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## 1 Introduction

### The Local Development Framework

**1.1** The Core Strategy is the key strategic planning document for Hillingdon and will support the delivery of the spatial elements of the Sustainable Community Strategy. It sets out the long-term vision and objectives for the Borough, what is going to happen, where, and how it will be achieved. While the Core Strategy includes broad policies for steering and shaping development, it does not set out guidelines for decisions about planning applications (this will be done through the Development Management document) and nor does it allocate specific sites (this will be done through the Site Allocations document and Proposals Map).

**1.2** The Core Strategy is consistent with the Sustainable Community Strategy, which focuses on three key components that together make up Hillingdon now and in the future, people, place and prosperity. Emerging from these three components are the six priority themes of the [Sustainable](#) Community Strategy, i.e. improving health and wellbeing; strong and active communities; protecting and enhancing the environment; making Hillingdon safer; a thriving economy; and improving aspiration through education and learning.

**1.3** These themes are taken forward in the Core Strategy, which has an ambition for Hillingdon to be an attractive and sustainable borough. This Strategy encourages sustainable use of land, resources and the natural environment, methods of travel and the design of development that helps to create sustainable communities, and minimises harmful impacts on climate, biodiversity, landscape and neighbourhoods.

[This Core Strategy has been produced against a backdrop of challenging economic times and in addition to the Sustainable Community Strategy it also reflects the following priority themes of the Council's wider vision:](#)

- [Putting residents first at the heart of everything we do and promoting civic pride;](#)
- [Protecting and enhancing the borough's natural environment;](#)
- [Improving buildings, roads and footways and ensuring that new buildings fit in with the natural environment; and](#)
- [Maintaining the solid approach to financial management that has delivered our success to date and which is vital going forward.](#)

**1.4** The Core Strategy is one of the documents that makes up Hillingdon's Local Development Framework (LDF). Together with the London Plan, the LDF comprises the borough wide development plan and sets out the growth that is expected to take place in the borough up to 2026. It covers issues such as the number of new homes to be built and changes in employment land.

**1.5** The LDF is made up of the following documents:

- Hillingdon's Core Strategy: A Vision for 2026
- Development Management Policies: Policies that will be used to determine planning applications
- Site Allocations: Specific site proposals for land uses such as housing and employment
- Proposals map: Where site proposals are located
- Heathrow Area DPD: A strategy for growth in the Heathrow Opportunity Area

**1.6** A considerable amount of work has been undertaken to ensure that the Core Strategy reflects local issues and is based on sound evidence. It has been developed through discussion with Hillingdon Partners to ensure a close fit with the Sustainable Community Strategy. This version of the Core Strategy has evolved following consultation on the following documents:

- **Issues and Options** (Spring 2005): This document set out the key social, environmental and economic issues facing Hillingdon with a number of strategic alternatives.
- **Preferred Options** (Autumn 2005): This built on the Issues and Options document and identified a preferred option.
- **Revised Preferred Options** (Spring 2007): Refined the process further and identified a series of challenges for Hillingdon with alternative options.
- **[A Vision for 2026: Local Development Core Strategy Consultation Draft \(June 2010\): Sets out the revised seven point Vision for Hillingdon, based on discussions with its Local Strategic Partnership](#)**

~~1.7 The comments received from these consultations have helped to shape the content of this Core Strategy. Other factors which have influenced the document include additional evidence base reports, changes in national and regional policies, and best practice guidance from government agencies. The format is necessarily different from previous versions as the Core Strategy is being prepared separately from the Site Allocations and Development Management Development Plan Documents.~~

### How to get involved - making representations

~~1.8 You are invited to comment on this Core Strategy Consultation Draft June 2010 (Regulation 275 stage) and accompanying Sustainability Appraisal. The 6 week public consultation begins on 16th June 2010 and ends on 30th July 2010.~~

~~1.9 All documents are available to view on the Council's website at [www.hillingdon.gov.uk](http://www.hillingdon.gov.uk) under 'Have your say' and at public libraries throughout the borough, Hayes One Stop Shop, 49-51 Station Road, Hayes (Monday 8.30am - 4.30pm, Tuesday 9.30am - 4.30pm, Wednesday-Friday 8.30am - 4.30pm) and at Planning Information Services, Level 3, Civic Centre, Uxbridge (Monday, Tuesday, Wednesday and Friday 9.00am - 5.00pm, Thursday 9am - 7.30pm).~~

~~1.10 All information will be available on request in Braille, large copy print, audio cassette or in a number of different languages other than English.~~

~~1.11 Representations can be made in the following ways:~~

- **Submit an on-line response on the Council's website under ['Have your say'](#)**
- **By email** - [ldfconsultation@hillington.gov.uk](mailto:ldfconsultation@hillington.gov.uk)
- **By writing to us** at LDF Team 3N/02, Planning, Environment and Community Services, Civic Centre, High Street, Uxbridge, UB8 1UW.
- **By completing a consultation response form.** You can request a form by contacting us on 01895 250230. All forms should be returned to LDF Team at the above address.
- **By fax** on 01895 277042, marked for the attention of the LDF Team.

