeping with the house, and sympathetic to existing character, proportions, and floor plan. All proposed extensions should appear subordinate to the existing house, with appropriately selected windows, materials and detailing.

### **Rear Extensions**



Extensions such as conservatories on the back of an existing extension will generally be refused planning permission

A1.7 Rear Extensions should not protrude too far out from the rear wall of the original house or cut in half two-storey bay windows or other features. The addition of conservatories or other extensions to buildings that have already been extended will not be permitted. Full width extensions are not normally acceptable in Conservation Areas.

A1.8 The Council has set out policies regarding depth of extensions which depend on the type of house (see Policy DMHD 1: Alterations and Extensions to Residential Dwellings). Dimensions are external and include any overhanging roof, guttering or canopies added to the rear wall of the extension. Proposals to extend existing extensions will not be supported. In Conservation Areas and Areas of Special Local Character, extensions will be expected to have regard to the plan and architectural style of the original building.

A1.9 Notwithstanding the extension of permitted development rights for single family dwelling houses in 2013 (extended in 2015), the Council has introduced an Article 4 Direction under the Town and Country Planning (General Permitted Development) (England) (2015) Order to control the size and impact of large rear extensions. The details of the Article 4 Direction are reflected in Policy DMHD 1: Alterations and Extensions to Residential Dwellings.

### Side Extensions

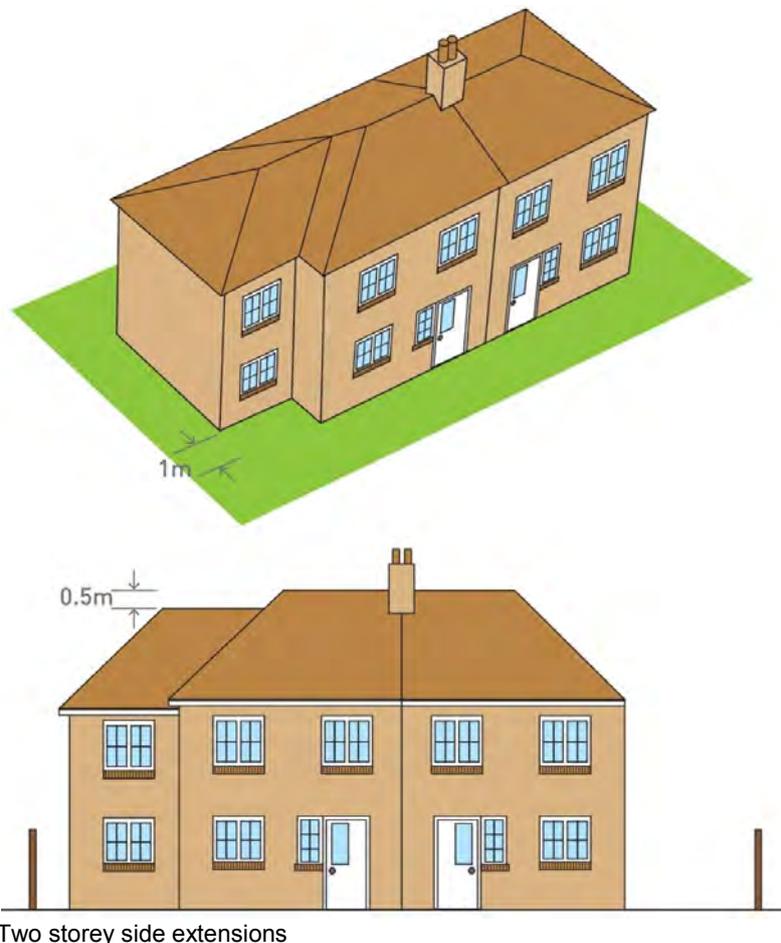


Single storey side extension

A1.10 A single storey side extension is a common means of extending a house to provide extra living or garage space. The size and width of a side extension should not dominate the original property and should appear subordinate to the main house. It should also reflect the architectural style of the main building. Single storey side extensions must be accommodated within the plot and not over-sail the neighbour's property. In Conservation Areas and Areas of Special Local Character, side extensions will be expected to be set back by one metre from the front wall of the main house.

A1.11 Two-storey side extensions on detached and semi-detached houses should be set back from the main front wall of the dwelling by at least one metre to provide definition between the original house and the extension. Similarly, roofs of side extensions should be set back from the front roof plane so that their ridges are lower than the main ridge to ensure that the addition reads as a subordinate element.

A1.12 All side extensions should be limited in width to less than half the width of the original property to avoid over-dominance of the original house.



### **Front Extensions**

A1.13 The Council will not normally accept front extensions and canopies including extensions linked to garages and porches as these not only affect the character and building itself but also the street scene.

### **Building Lines and Building Heights**

A1.14 New development should respect the building line of the main front walls of the properties to either side, and to the rear in the case of a corner property. Where houses in the street are stepped up in height, new buildings should respect the heights of neighbouring buildings and the overall street pattern.

### **Porches**

A1.15 A porch should be designed to respect the character of the existing building and retain existing original features such as bay windows. The introduction of pastiche historic features such as classical columns and pediments will not be accepted unless they are a feature of the original house. Two storey porches will not be acceptable.

### **New Front Bay Windows**

A1.16 The building of new front bay windows will require planning permission. They will only be allowed where they make a positive contribution to the appearance of the local area and are an established and original characteristic of neighbouring properties.

### **Annexes**

A1.17 Annexes designed specifically for the use of disabled or dependent elderly family members should be located at ground floor level and be fully accessible. An Access Statement should be submitted with the planning application. An annexe should not have a separate private entrance and must be connected internally to the existing property. Annexes which are capable of being used as (or easily adapted to) a fully self-contained unit will not be permitted.

### **Garages**

A1.18 If the garage is located to the rear of the garden it should be accessed from a rear service road only. The garage must be placed so that the doors do not open across the roadway. To achieve this, and to allow enough visibility to drivers, the garage must be set back at least 2.4m from the back edge of the roadway and use a roller shutter or 'up and over' garage door. The internal dimensions should allow at least 4.8m x 3m for a single

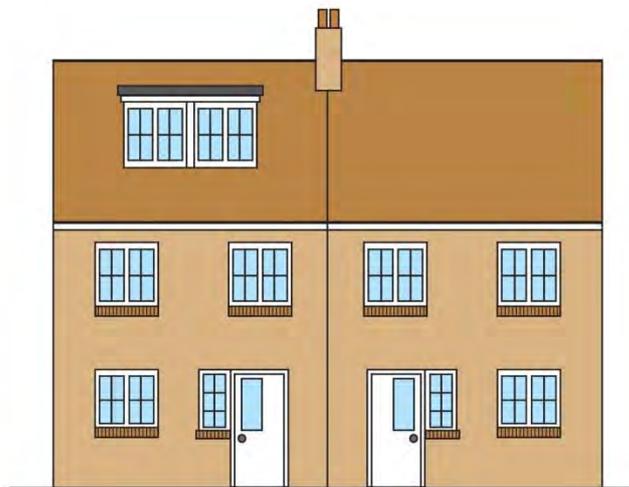
garage and at least 4.8m x 5.7m for a double garage. Special criteria will apply for garages in Conservation Areas.

A1.19 If the garage is attached to the existing house, the policy on side extensions will prevail.

### Roof Extensions and Dormer Windows

A1.20 The design of roof extensions should not create a dominant 'top heavy' appearance out of proportion with the rest of the building. It should be lower than the height of the main ridge and sit well above the eaves and away from the roof's hips and valleys. As a guide, new roof extensions should not cover more than a third of the main roof.

A1.21 A dormer window should be no larger in size than those on the first floor and comprise an individual window and roof. This is preferable to a roof extension and will be required in Conservation Areas and Areas of Special Local Character. Only rear roof extensions and rear dormer windows will be considered acceptable.