**1.12** Please note that copies of representations will be made available on request for inspection at the Council offices. They cannot therefore be treated as confidential. All responses must be received by ~~5pm on Friday 30th July 2010~~. Comments received after the end of the consultation period do not have the right to be considered.

### Next Steps

**1.13** Following the consultation period, the Council will carefully consider all representations received and where appropriate, seek to resolve objections. This document will then be amended and formally submitted to the Secretary of State, with a statement of all representations submitted during the consultation process and how this influenced the policies and provisions of the document.

**1.14** ~~The submitted document will be made available for another statutory six week period during which formal representations can be made.~~

**1.15** All representations received to the submission version will be considered at an Examination to be conducted by an independent Planning Inspector. He / she will test the 'soundness' of the plan. The Inspector's report will be binding on the Council. The Core Strategy is scheduled for adoption in December 2011.

### Structure of this document

**1.16** This document is structured in two parts:

- **Chapters 2-4:** Look at how the Vision has been developed, what it means for Hillingdon and how it will be achieved
- **Chapters 5-9:** Contain the policies that will deliver the Vision through to 2026

## 2 A Summary of The Vision

**2.1** The Core Strategy starts from an overall vision of what the Strategy is trying to achieve. The vision forms the basis of a series of strategic objectives which are the stepping stones to deliver the vision. These strategic objectives provide the overarching framework for the more detailed core policies that set out how the vision will be delivered.

**2.2** Taking account of the priorities in the Sustainable Community Strategy, the Core Strategy has a seven point vision, which sets out how the borough will look in 2026.

### The Vision for Hillingdon 2026

**Hillingdon continues to prosper, through the implementation of the following seven point vision:**

- Hillingdon is taking full advantage of its distinctive strengths with regard to its ~~places and communities~~ places, communities and heritage<sup>a</sup>
- The social and economic inequality gaps in Hillingdon are being closed
- Improved environment and infrastructure is supporting healthier living and helping the borough to mitigate and adapt to climate change
- Economic growth has been concentrated in Uxbridge, Heathrow and the Hayes/West Drayton Corridor, without ignoring local centres
- Improved accessibility to local jobs, housing and facilities is improving the quality of life of residents
- Hillingdon has a reliable network of north/south public transport routes and improved public transport interchanges
- Hillingdon has continued to prosper from the presence of Heathrow

## End Notes

- a. English Heritage (116/5).



## 3 A Portrait of Hillingdon - where we are now

### Hillingdon's Characteristics

#### Hillingdon's Characteristics

**3.1** Hillingdon has approximately 250,000 residents and covers an area of 44 square miles. The borough has a strong economy and excellent transport links to/from London, the west of England and the world. As one of the greenest boroughs in London, Hillingdon is in general a healthy place to live and crime rates are falling.

**3.2** Notwithstanding the above, Hillingdon is a borough of contrasts. The area to the north of the A40 is semi-rural, with Ruislip as its main district centre. The south of the borough is more densely populated, urban in character and contains the metropolitan centre of Uxbridge and the district centres of Hayes and West Drayton. Most of the area south of the A40 finds itself in the top 40% nationally in terms of deprivation. Parts of West Drayton, Yeading, and Townfield fall into the 20% most deprived category.

**3.3** These issues set the scene for the Core Strategy. The starting point for developing a forward looking vision for Hillingdon is to understand where we are now and how the borough's positive attributes can be used to address the key challenges that are expected to arise through to 2026. Key facts that have contributed to the vision are as follows:

## Hillingdon's Key Facts

### Population

- Hillingdon is home to approximately 250,000 residents and the population is expected to increase by approximately 5% 14% over the period of the Core Strategy
- Under 16 year olds currently represent approximately 20% of Hillingdon's population. This figure is expected to remain relatively unchanged up to 2026
- As a result of a recent increase in birth rates, the population of 0-2 year olds is now significantly higher than in recent years
- ~~Those aged 65 and over currently represent 15% of the borough-wide population, increasing to 16.5% in 2026. Statistics indicate that the current and predicted proportion of residents of this age is lower than the wider UK demographic~~ Those aged 65 and over currently represent 15% of the borough-wide population. This population group will increase to 17.65% of the population between 2011-2026.<sup>a</sup>
- At a borough-wide level, the proportion of residents from non-white British ethnic groups is below the average for outer London, however the proportion of ethnic groups living in Hayes is well above this average
- Hillingdon is the 11th most deprived borough in outer London. Most of the areas south of the A40 fall into the top 40% of most deprived areas in England
- The average household income is £34,000 per annum. This is nearly £4,000 higher than the national average and just under £3,000 less than the Greater London average
- The borough has a crime rate better than the average for London, but with considerable variations between wards. There has been a gradual fall in the annual crime count from 28,144 in 2006/7, 26,390 in 2007/8 to 25,419 (as of November 2009)