Roof extensions and rear dormer windows

### Windows and Doors

A1.22 In new extensions, windows and doors should reflect the existing house in terms of their style, proportions and positioning. If windows are located on a side wall, they should be at a high level, non-opening below 1.8m above internal finished floor level and fitted with obscured glass.

**Overlooking**

A1.23 No direct overlooking will be permitted. Adequate distance should be maintained to any area from which overlooking may occur. Regard should be given to the character of the area and the distances between buildings but as a guide, the distance should not be less than 21m between facing habitable rooms and windows and 24m from window to patio to window. However, in these situations where the distance between existing houses already breaches this distance, any new development should not result in any additional overlooking.

**The 45-degree Rule**

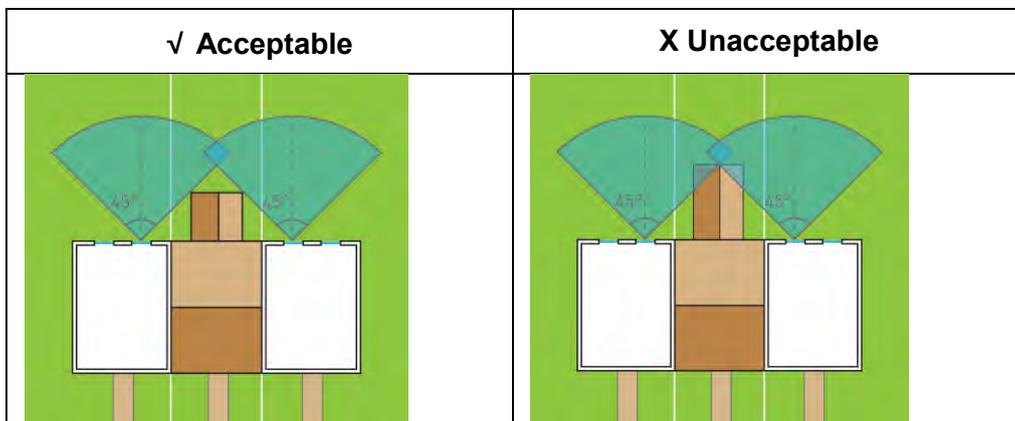
A1.24 The 45-degree rule can be used to establish the maximum permissible height, depth and width of an extension. It provides a general guide to what is normally considered acceptable. However, it is only a general rule of thumb and the Council may, on occasion, consider an extension to be unacceptable, even if it appears acceptable on paper.

A1.25 The 45-degree rule can be used to check if your extension may result in a loss of light to adjoining windows. When assessing a planning application for two-storey extensions, two methods for applying the 45-degree rule will be used:

- Method 1: Considers the depth and width of the extension
- Method 2: Considers the height of the extension

A1.26 Applicants are advised to locate any extension as far from the 45-degree splay as practically possible to reduce the impacts to neighbours, and thereby increasing the chance of creating an acceptable extension.

**The 45 degree rule**



### **Front Gardens and Parking**

A1.27 ..... Paving permission will not be required if a new or replacement driveway of any size uses permeable (or porous) surfacing which allows water to drain through, such as gravel, permeable concrete block paving or porous asphalt, or if the rainwater is directed to a lawn or border to drain naturally.

A1.28 If the surface to be covered is more than five square metres, planning permission will be refused for laying traditional, impermeable driveways that do not provide for the water to run to a permeable area.

### **Solar Panels**

A1.29 Planning permission may be required for the installation of solar panels. While the Council acknowledges the environmental benefits of solar panels, their size and placement should be carefully located to ensure there is no adverse visual impact on the building or surrounding area. Solar panels should not be placed in a position where they can be seen over a great distance or from a public place. Planning permission will be required for solar panels on properties situated within or affecting a Conservation Area, Area or Special Local Character and on Listed Buildings; a proposal considered to impact detrimentally on a heritage asset or its setting will not be supported. Solar panels should be removed when no longer in use.

### **Satellite Dishes**

A1.30 Satellite dishes and antennas can spoil the appearance of a neighbourhood, so it is important to install them in a sensitive location that minimises impact on the external appearance of the building. Within Conservation Areas, planning permission will be required for dishes or antennas on a chimney, wall or roof slope that faces or is visible from a road. Installing an antenna or dish on a Listed Building will require Listed Building Consent. Satellite dishes or antennas should always be removed when no longer in use.

### **Cladding and External Insulation**

A1.31 Planning permission will be needed for the cladding or application of external insulation to any building within a Conservation Area. Outside these areas, the cladding of unlisted dwelling houses can normally be carried out without requiring consent.

**Policy DMHD 1: Alterations and Extensions to Residential Dwellings**

**A) Planning applications relating to alterations and extensions of dwellings will be required to ensure that:**

- i) there is no adverse cumulative impact of the proposal on the character, appearance or quality of the existing street or wider area;**
- ii) a satisfactory relationship with adjacent dwellings is achieved;**
- iii) new extensions appear subordinate to the main dwelling in their floor area, width, depth and height;**
- iv) new extensions respect the design of the original house and be of matching materials;**
- v) there is no unacceptable loss of outlook to neighbouring occupiers;**
- vi) adequate garden space is retained;**
- vii) adequate off-street parking is retained, as set out in Table 1: Parking Standards in Appendix C;**
- viii) trees, hedges and other landscaping features are retained; and**
- ix) all extensions in Conservation Areas and Areas of Special Local Character, and to Listed and Locally Listed Buildings, are designed in keeping with the original house, in terms of layout, scale, proportions, roof form, window pattern, detailed design and materials.**

**B) Rear Extensions**

- i) single storey rear extensions on terraced or semi-detached houses with a plot width of 5 metres or less should not exceed 3.3 metres in depth or 3.6 metres where the plot width is 5 metres or more;**
- ii) single storey rear extensions to detached houses with a plot width of 5 metres or more should not exceed 4.0 metres in depth;**
- iii) flat roofed single storey extensions should not exceed 3.0 metres in height and any pitched or sloping roofs should not exceed 3.4 metres in height, measured from ground level;**
- iv) in Conservation Areas and Areas of Special Local Character, flat roofed single storey extensions will be expected to be finished with a parapet;**
- v) balconies or access to flat roofs which result in loss of privacy to nearby dwellings or gardens will not be permitted;**

- vi) two storey extensions should not extend into an area provided by a 45-degree line of sight drawn from the centre of the nearest ground or first floor habitable room window of an adjacent property and should not contain windows or other openings that overlook other houses at a distance of less than 21 metres;
- vii) flat roofed two storey extensions will not be acceptable unless the design is in keeping with the particular character of the existing house;
- viii) pitched roofs on extensions should be of a similar pitch and materials to that of the original roof and subordinate to it in design. Large crown roofs on detached houses will not be supported; and
- ix) full width two storey rear extensions are not considered acceptable in designated areas or as extensions to Listed Buildings or Locally Listed Buildings.

#### **C) Side Extensions**

- i) side extensions should not exceed half the width of the original property;
- ii) extensions to corner plots should ensure that the openness of the area is maintained and the return building line is not exceeded;
- iii) garages should reflect the size guidelines set out in Appendix C Parking standards;
- iv) two storey side extensions should be set in a minimum of 1 metre from the side boundary or in the case of properties in the Copse Wood and Gatehill Estates, at least 1.5 metres, but more if on a wider than average plot, in order to maintain adequate visual separation and views between houses;
- v) two storey side extensions to detached and semi-detached properties should be set back a minimum of 1 metre behind the main front elevation;
- vi) where hip to gable roof extensions exist, a two storey side extension will not be supported; and
- vii) in Conservation Areas, single storey side extensions may be required to be set back.

#### **D) Front Extensions**

- i) alterations and extensions to the front of a house must be minor and not alter the overall appearance of the house or dominate the character of the street. Front extensions extending across the entire frontage will be refused;

- ii) porches should be subordinate in scale and individually designed to respect the character and features of the original building; pastiche features will not be supported; and
- iii) notwithstanding the above, at least 25% of the front garden must be retained.