## Economy

- Heathrow is a major contributor to the UK economy at all levels; it directly employs over 76,500<sup>(1)</sup> people with around 170,000 indirect jobs generated by the airport
- Around 9,000 of Hillingdon's residents work at Heathrow Airport (which is 1 in 15)
- Each year Heathrow accommodates 480,000 flights and approximately 67m passengers. By 2015 passenger numbers at Heathrow Airport are predicted to rise to 80mppa; this is under current operating conditions. Although this may have the potential to create more jobs it will also bring added pressures to the road network and public transport capacity which will need to be recognised and addressed.
- Uxbridge is the main urban centre and there are a further 15 town and neighbourhood centres <sup>(2)</sup> and 46 local parades
- Hillingdon is home to around 8,400 registered businesses providing 188,600 jobs
- Hillingdon's resident working age population has below average qualifications of NVQ1-4 or above
- 25.3% of unemployed are 16-24 year olds compared to 14.3% nationally
- ~~26.9% of working age residents are in 'skills poverty' (below NVQ Level 2), yet the number of adult learners is the lowest in West London.~~
- 26.9% of working age residents are below NVQ Level 2 standard – above both the London and national average. Residents are also less well qualified at Level 4 and above compared with London as a whole – 26.5% compared with 36.9% for London.<sup>(3)</sup>
- There is significant commuting out of the borough to central London and the Thames Valley, and significant in-commuting (for example nearly 88% of the workforce at Heathrow Airport live outside the borough and around 68% travel to work by car)
- Hillingdon's manufacturing sector is declining but office-based industries are growing
- Only 37% of local jobs are taken by Hillingdon residents

1 Heathrow Employment Survey 2008/09:summary report (Heathrow Airport Limited, March 2010)

2 District, Minor and Local Centres are collectively referred to in this Strategy as 'neighbourhood centres'

3 [Hillingdon Profile 2008](#)

### Housing

- Hillingdon currently has ~~106,606~~ 99,800<sup>(4)</sup> households
- By 2028 there will be ~~114,000~~ 113,303 households living in the borough
- Approximately 33% of households in the borough are unable to afford market housing
- The London Plan (2008) sets an annual monitoring target to provide 365 new homes per annum
- The GLA has indicated that ~~the~~ Replacement London Plan (2009) ~~indicates that Hillingdon will need to provide 620 new homes per annum~~ will set an annual monitoring target for Hillingdon to provide 425 new homes per annum.
- ~~In accordance with the London Plan (2008), the~~ **The** Council seeks to provide 50% **35%** of all new housing provision as affordable housing.

### Environmental Management **Status**

- Hillingdon is one of the greenest London boroughs with over 5,000 acres of open countryside including 4,970 hectares of Green Belt. Hillingdon contains:
  - 200 parks and open spaces that cover approximately 1,800 acres, containing a mixture of habitats with over 11,500 species.
  - Over 8,000 individual trees and woodlands protected by Tree Preservation Orders and over 15,000 highway and Hillingdon Homes trees.
  - 1 National Nature Reserve Ruislip Woods surrounds Ruislip Lido, a 60-acre lake.
  - 6 Sites of Special Scientific Interest (SSSIs), 14 sites of Metropolitan Importance for Nature Conservation, 61 sites of Borough Importance (17 Grade I, 44 Grade II), including parts of Hillingdon House Farm and 9 sites of local importance.
  - Approximately 7% of the borough is covered by Conservation Areas
  - A number of rivers run through the borough, the Colne, Frays, Yeading Brook Pinn<sup>b</sup> and Wraysbury as well as approximately 20 kms of Grand Union Canal.
  - Approximately 7000 properties (6%) are located in areas of flood risk.
  - Large parts of Hillingdon sit above a Principal Aquifer.<sup>c</sup>
  - Hillingdon is a major producer of minerals compared to other London boroughs.
  - The southern two-thirds of the borough is designated an Air Quality Management Area. This is due to high levels of nitrogen dioxide above recognised national and European Union levels associated with the major road network in the borough and the operation of Heathrow Airport
  - In addition to contributing to poor levels of local air quality, the operation of Heathrow Airport has further significant impacts on local residents in the south of the borough and adjoining areas including traffic congestion, crowded public transport and high noise levels. ~~Approximately 7000 properties (6%) are located in areas of flood risk.~~
- Hillingdon has the fourth highest carbon emissions of the thirty-three London boroughs with:
  - 432,000 tonnes from transport within the borough (aviation fuel and motorway travel are excluded).
  - 8 tonnes of CO2 per person.
  - 560,000 tonnes of CO2 from domestic fuel.
  - 1,000,000 tonnes of CO2 from industrial processes.
- ~~Heathrow Airport has a significant impact on local residents living in the south of the borough and in adjoining areas. Some of the adverse impacts include congestion, noise and poor air quality.~~
- ~~Significantly high concentrations of nitrogen dioxide (NO2) are found around the major roads in the borough and around Heathrow Airport.~~