#### **E) Roof Extensions**

- i) roof extensions should be located on the rear elevation only, be subservient to the scale of the existing roof and should not exceed more than two thirds the average width of the original roof. They should be located below the ridge tiles of the existing roof and retain a substantial element of the original roof slope above the eaves line;
- ii) the Council will not support poorly designed or over-large roof extensions including proposals to convert an existing hipped roof to a gable;
- iii) raising of a main roof above the existing ridgeline of a house will generally not be supported;
- iv) all roof extensions should employ appropriate external materials and architectural details to match the existing dwelling; and
- v) in Conservation Areas, Areas of Special Local Character and on Listed and Locally Listed Buildings, roof extensions should take the form of traditional 'dormer' windows, on the rear elevation, to harmonise with the existing building. The highest point of the dormer should be kept well within the back roof slope, away from the ridge, eaves or valleys, whilst each window should match the proportions, size and glazing pattern of the first floor windows.

#### **F) Front Gardens and Parking**

- i) new or replacement driveways should use permeable (porous) surfacing. Surfaces of more than five square metres will need planning permission for laying traditional, impermeable driveways; and
- ii) the design, materials and height of any front boundary must be in keeping with the character of the area to ensure harmonisation with the existing street scene.

## Outbuildings

A1.32 The use of an outbuilding for purposes ancillary or incidental to the enjoyment of the main house, for example as a games room, playroom or for general storage does not normally require planning permission, however it does require planning permission if within the curtilage of a Listed Building. An outbuilding which is considered to be 'incidental' does not require the provision of facilities such as a bathroom, bedroom or kitchen. These facilities are considered to be primary living accommodation located within the main house.

A1.33 The Council will aim to safeguard the character and appearance of an area and the amenity of local residents from inappropriate development, such as 'beds in sheds'. The Council will strongly resist proposals for detached outbuildings which are considered to:

- i) be capable of independent occupation from the main dwelling and which effectively constitute a separate dwelling in a position where such a dwelling would not be accepted; or
- ii) result in an over dominant and visually obtrusive form of development and as a result have an adverse effect on the character and appearance of the dwelling and the wider locality.

A1.34 As a general guide, an outbuilding should be no greater than 30 square metres and should not significantly reduce private amenity space or the landscape and ecological value of the garden. Outbuildings should respect neighbouring properties and should not result in the excessive loss of residential amenity, privacy, outlook and overshadowing/sunlight.

### **Policy DMHD 2: Outbuildings**

**The Council will require residential outbuildings to meet the following criteria:**

- i) the building must be constructed to a high standard of design without compromising the amenity of neighbouring occupiers;**
- ii) the developed footprint of the proposed building must be proportionate to the footprint of the dwelling house and to the residential curtilage in which it stands and have regard to existing trees;**
- iii) the use shall be for a purpose incidental to the enjoyment of the dwelling house and not capable for use as independent residential accommodation; and**
- iv) primary living accommodation such as a bedroom, bathroom, or kitchen will not be permitted.**

### **Basement Development**

A1.35 Although subterranean developments can help to make efficient use of the Borough's land it is important that this is done in a way that does not cause harm to the amenity of neighbours, affect the stability of buildings, cause drainage or flooding problems, or damage the historic or architectural character of the street scene or adversely affect the natural environment. Applicants will be required to fund the independent assessment of structural reports provided in support of proposals for basement development.

A1.36 The Council will not allow habitable rooms and other sensitive uses for self contained basement flats and other underground structures in areas at risk of flooding (Zones 2 and 3). Areas at risk from flooding can be found in the Hillingdon's Flood Risk Management Strategy and the Council's Surface Water Management Plan.

A1.37 The Council will require the submission of a flood risk assessment with applications for subterranean development in areas identified as being at risk of flooding or in an area where watercourses are present, in line with the criteria set out in Technical Guidance to the NPPF. Consideration should be given to the addition of a positive pumped device to ensure basements are protected from sewer flooding.

A1.38 For subterranean developments the Council will also require assessments, including a site investigation, to determine the flood risk and demonstrate the level of groundwater within the site over a period of time. Geotechnical and hydrological investigations and modelling will also be required from applicants to ensure that an understanding of the environmental implications are taken into account during the design phase, which can then demonstrate that basement developments do not harm the built and natural environment or local amenity. As a result there may be a requirement for structural engineering information to demonstrate that the proposal can be designed to provide suitable mitigation for any potential wider impacts of subterranean schemes and the impacts of cumulative subterranean development proposals.

A1.39 Proposals for subterranean development which would extend the full length or the full width of a property will not be supported. This is because excavation would create disturbance to the house and problems for neighbouring properties. Sufficient margins should be left between the site boundaries and any subterranean development to allow for on-site drainage mitigation and prevent surface water run-off. Developments will be required to provide a proportion of soft landscaping and planting above a basement structure where it extends beyond the building footprint. The loss of

landscaping can contribute significantly to the reduction of attenuation areas which increases the risk of flooding.

A1.40 Basement lightwells will not be acceptable at the front or side of a property, as they would introduce unacceptable changes in appearance to the front elevation and restrict access and planting opportunities.

A1.41 Proposed landscaping and planting above basement constructions should provide a variety of grassed area, shrubs and trees. A suitable soil depth to support the landscaping will be required, typically 450mm for shrubs.

A1.42 Consideration should also be given to the existence of trees on or adjacent to the site, including street trees, and the root protection zones needed by these trees. Where there are trees on or adjacent to the site, the Council will require an arboricultural report to be submitted as part of a planning application. Developments which result in the loss of on-site trees will be required to re-provide any trees lost as a result of development.

A1.43 The introduction of basements will not be considered acceptable in Listed Buildings and they may not be appropriate in Conservation Area locations, where their introduction would be inappropriate for the original style of the building.

**Policy DMHD 3: Basement Development**

**A) When determining proposals for basement and other underground development, the Council require an assessment of the scheme's impact on drainage, flooding, groundwater conditions and structural stability. The Council will only permit basement and other underground development that does not cause harm to the built and natural environment and local amenity and does not result in flooding or ground instability. Developers will be required to demonstrate by methodologies appropriate to the site that their proposals:**

- i) avoid adversely affecting drainage and run-off or causing other damage to the water environment;**
- ii) avoid cumulative impacts upon structural stability or the water environment in the local area;**

**B) Schemes should ensure that they:**

- i) do not harm the amenity of neighbours;**
- ii) do not lead to the loss of trees of townscape or amenity value;**
- iii) do provide satisfactory landscaping, including adequate soil depth;**
- iv) do not harm the appearance or setting of the property or the established character of the surrounding area, for example through the introduction of front lightwells; and**
- v) do protect important archaeological remains.**

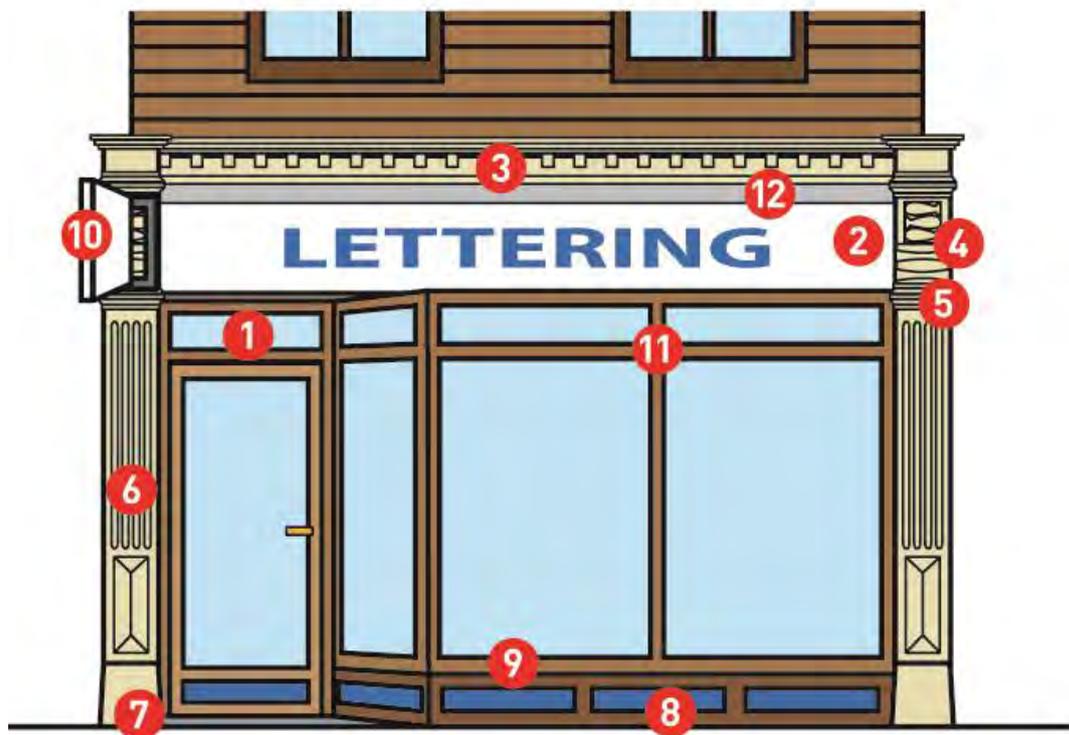
**C) The Council will not permit basement schemes which include habitable rooms and other sensitive uses in areas prone to flooding.**

**D) The Council will not permit basement schemes in Listed Buildings and will not permit them in Conservation Area locations where their introduction would harm the special architectural or historic character of the area.**

## **APPENDIX B: DESIGN GUIDANCE FOR SHOPFRONTS**

## Design Guidance for Shopfronts

B1.1 The Council is committed to raising the design quality of shopfronts and signage and will encourage applicants to adopt good design that can set an example for others and trigger improvements in the appearance of other shopfronts in the locality.



|   |                      |    |                       |
|---|----------------------|----|-----------------------|
| 1 | fanlight             | 7  | plinth                |
| 2 | fascia and lettering | 8  | panelled stall riser  |
| 3 | cornice              | 9  | window sill           |
| 4 | corbel or bracket    | 10 | projecting sign       |
| 5 | capital              | 11 | transoms and mullions |
| 6 | pilaster             | 12 | blindbox              |

B1.2 The following key principles will apply in the assessment of planning applications relating to shopfronts. To respect its context a shopfront should:

- be proportionate and relate well to the building façade, the fabric and the features of the building above in terms of architectural detailing, materials, finishes, colours and the size and extent of advertising material;

- relate well to adjacent shopfronts to achieve visual coherence and consistency; and
- include signage and lighting that relates well to the shopfront and is appropriate in terms of the established streetscape.

B1.3 The Council will encourage the retention of traditional shopfront features and where appropriate, the reinstatement of these features where they have been lost. Traditional features include:

- Stall risers, pilasters and corbels; fascias with moulded cornices; decorative tiling and glazing; doors with fanlights above, and recessed entrances;
- Subdivided shop windows incorporating mullions and transoms instead of one sheet of glass;
- Shopfronts framed with materials such as painted hardwood, or good quality metal, such as bronze; and
- Recessed blind boxes and retractable fabric blinds.

B1.4 The Council will encourage the use of traditional design features, where appropriate, in modern shopfronts and in sensitive locations such as Conservation Areas.

B1.5 Shopfronts should reflect the context of the existing street, including the vertical and horizontal emphasis of existing buildings. Applications for new shopfronts will be expected to reflect the established height and depth of the adjacent fascias and the width of existing units, which can create a distinct visual rhythm within the local streetscape.

B1.6 Alterations relating to heritage assets, including Listed Buildings and in Conservation Areas should sustain and enhance their significance, and should take account of Policy DMHB 2: Listed Buildings.

B1.7 The Council does not consider existing shopfronts of poor or unsatisfactory design to be a precedent or a reference in assessing site context and the wider character of an area. The assessment of these matters will take account of:

- the age, architectural style and fabric of the building that accommodates the shopfront;
- the overall character and architectural quality of the street and the wider area; and

- the specific location of the site in terms of the shopping hierarchy defined by the Council.

B1.8 The choice of materials, finishes and colours for a shopfront should be primarily guided by the host building and should reflect those of the surrounding shops and the buildings above.



### Advertisements

B1.9 'Advertisement' is defined as the fascia, lettering and any signage within the 'signable area' and above this on the upper floors of buildings. It includes posters and advertising materials affixed to windows.

B1.10 Signage should be simple and direct; a cluttered appearance and repetition should be avoided both externally and internally. The Council will encourage new signage that is appropriate to its context, in terms of size, materials, colour and finish; and also detailed design, such as font. Where original signage is of architectural or heritage value, the Council will seek its retention.

B1.11 In works effecting heritage assets, including Listed Buildings and in Conservation Areas, applicants may be expected to adapt their corporate signage to sustain and/or enhance the character of the building.

B1.12 Hanging signs should be at fascia level unless the frontage and building design precludes this. High level signage is unlikely to be acceptable in sensitive areas. New hanging banners or signs will only be allowed if they are deemed necessary to the advertisement of the shop and are sympathetic to the character of the building and the wider area.

B1.13 The issue of 'active frontages' is considered material when assessing planning applications. For this reason, the Council will seek to ensure that a suitable proportion of the window area is left free from obstructions, such as advertisements, to maximise visual permeability.

### **Illumination**

B1.14 Indirect illumination is considered more suitable, especially in more sensitive contexts.

### **Security Devices**

B1.15 The Council recognises the need for premises to be adequately secured and protected from theft and vandalism through appropriate security devices. However, it is concerned that the character of the area can be adversely affected by the application of inappropriate physical security measures.

B1.16 Solid roller shutters (including punched, perforated or microperforated shutters) should be avoided unless there are exceptional circumstances. When allowed, the design of the solid shutter should be appropriate to the area and to the shop.

B1.17 When security shutters are necessary and positioned externally, grille boxes (houses) should be located within the fascia plane of the shop front and be as small as possible in terms of their vertical depth and amount of projection. When closed, the shutter should cover the vulnerable window areas and not extend over pilasters, stall risers and other surfaces of the shopfront. Colours and materials should be chosen sensitively, to be in character with the shop front and the building.

B1.18 Roller shutters are not considered to be acceptable in Conservation Areas or on historic buildings.

### **Awnings**

B1.19 Awnings should be of retractable design, appropriate to the scale of the frontage and in sensitive locations, be housed in a recessed blind box. Advertisements on awnings should be carefully designed to enhance the shopfront.

## Shopfront Definitions

### Awnings

Awnings, canopies and blinds were traditionally of canvas and stored in blind boxes above the fascia when not in use. They offer shelter to pedestrians, their colours can enhance the appearance of the streetscene and they provide an opportunity for displaying the company's name.

### Capitals or Consoles

These were the projecting, decorative flourishes at the tops of the pilasters, designed to frame the fascia and give added prominence to it. They were introduced during the 19<sup>th</sup> century to make the shop front more attractive, but they have the added advantage of being able to mask the differences in height between neighbouring shopfronts.

### Corbels or Brackets

Located at the end of the fascia, they are found above the capitals and also serve to divide one shop from another.

### Cornice

This is the decorative finish to the top of the fascia. Traditionally it was moulded, and prominent, so that it provided a clear distinction between the shopfront and the rest of the building.

### Entrances

Traditional shop fronts have timber doors, usually panelled, with fanlights above them. They were often recessed, in the middle or to one side, to provide protection for the shopper and a greater opportunity for window display. The entrance floor was often finished in decorative mosaic tiles.

### Fascia

The fascia is the section at the top of the window, on which the name of the shop is displayed. It was traditionally made of timber, with the name painted on it. It had the cornice and blind box above it, the capitals or consoles at either end or this provided an attractive frame for the name of the shop, giving it extra prominence. The fascia was part of the window frame, and not added later.