### Built Environment and Heritage

- Hillingdon is a suburban borough containing areas of 1930s development and typical “Metro land” estates with the most common house type being semi-detached (40.3%) followed by terraced (27.9%)
- Hillingdon's designations include:
  - 30 conservation areas and 14 Areas of Special Local Character (ASLC)
  - 410 [409](#) statutory listed buildings and 407 [292](#) locally listed buildings<sup>d</sup>
  - 5 Scheduled Ancient Monuments and 9 Archaeological Priority Areas
  - [1 entry in the English Heritage Register of Historic Parks and Gardens \(Church Gardens, Harefield, Grade II\)](#)
  - [1 Article 4 Direction \(Daisy Cottages, West Drayton Green\)](#).
- The borough includes distinctive building types ranging from timber framed buildings in semi-rural settings to groups of Victorian workers' houses
- There are examples of early concrete and steel industrial buildings
- Hillingdon includes high quality modern buildings such as those at Stockley Park which is internationally renowned for its quality of building and landscape design.

### Community Facilities

- Hillingdon maintains 92 educational establishments made up of 65 primary schools, 18 secondary schools, 6 special schools, 1 nursery and 2 pupil referral units.
- ~~A number of secondary educational establishments in the borough are subject to improvements and in some cases redevelopment through the BSF21 programme, part of the Government's Building Schools for the Future programme:~~
- [Hillingdon's primary and secondary school provision will need to react to Hillingdon's changing demographics. The Core Strategy supports proposals to address any such needs that are identified.](#)
- The borough contains one further educational establishment (Uxbridge College) and ~~one University (Brunel)~~ [two Universities; Brunel and Bucks New University.](#)
- Hillingdon Primary Care Trust owns and manages 25 health centres, clinics and administrative buildings and manages 51 GP practices.
- Hillingdon Hospital (Acute Care) Trust manages Hillingdon Hospital and Mount Vernon Hospital in the north of the borough.
- There are currently 87 places of worship in Hillingdon.
- ~~Hillingdon contains 4 Metropolitan Police Stations facilities, with additional facilities located at Heathrow. The borough also accommodates 4 London Fire Brigade Stations.~~ [Hillingdon contains 5 Metropolitan Police Stations, with additional facilities located at Heathrow. The borough also accommodates 4 London Fire Brigade Stations.](#)<sup>e</sup>

### Culture and Leisure

- Hillingdon has Museum collections at Uxbridge Library and Brunel University as well as 17 public libraries and one mobile library
- The borough plays host to the popular BIGfest music and arts festival
- Hillingdon opened the first 50m indoor swimming pool in London for 40 years in March 2010 and the borough boasts a rich collection of sports and leisure facilities, including the new Sport and Leisure Centre in Botwell Green.
- The borough contains 4 public golf courses in Ruislip, Northwood (Haste Hill), Stockley Park and Uxbridge along with 23 public swimming pools and 3 Fitness Zones located in Ruislip and Hayes.

### Transport

- The borough is home to Heathrow Airport, a key gateway for the UK and one of the busiest airports in the world. Heathrow Airport is also the second busiest public transport interchange in the UK, with rail, bus and coach links around the country
- ~~There is excellent road access into and out of central London on the M4, A40, A312 and nearby M25 and M40; however these have congestion and environmental impacts~~ Hillingdon has some of the busiest parts of London's strategic road network including the M4, A40, A312 and the nearby M40 and M25. Whilst providing decent through-access to central London these roads are currently at capacity and bring high levels of congestion and environmental impacts to nearby residential areas and increased journey times for businesses.
- North to south road and public transport accessibility within the borough is severely constrained
- 55.6% of residents travel to work by car
- National rail connections are available into central London from Heathrow (via the Heathrow Express and Heathrow Connect service) and West Drayton and Hayes (to Paddington) and West Ruislip and South Ruislip into Marylebone
- The borough contains 13 Underground stations for the Piccadilly, Metropolitan and Central Lines with interchanges at Heathrow, Uxbridge and West Ruislip
- Further enhancements to the rail network are planned, including Crossrail and Airtrack
- Northolt Aerodrome provides handling facilities for private flights in addition to Ministry of Defence activities.
- Uxbridge station provides the most significant interchange between the Underground and bus services with 140 bus and 12 train services per peak hour (over 5.4 million trips per year)
- Hayes and Harlington station is the borough's second most important rail interchange with 94 bus and 15 train services per peak hour (over 1.2 million trips per year)
- Heathrow Terminals 1,2 and 3 have over 8,000,000 trips per year and Eastcote station has over 2,000,000 trips per year
- Walking trips have declined whilst cycle trips have marginally increased in recent years
- The borough has a strong school travel plan programme in place