### Mullions

Mullions are vertical glazing bars, which divide the shop window into sections. Traditionally used at a time when large sheets of glass were not available,

they were slender and moulded and enhanced the appearance of the shop front. Today reinforced mullions can strengthen the glazed area and limit the amount of glazing which needs to be replaced following breakage.

### **Pilasters**

Pilasters are the vertical elements which separate neighbouring shopfronts, making each one architecturally distinct. They were traditionally of painted timber, and moulded to provide an attractive decorative frame either side of the shop window.

### **'Signable' area**

For the purpose of this guidance, the 'signable area' normally comprises the shop front frame. In some cases this includes pilasters and columns, which can form a useful junction between one style of shop front and another.

### **Stallriser**

Traditionally, stallrisers of panelled timber and, later, of brick or glazed tile, were built under shop windows to raise the level of the window display within the shop. However, lifting the window above pavement level also serves to protect it from damage and grime and, a more recent threat, ram-raiding.

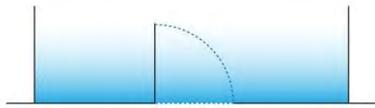
### **Transoms**

Transoms are horizontal glazing bars, which run across the top of a shop window. Traditionally they allowed high-level opening windows for ventilation and they were often decorative. They improve the proportions of the shop window, and, nowadays, have the advantage of being able to conceal a suspended ceiling.

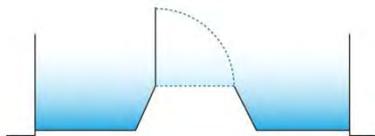
### **Window sills**

Window sills are created at the foot of the windows when these are recessed from the building line. They are usually made of stone or wood.

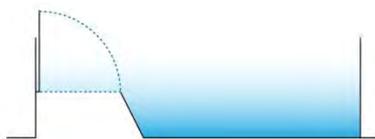
**Types of Shopwindows**



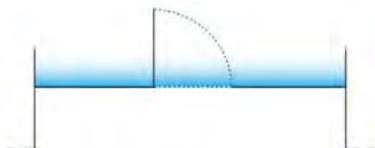
**Flat front**  
general application



**Central recessed entrance**  
traditional shopfront



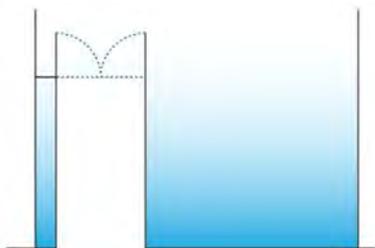
**Side recessed entrance**  
traditional shopfront



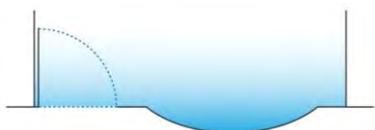
**Flat front**  
modern building suitable where  
outdoor display required



**Open front shop**  
increasingly rare - when allowed, requires  
lattice shutters or folding sliding glazed  
panels (not solid roller shutters)



**Deeply recessed entrance**  
modern building, favoured by  
jewellers, shoe shops



**Bow window**  
appropriate only in genuine eighteenth  
century building

## **APPENDIX C: PARKING STANDARDS**

**Table 1: Parking Standards**

The parking standards apply to new buildings, extensions and changes of use for service vehicles, car, motorcycle and bicycle parking.

**(a) Specific requirements**

| No | Use                                   | Requirements   |
|----|---------------------------------------|--|
| 1. | Parking bay sizes                     | (a) The minimum dimensions of a standard car parking bay are 2400mm x 4800mm for spaces and for a wheelchair accessible car parking bay 2400mm x 4800mm plus shared 1200mm transfer zone as detailed in the Council’s Accessibility SPD.   |
|    |                                       | (b) The minimum dimensions of a motorcycle/moped/scooter parking bay are 1400mm x 2500mm.  |
|    |                                       | (c) The minimum dimensions for a bicycle space are 600mm x 1800mm.   |
| 2. | Multiple users of parking facilities  | (a) Where a scheme consists of more than one land use, the parking requirement will be calculated separately for each use. However, where mixed uses generate demands at different times of day, consideration will be given to parking provision based on the maximum amount of parking space required at any one time. |
|    |                                       | (b) Applicants may consider the multiple use of parking facilities (for use by different sections of the community, for different uses and either at the same or at different times). It should be noted that multiple use of parking facilities may require planning permission.  |
| 3. | Uses likely to generate coach traffic | (a) Uses likely to generate coach traffic (e.g. hotels, public halls, educational establishments, swimming and sports facilities, theatres etc) should provide adequate off-street facilities for coaches, including pick-up and set-down points, manoeuvring space and sufficient parking bay(s).                       |
|    |                                       | (b) Development layouts should allow for coaches to enter and leave the site in a forward gear.  |

| No | Use  | Requirements   |
|----|--|--|
| 4. | Transport appraisal, assessment or statement and Travel Plan | Where required in the parking standards or as ascertained by the Council, a transport assessment, statement or appraisal and/ or travel plan may be required to ascertain the impact of the development.   |
| 5. | Servicing and loading Arrangements                           | <p>(a) Sufficient space for the standing and manoeuvring of all goods and service vehicles likely to serve the development at any one time is essential.</p> <p>(b) The following minimum dimensions should be accommodated for service vehicles:</p> <ul style="list-style-type: none"> <li>• For smaller stores, town centre uses, hotels and residential institutions: 2.5m x 12m; and</li> <li>• For supermarkets and warehouses: 2.5m x 18m.</li> </ul> <p>(c) Development layouts should allow all vehicles to load/unload and enter and leave the site in a forward gear.</p> |
| 6. | Car park Design  | <p>(a) Car parking areas must be designed from the onset in accordance with the principles of secured by design (where necessary access controlled), sustainable drainage (SuDS) and inclusive access.</p> <p>(b) Surface car parks should be adequately screened and landscaped and, where possible, laid out in small groups of parking spaces for amenity and to mitigate heat island effects and surface water runoff.</p> <p>(c) Car parking areas must be designed to allow vehicles to exit and enter in a forward gear.</p>  |
| 7. | Parking provision for dwelling houses                        | <p>(a) Car parking spaces for dwelling houses should:</p> <ul style="list-style-type: none"> <li>• be designed in accordance with sustainable drainage principles;</li> <li>• minimise areas of hard standing;</li> <li>• ensure gates do not swing outwards and that the positioning of the car park does not cause the parked vehicle to overhang the pavement;</li> <li>• leave enough space between the dwelling and vehicle (1200mm) to allow access for a wheelchair</li> </ul>  |

| No  | Use                                    | Requirements   |
|-----|--|--|
|     |  | <p>user in accordance with the Council's Accessible Hillingdon SPD May 2013; and</p> <ul style="list-style-type: none"> <li>• Make provision for electric vehicle charging points.</li> </ul> <p>(b) For dwelling houses with vehicular access onto a classified highway, vehicles must be able to enter and exit the site in a forward gear.</p>  |
| 8.  | Garages                                | <p>(a) Garages should be an internal width minimum of 3000 mm x 6000 mm. The design of the garage should relate to the design of the building around it, should be subordinate in size and appearance to the main dwelling, and preserve and enhance the local character.</p> <p>(b) Flat roofs and double width doors and long unrelieved walls should be avoided especially if they front towards a street.</p> <p>(c) The design of the garage and driveway must ensure that an occupying vehicle does not need to overhang the carriageway or footway (footpath) while waiting for the garage door to be opened.</p>   |
| 9.  | Inclusive Access                       | <p>(a) For commercial developments, 10% of car parking spaces must be for blue badge holders and 5% for brown badge holders, together with one accessible on or off street parking bay designated for blue badge holders, even if no general parking is provided.</p> <p>(b) For residential development, car parking areas must include 10% of spaces suitable for a wheelchair user in accordance with the provisions in the Council's Accessible Hillingdon SPD May 2013. For dwelling houses, proposals must leave enough space between the dwelling and vehicle (1200mm) to allow access for a wheelchair user in accordance with the Council's Accessible Hillingdon SPD May 2013.</p> |
| 10. | Parking for electric vehicles          | <p>Parking for electric vehicles should be provided at a current minimum of 5% of car parking spaces with 5% passive provision to meet the Mayor's targets. This will be reviewed in future.</p>   |
| 11. | Crossovers, footpaths and road layouts | <p>(a) Vehicle crossovers must be constructed to Council standards and meet engineering requirements. As a guide, the width of a standard (domestic) crossing is 2.5m at the back of the public footway increasing to 4.6m at the kerbside. Crossovers which cover the full</p>  |