## Main Challenges

**3.4** The main challenges to be addressed in the Core Strategy are set out in Table 3.1. These have been identified from the key facts outlined above and also from evidence of the changes that will take place in the borough up to 2026. Further information on each of the main challenges and how these are addressed is contained in Chapters 5-9.

**Table 3.1 Main Planning Challenges for Hillingdon**

Topic	Issue	Policy
The Economy	London Plan requirement to accommodate a proportion of 9-11,000 new jobs in Heathrow Opportunity Area <sup>(5)</sup>	E1, E2
	London Plan requirement to adopt a 'Limited Approach' to the transfer of industrial sites to other uses <sup>(6)</sup>	E1
	London Plan requirement to deliver a proportion of new hotel growth <sup>(7)</sup>	E2
	Resident working age population has below average qualifications and a low number of adult learners	E7
	Pockets of deprivation within the borough	E7
	Low level of business start ups and small affordable business units	E6
	Continued pressure for expansion at Heathrow Airport with economic benefits at a national level but significant adverse local impacts	E3
	Pressure on employment land for other uses	E1
	Threat to market position of Uxbridge through increased competition from other major retail centres	E5
	Threats to the viability and vitality of town and neighbourhood centres	E4
Housing	Overall housing needs and affordable housing in the borough	H1, H2

5 See Table 5.1 for further details

6 Industrial Capacity: London Plan (Consolidated with Alterations since 2004) Supplementary Planning Guidance (Greater London Authority, March 2008)

7 See Table 5.2 for further details



Topic	Issue	Policy
	Insufficient appropriate forms of affordable tenure, particularly intermediate housing	H2
	A proposed significant increase in Hillingdon's London Plan annual housing monitoring target	H1
	The need to agree a borough affordable housing target	H2
	The requirement in the London Plan for an increased number of gypsy and traveller pitches	H3
	Retention of indicative housing density targets <a href="#">contained in Table 3.2 of the Replacement London Plan<sup>f</sup></a>	H1
	Delivery of energy efficient housing	BE 1
Community Facilities	Need to provide sufficient community infrastructure to underpin growth, as defined in the Strategic Infrastructure Plan (SIP).	CI 1
	Opportunity to improve access to community infrastructure, particularly for residents in areas of identified need.	CI 1
Environmental Management <a href="#">Issues</a>	<del>The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community<sup>g</sup></del>	EM2, EM3, EM4, EM5
	The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community	<a href="#">EM2</a> , EM3, EM4, EM5
	Pressure to balance the demands of growth and the impacts of flood risk with minimal harm on the environment	EM1, EM6
	<a href="#">The need to maintain and improve the current water resources and quality<sup>h</sup></a>	<a href="#">EM8</a>
	Pressure for release of green belt land, Metropolitan Open Land and Green Chains for other uses	EM2
	The need to <a href="#">control, reduce and</a> mitigate noise <del>and air quality impacts</del> , especially around Heathrow and the major road network	EM1, EM8

Topic	Issue	Policy
	<u>The need to mitigate air quality impacts especially around the strategic road network and Heathrow Airport, in order to work towards achievement of both national and European Union standards at relevant locations and improve the local air quality for communities.</u>	<u>EM1, EM8</u>
	National and EU requirements to meet climate change and carbon dioxide emission targets	EM1, EM8
	Threats to the biological and geological interests of the borough from development pressures and climate change	EM1, EM7
	The need to meet the London Plan mineral apportionment figures	EM9, EM10
	The need to minimise waste	EM11
Historic and Built Environment	<del>The need to maintain the character, identity, suburban qualities and historic fabric of the Borough's places and buildings</del>	BE1, HE1
	<u>The need to maintain the historic character, identity, suburban qualities of the Borough's places, buildings and spaces</u>	
	<u>The need to conserve and enhance the historic significance of the Borough's heritage assets and settings</u>	<u>BE1, HE1</u>
	Pressure for high density residential developments	BE1
	Loss of local characteristics through unsympathetic design	BE1, HE1
	Balancing new sustainability requirements to combat climate change whilst protecting the existing character of places, in particular within conservation areas	EM1
	Demand for large scale commercial/ mixed use developments particularly in the southern part of the Borough on the fringe of Green Belt and/ or Conservation Areas.	BE1, HE1
Transport	Poor north/south public transport links	T2