| No  | Use                                   | Requirements   |
|-----|---------------------------------------|--|
|     |                                       | <p>frontage may not be permitted.</p> <p>(b) For road layouts, swept path analysis must include 300mm error margins around the body of the vehicle. This should be satisfactorily accommodated within the existing and proposed road layout.</p>   |
| 12. | Bicycle parking                       | <p>(a) Parking for bicycles must be located in a safe, secure and accessible location. Covered parking should be provided where possible. Cycle spaces should be located as near as possible to the building entrance(s). Large developments will be expected to include changing and other facilities for cyclists.</p> <p>(b) As a minimum, cycle parking should normally take the form of Sheffield stands or a similar stand which allows both the frame and wheels of a cycle to be secured without risk of damage. Further design guidance is available in Transport for London's London Cycling Design Standards.</p> |
| 13. | Motorcycle, moped and scooter parking | <p>(a) In addition to car and bicycle parking, parking spaces for motorised two wheelers (motorcycles, moped and scooters) must also be provided at the rate of 5% of car parking spaces.</p> <p>(b) Motorised two wheeler parking should be secure and where possible covered and close to building entrances. Ideally parking should be grouped together for security. Large developments will be expected to include changing and other facilities for motorcyclists, moped and scooter users. Guidance on parking design is available in the Institute for Highway Engineers Guidelines for Motorcycling.</p>            |

**(b) Parking requirements**

| <b>CAR AND OTHER VEHICLE PARKING</b>   |                 |                  |              | <b>BICYCLE PARKING</b>   |  |
|--|-----------------|------------------|--------------|--|--|
| <b>MAXIMUM REQUIREMENT</b>   |                 |                  |              | <b>MAXIMUM REQUIREMENT</b>   |  |
|  |                 |                  |              | <b>(1 space per sqm of gross floorspace unless otherwise stated)</b> |  |
| <b>A1 FOOD</b>   |                 |                  |              |  |  |
| <b>Parking space per sqm of gross floorspace:</b>                                  |                 |                  |              | <b>(a) A1 (shops)</b>  |  |
|  | <b>PTAL 6-5</b> | <b>PTAL 4-2</b>  | <b>PTAL1</b> | <b>Out of centre – 1 per 350 sqm</b>                                 |  |
| <b>Up to 550sqm</b>  | <b>75</b>       | <b>50 - 35</b>   | <b>30</b>    | <b>In Centre - 1 per 125 sqm</b>                                     |  |
| <b>Up to 2500sqm</b>   | <b>45 - 30</b>  | <b>30 - 20</b>   | <b>18</b>    | <b>(b) A3 Café &amp; restaurant</b>                                  |  |
| <b>Over 2500sqm</b>  | <b>38 - 25</b>  | <b>25 – 18</b>   | <b>15</b>    | <b>1 per 20 staff + 1 per 20 customers.</b>                          |  |
| <b>With at least 1 space required for those food uses with a delivery service.</b> |                 |                  |              | <b>(c) A4 Pub/wine bars</b>  |  |
|  |                 |                  |              | <b>1 per 100 sqm</b>   |  |
|  |                 |                  |              | <b>(d) Takeaways</b>   |  |
|  |                 |                  |              | <b>1 per 50 sqm</b>  |  |
| <b>A1 NON FOOD</b>   |                 |                  |              |  |  |
| <b>Parking space per sqm of gross floorspace:</b>                                  |                 |                  |              | <b>(a) A1 (shops)</b>  |  |
|  | <b>PTAL 6-5</b> | <b>PTAL 4 -2</b> | <b>PTAL1</b> | <b>Out of centre – 1 per 500 sqm</b>                                 |  |
|  | <b>60 - 40</b>  | <b>50 – 30</b>   | <b>30</b>    | <b>In Centre - 1 per 300</b>   |  |
|  |                 |                  |              | <b>(b) A2 financial services –</b>                                   |  |
|  |                 |                  |              | <b>1 per 125</b>   |  |

|  |                  |              |  |
|--|------------------|--------------|--|
| <b>TOWN CENTRE , SHOPPING MALL, DEPARTMENT STORE</b>   |                  |              |  |
| <b>1 space per sqm of gross floorspace:</b>  |                  |              | <b>A1 (shops)</b>  |
| <b>PTAL 6-5</b>  | <b>PTAL 4 -2</b> | <b>PTAL1</b> | <b>Out of centre – 1 per 500 sqm</b>   |
| <b>75 – 50</b>   | <b>50 – 35</b>   | <b>30</b>    | <b>In Centre - 1 per 300 sqm</b>   |
| <b>GARDEN CENTRE</b>   |                  |              |  |
| <b>1 space per sqm of gross floorspace:</b>  |                  |              | <b>A1 (shops)</b>  |
| <b>PTAL 6-5</b>  | <b>PTAL 4 -2</b> | <b>PTAL1</b> | <b>Out of centre – 1 per 500 sqm</b>   |
| <b>65 - 45</b>   | <b>45 – 30</b>   | <b>25</b>    | <b>In Centre - 1 per 300 sqm</b>   |
| <b>MINI CAB OFFICE</b>   |                  |              |  |
| <b>2 spaces</b>  |                  |              | <b>Level of provision subject to appraisal of number of office based staff.</b>    |
| <b>Depending on the number of cars and available parking, a transport appraisal may be required.</b> |                  |              |  |
| <b>B1 OFFICES</b>  |                  |              |  |
| <b>1 space per 50 – 100 sqm of gross floorspace</b>  |                  |              | <b>1 per 250 sqm</b>   |
| <b>ALL OTHER B CLASS USES</b>  |                  |              |  |
| <b>2 spaces plus 1 space per 50 – 100 sqm of gross floorspace</b>                                    |                  |              | <b>(a) B1(b) (c) (business) –</b><br><b>1 per 250 sqm</b>                          |
|  |                  |              | <b>(b) B2 – B8 (General Industry storage and distribution)</b><br><b>1 per 500</b> |