Topic	Issue	Policy
	Slow and deficient public transport access between Uxbridge and central London and other key centres.	T1, T2
	Delivery of planned public transport improvements at Heathrow, Hayes, West Drayton Uxbridge and West Ruislip.	T2, T3
	Congestion causing traffic delays, particularly in the 30 identified congestion hotspots <sup>(8)</sup>	T4
	Pressures on the road and public transport network from the high volume of vehicles associated with Heathrow Airport	T3
	Poor and unsustainable access to and from local destinations, including shopping centres, employment and leisure concentrations/areas	T4
	High dependency on private vehicles and low proportion of trips made by cycling, walking and public transport.	T1, T2, T4

## Major Infrastructure Projects

### Heathrow Expansion

**3.5** In January 2009 the government gave its support to the principle of a third runway at Heathrow. In April 2009 a legal challenge to this decision was submitted by Hillingdon and nine other claimants. In March 2010 the High Court ruled that ministers' decision to give a green light to the proposed third runway does not hold any weight<sup>(9)</sup>.

**3.6** If the Government decides to go ahead with the runway project it must now review the climate change implications of Heathrow expansion, the economic case for a third runway, and the issue of how additional passengers would get to a bigger airport. The judge has invited the Government to sign a legally binding undertaking that it will not base future aviation policy solely on its 2003 Air Transport White Paper<sup>(10)</sup>.

8 Identified in Hillingdon's Local Implementation Plan 2006/6-2010/11 (London Borough of Hillingdon, March 2006): Appendix 9

9 London Borough of Hillingdon & ORS v Secretary of State for Transport [2010] EWHC 626

10 The Future of Air Transport: Cm 6046 (Department of Transport, December 2003)

3.7 More recent policy developments, such as the report on climate change<sup>(11)</sup>, as well as the planned National Policy Statement for Aviation (NPS) due in 2011<sup>(12)</sup> will also have an impact on development plans for the airport.<sup>k</sup>

In March 2010 the High Court ruled that the previous Government's decision on the proposed third runway at Heathrow does not hold any weight<sup>(13)</sup>. As such, this proposal is not considered further in this Core Strategy.<sup>l</sup>

3.8 Currently, aircraft at Heathrow are only permitted to take off from one runway and land on the other except in certain circumstances. This action helps to regulate noise impacts on the surrounding area.<sup>m</sup> The Council strongly opposes any further capacity increase at Heathrow, including mixed mode<sup>(14)</sup> and any further runway expansion. In light of the above, the Council is taking a common sense approach to dealing with Heathrow Airport in the Core Strategy. Consistent with our Community Strategy, the Core Strategy policies seek to maximise the economic benefits of Heathrow, and reduce any negative environmental impacts of the airport and secure improvements for local communities. Detailed policy for the airport will form part of the Heathrow Area DPD (see Policy E3 in Chapter 5 of this Core Strategy).

### High Speed 2

3.9 The High Speed 2 (HS2) Company was set up in January 2009 to work with the then Government on the feasibility of a new rail route between London and the West Midlands. The Department of Transport issued a paper on 11<sup>th</sup> March 2010 which sets out the then Government's proposed strategy for High Speed Rail<sup>(15)</sup>. The proposed London-Birmingham route will run from London Euston via Old Oak Common (near Wormwood Scrubs prison) then via Ruislip, through the Chilterns to Birmingham. A connection to Heathrow will be provided by an interchange with Crossrail at a new Old Oak Common station.

3.10 In principle, the Council is supportive of a high speed rail network, although it does not support the preferred route (Chiltern line option). It considers that there is still a considerable amount of work to be undertaken on reviewing possible route options and that the review be dealt with in a way that fully takes into account more strategic and environmental issues, such as climate change objectives, as well as the impacts on residents and local community aspirations. However, this support will be very much conditional upon climate

11 Meeting the UK aviation target – options for reducing emissions to 2050 (Committee on Climate Change, December 2009)

12 The draft NPS for aviation will be published for consultation in 2011 by the Department of Transport

13 London Borough of Hillingdon & ORS v Secretary of State for Transport [2010] EWHC 626

14 Mixed mode is defined as "A method of operating two runways allowing for a mix of both take-offs and landings on each" in Adding Capacity at Heathrow: Consultation Document (Department for Transport, 2007): Appendix F Glossary and Abbreviations. Currently, aircraft at Heathrow are only allowed to take off from one runway and land on the other (spreading the noise burden). While Mixed Mode would allow for additional aircraft capacity for the airport, it would see increases in aircraft noise and pollution over a large area of West London and the South East.

15 <http://www.dft.gov.uk/pgr/rail/pi/highspeedrail/hs2ltd/hs2report/>

change objectives and local community aspirations being met. The Council will not support any proposals that could lead to an increase in demand for flights from Heathrow, an increase in road congestion or significant adverse local environmental impacts.

~~3.11 The Government's paper notes that the proposed scheme would come forward in phases from 2026. It is therefore outside the time frame of this Core Strategy, although clearly there will be implications for Hillingdon in the future. The Government will begin formal consultation on high speed rail in the autumn and the Council will make its response after careful consideration of the proposals. The Council is not seeking views on HS2 as part of this Core Strategy consultation.~~

The Coalition Government intends to begin an extensive public consultation on HS2 early in 2011. The proposal is to start pre-construction works in 2015 and begin construction in 2017. Given the uncertainty about HS2, particularly in terms of the preferred route and timescales for implementation, the implications of the proposal have not been fully considered in the Core Strategy at this stage.

## End Notes

- a. Metropolis PD on behalf of Mr Denis Oates (45/1), Ruislip Residents Association (50/2), Northwood Residents Association (53/2)
- b. Eastcote Residents Association (19/04)
- c. Environment Agency (90/1)
- d. BAA (75/4)
- e. Eastcote Residents Association (19/05)
- f. Eastcote Residents Association (19/6)
- g. Eastcote Residents Association (19/7)
- h. Environment Agency (90/1)
- i. English Heritage (116/6, 116/14)
- j. English Heritage (116/6)
- k. Y&WDT CAG (44/3)
- l. Y&WDT CAG (44/3)
- m. Greater London Authority (107/30)

## 4 The Vision - where we want to be

This chapter examines the Vision for Hillingdon in more detail and provides further explanation of how the borough will look in 2026, if the challenges identified in Table 3.1 are successfully addressed. It goes on to identify a series of Strategic Objectives to deliver the Vision, which form the basis of strategic policies in the document. The Vision was developed through discussion with Hillingdon's Local Strategic Partnership (Hillingdon Partners) and reflects the key priorities of the Sustainable Community Strategy.

**4.1** The previous chapter looked at where Hillingdon is now and this chapter looks to the borough's future. The Vision is an important part of the Core Strategy because it sets out the position of the borough in 2026. It presents a vision for Hillingdon that has been developed closely with Hillingdon Partners, and shows what the borough can look like if the main challenges outlined in Table 3.1 are tackled successfully.

**4.2** The Vision aligns with the six priority themes of the Council's Sustainable Community Strategy included in paragraph 1.2. Agreement was reached with Hillingdon Partners that this Vision provides a clear spatial expression of these priority themes.

### The Vision for Hillingdon 2026

Hillingdon continues to prosper, through the implementation of the following seven point vision:

- **Hillingdon is taking full advantage of its distinctive strengths with regard to its places and communities** places, communities and heritage<sup>a</sup>: The special character of the borough's natural and built assets have been protected and enhanced, fewer historic buildings heritage assets<sup>b</sup> and wildlife habitats are at risk, there are more locally-distinct buildings, and new higher standards of development, integrating renewable energy technology. More residents are accessing the borough's quality public open spaces, particularly in Harefield and south of the A40.
- **The social and economic inequality gaps in Hillingdon are being closed:** The social and economic contrast between different parts of the borough have been improved. Hillingdon residents are benefiting from safer and more inclusive communities. Successful strategies have identified and addressed the particular reasons for inequalities in areas of identified need.
- **Improved environment and infrastructure is supporting healthier living and helping the borough to mitigate and adapt to climate change:** Areas lacking the social, physical and green infrastructure required to support healthy lifestyles have been identified and measures are well under way to address these. Improved building design and less reliance on cars has helped the borough to reduce its carbon footprint. Generation of energy from renewable sources is common practice and older housing stock is also benefiting from climate change initiatives. Town and neighbourhood centres are the focus for community activities and have a diverse range of uses including health clinics, cultural activities, local and business services, as well as retail and office uses.

### The Vision for Hillingdon 2026

- Economic growth has been concentrated in Uxbridge, Heathrow and the Hayes/West Drayton Corridor, without ignoring local centres:** Sustainable growth around Heathrow and the Hayes/West Drayton corridor (Heathrow Opportunity Area) is being managed through the Heathrow Opportunity Area Framework. Hillingdon has maximised the potential of its heritage assets and<sup>c</sup> continues to retain viable mineral resources within the Opportunity Area. Regeneration in Hayes and West Drayton town centres is under way through new high quality mixed-use development and Crossrail stations. The best use will have been made of the Grand Union Canal.<sup>d</sup> Uxbridge has expanded its role as the main urban centre in the borough through the development of RAF Uxbridge, an improved public transport interchange, and fast Underground links into central London. Development in Uxbridge and the Heathrow Opportunity Area have led by example in setting standards for new quality development that meets the challenges of climate change. Local centres in the north of the borough continue to flourish as a result of improved community infrastructure.
- Improved accessibility to local jobs, housing and facilities is improving the quality of life of residents:** More residents are enjoying the benefits of an improved quality of life. There is a wider choice of housing, and workplaces are located where they are accessible by a range of transport options and neighbourhoods that lack adequate facilities and services have been addressed. Low emissions strategies are helping to improve air quality with associated health benefits.
- Hillingdon has a reliable network of north/south public transport routes and improved public transport interchanges:** Previously poor north south public transport access in the borough has been addressed. New services link Heathrow and the Hayes/West Drayton corridor through Uxbridge to Northwood, Ruislip, Eastcote and Harefield. Improved public transport interchanges have been created at Heathrow, Hayes, West Drayton, Uxbridge and West Ruislip and more people are using public transport, reducing the dependence on cars which has eased congestion throughout the borough. As a whole the borough is benefiting from Crossrail.
- Hillingdon has continued to prosper from the presence of Heathrow:** The economic benefits of Heathrow Airport are being harnessed by local people through access to jobs and links to training to create greater prosperity, ~~especially in the south of the borough with improved air quality and benefits to the environment~~ whilst securing improved local air quality, reductions in noise and other benefits to the environment for the local communities.



## Strategic Objectives to deliver The Vision

**4.3** The following Strategic Objectives are the stepping stones to deliver the Vision and form the basis of policies contained in chapter 5-9.

**Hillingdon is taking full advantage of its distinctive strengths with regard to its places, communities and heritage<sup>e</sup>:**

- SO1: Preserve ~~Conserve~~<sup>f</sup> and enhance the Borough's heritage and their settings by ensuring new development, including changes to the public realm, is ~~are~~<sup>g</sup> of high quality design, appropriate to the ~~age and architecture~~ significance of the heritage asset, and sensitive to the ~~character of its wider setting~~ **wider historic environment**.<sup>g</sup>
- SO2: Create neighbourhoods that are of a high quality sustainable design, **that have regard for their historic context and use sustainability principles which are sensitive and responsive to the significance of the historic environment**.<sup>h</sup> ~~are~~ distinctive, safe, functional and accessible and which ~~maintain~~ **reinforce** the identity and suburban qualities of the borough's **streets and public** places, **introduce public art to celebrate civic pride** and serve the long-term needs of all residents.
- SO3: Improve the quality of, and accessibility to, **the heritage value of**<sup>i</sup> the borough's open spaces, including rivers and canals as areas for sports, recreation, visual interest and bio-diversity, **education, health and well being**.<sup>j</sup> In addition, address open space needs by providing new spaces identified in Hillingdon's Open Space Study.
- SO4: Ensure that development contributes to a reduction in crime and disorder, is resilient to terrorism, and delivers safe and secure buildings, spaces and inclusive communities.
- SO5: Safeguard and promote areas of geological importance and make a proportionate contribution to West London's target to extract 0.5 million tonnes of minerals.

**The social and economic inequality gaps in Hillingdon are being closed:**

- SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.
- SO7: Address Hillingdon's housing needs by providing affordable housing as identified in Hillingdon's Housing Needs Study.

**Improved environment and infrastructure is supporting healthier living and helping the borough to mitigate and adapt to climate change:**

- SO8: Protect and enhance biodiversity to support the necessary changes to adapt to climate change. Where possible, encourage the development of wildlife corridors.
- SO9: Promote healthier and more active lifestyles through the provision of access to a range of sport, recreation, health and leisure facilities.
- SO10: Improve **and protect** air and water quality, **reduce adverse impacts from noise including the safeguarding of quiet areas**<sup>k</sup> **and reduce the impacts of contaminated land and safeguard quiet areas from noise pollution**.
- SO11: Address the impacts of climate change, in particular, ~~minimise carbon emissions~~ **and minimise emissions of carbon and local air quality pollutants** from new development and transport.

- SO12: Reduce the reliance on the use of the car by promoting safe and sustainable forms of transport, such as improved walking and cycling routes and encouraging travel plans.
- SO13: Support the objectives of sustainable waste management.

**Economic growth has been concentrated in Uxbridge, and the Heathrow and Hayes/West Drayton Corridor without ignoring local centres:**

- SO14: Provide 9,000 new jobs and accommodate most economic growth in Uxbridge and the