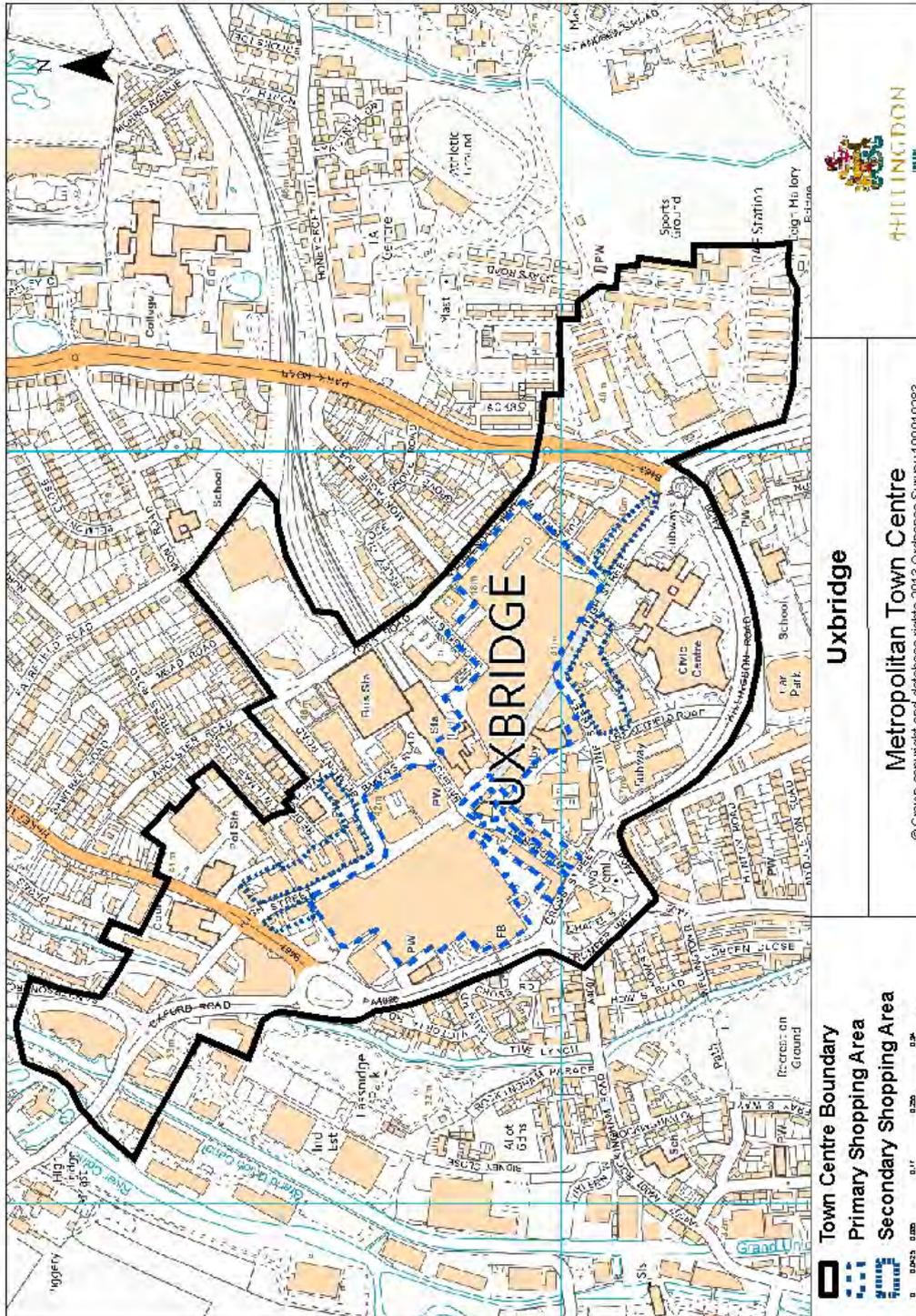
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| <b>DWELLINGS WITH CURTILAGE</b>  |   |
| 2 spaces per dwelling  | (a) 1 per 1 or 2 bed unit.<br>(b) 2 per 3 or more bed unit          |
| <b>FLATS</b>   |   |
| 3 - 4 or more bedrooms - 2 spaces per unit<br>1 – 2 bedrooms - 1.5 - 1 spaces per unit<br>Studio - 1 space per 2 units<br><br>(a) Proposals must also accommodate visitor’s car parking on-site additional to the above<br><br>(b) Car parks must be allocated to dwellings. | (a) 1 per studio, 1 or 2 bed unit.<br>(b) 2 per 3 or more bed unit. |
| <b>HOSTELS</b>   |   |
| 1 space per manager plus 1 space per 20 resident bed spaces.<br><br>Variance to this may be permitted, subject to a transport appraisal and travel plan.   | Level of provision subject to appraisal.                            |
| <b>HOUSES IN MULTIPLE OCCUPATION</b>   |   |
| For a HMO with up to 6 occupants:<br><br>1 space per 2 occupants.<br><br>For HMOs over 6 occupants, car parking requirements will be assessed through a transport appraisal and travel plan.   | 1 per occupant  |

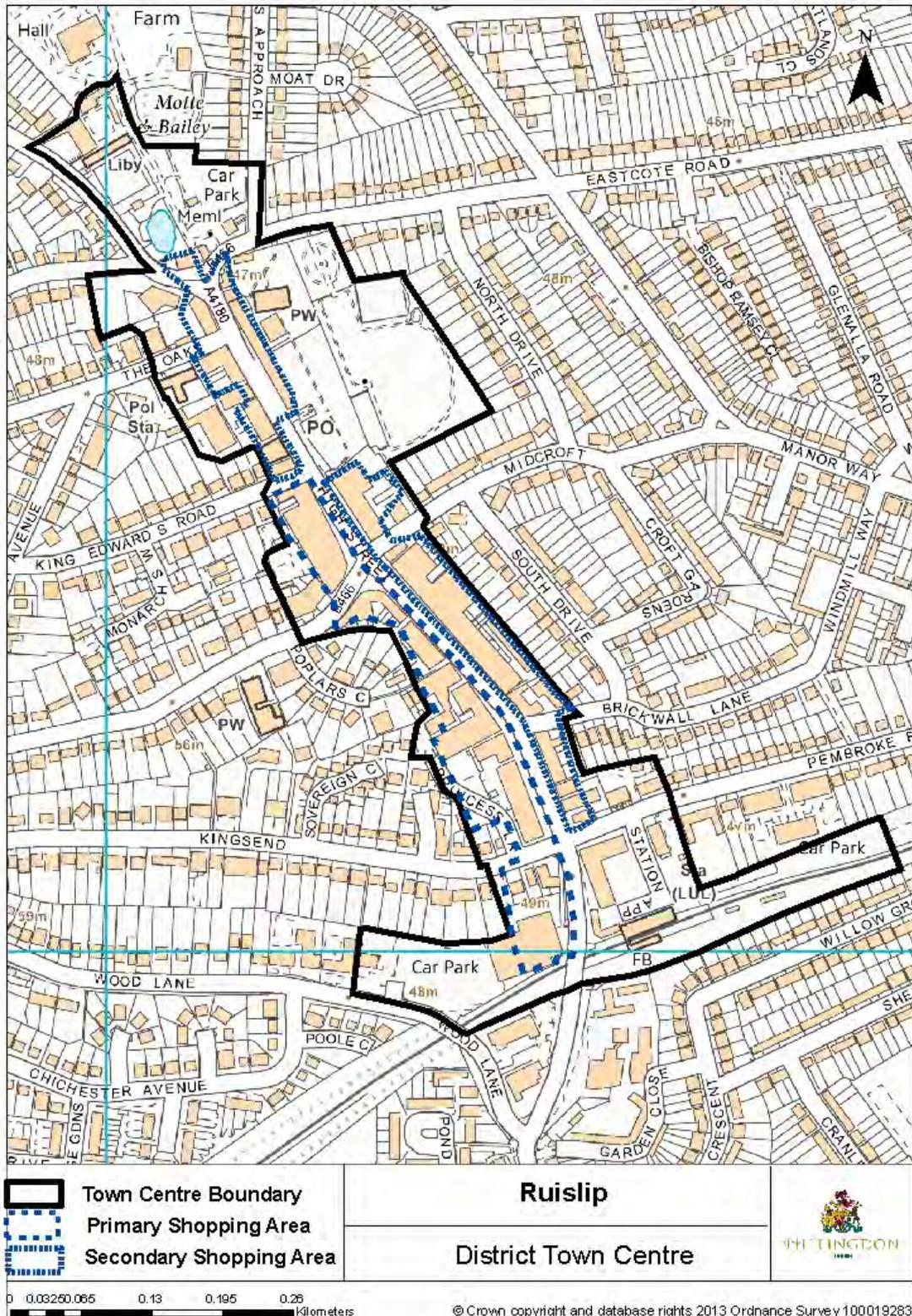
| <b>HOTELS AND GUESTHOUSES</b>  |  |
|--|--|
| <p>On an individual basis and in addition to car parking requirements:</p> <p>(a) Provision for taxi pick up and set down to be provided.</p> <p>(b) One coach parking space is required per 50 rooms.</p> <p>(c) Within existing and proposed hotel developments, the use any of the hotel car parking for car rental operations or short/long stay airport or other public car parking will require planning permission.</p> <p>(d) Hotels which include function/banquet and dining rooms (which may include: ballrooms, conference and meeting rooms, exhibition space, restaurants, cafés/ bar areas, nightclubs and any other rooms capable of use for hosting functions, business meetings or for eating/drinking) will require a transport appraisal to assess the level of car parking.</p> | <p>1 per 10 staff</p>  |
| <b>BOARDING SCHOOLS, RESIDENTIAL COLLEGES AND STUDENT HALLS OF RESIDENCE</b>   |  |
| <p>On an individual basis using a transport assessment and travel plan.</p>  | <p>1 space per student</p>   |
| <b>RESIDENTIAL INSTITUTION (INCLUDING CARE HOMES)</b>  |  |
| <p>Either using a transport assessment and travel plan, or 1 space per four dwelling units, minimum 2 spaces, plus 1 space for warden. Where relevant provision is also to be made for emergency vehicle parking, loading and unloading.</p>   | <p>(a) Care homes - 1 per 3 staff</p> <p>(b) Other uses – level of provision subject to appraisal.</p> |

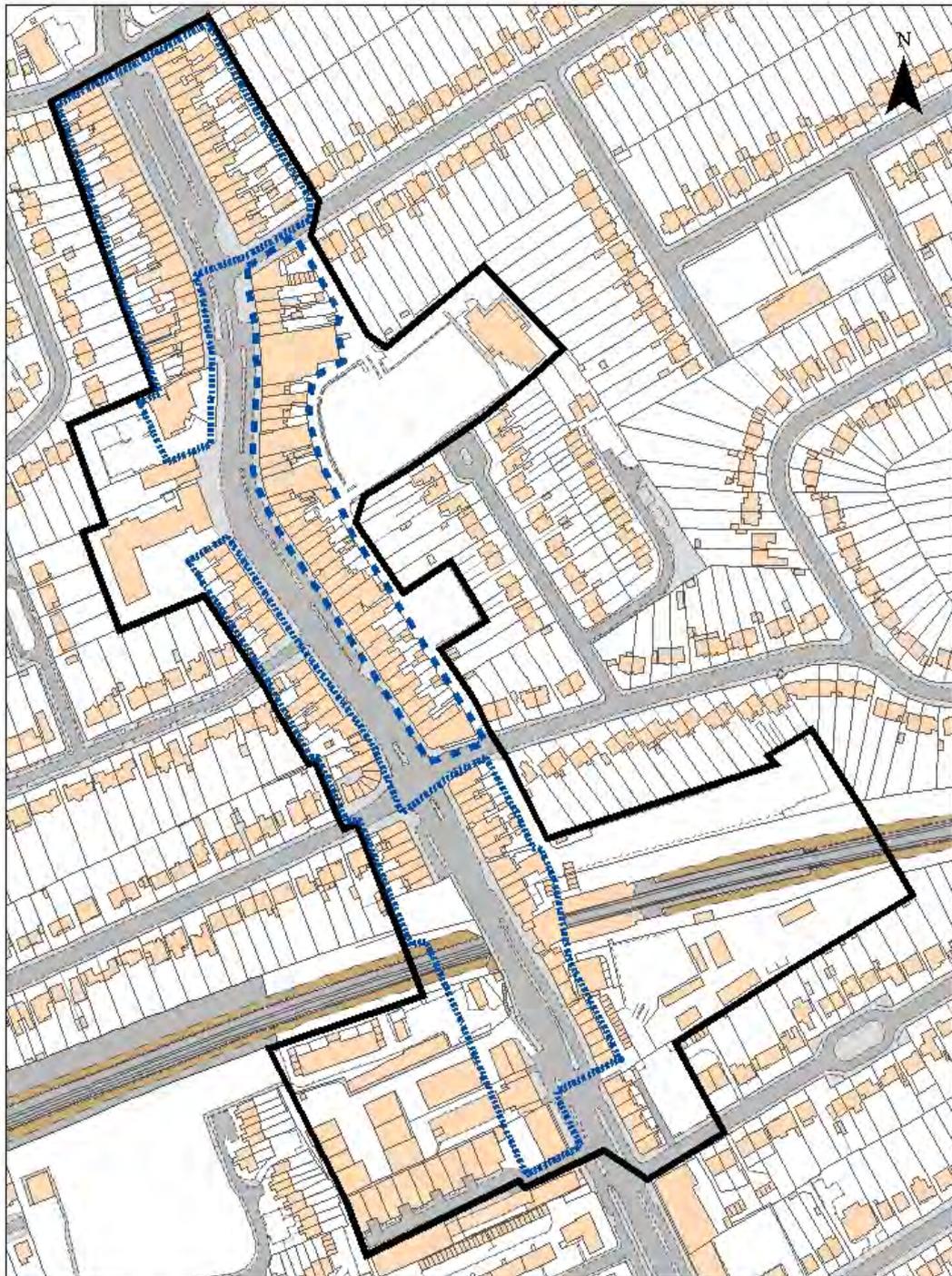
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| <b>HOSPITALS</b>  |   |
| <p>Additionally provision to be made for emergency vehicle parking, loading and unloading.</p> <p>Car parking on an individual basis using a transport assessment and a travel plan.</p>          | <p>1 per 5 staff and 1 per 10 visitors</p>  |
| <b>DAY CARE CENTRES, PRE-SCHOOL PLAY AND NURSERIES</b>  |   |
| <p>On an individual basis using a transport assessment and travel plan and in addition to car parking requirements, provision for pick up and drop off facility to be provided.</p>               | <p>Level of provision subject to transport assessment.</p>  |
| <b>HIGHER AND FURTHER EDUCATION ESTABLISHMENT (VOCATIONAL &amp; ACADEMIC) ADULT TRAINING CENTRES AND SCHOOLS</b>  |   |
| <p>On an individual basis using a transport assessment and where applicable school travel plan/travel plan.</p> <p>Where relevant, provision should be made for coach/bus access and parking.</p> | <p>1 per 10 staff or students</p>   |
| <b>MEDICAL AND OTHER HEALTH PRACTICES, INCLUDING DENTAL , VETERINARY AND ALTERNATIVE MEDICINE</b>   |   |
| <p>At least two spaces per consulting room to be provided</p>   | <p>(a) Health facilities/clinics - 1 per 50 staff + 1 per 10 visitors.</p> <p>(b) All others – level subject to appraisal</p> |
| <b>PLACES OF WORSHIP AND COMMUNITY CENTRES</b>  |   |
| <p>On an individual basis using a transport assessment and travel plan, and in addition provision for taxi set down and pick up where relevant</p>  | <p>(a) Libraries - 1 per 10 staff + 1 per 10 visitors</p> <p>(b) All others – level subject to appraisal</p>                  |

|   |  |
|---|--|
| <b>THEATRES AND CINEMAS, NIGHTCLUBS, BANQUETS AND FUNCTION ROOMS</b>  |  |
| On an individual basis using a transport assessment and travel plan, and in addition provision for taxi set down and pick up where relevant | (a) 1 per 20 staff + 1 per 50 seats<br><br>(b) all others - level subject to appraisal                                   |
| <b>HEALTH CLUBS LICENSED CLUBS AND SPORTS FACILITIES WITHOUT A LICENSED CLUB HOUSE, SWIMMING POOLS</b>                                      |  |
| On an individual basis using a transport assessment and travel plan, and in addition provision for taxi and bus/coach access and parking    | (a) Leisure facilities - 1 per 10 staff and 1 per 20 peak period visitors<br><br>(b) Others – level subject to appraisal |

## APPENDIX D: TOWN CENTRE MAPS







-  Minor Centre Boundary
-  Primary Shopping Area
-  Secondary Shopping Area

**Eastcote**

District Town Centre

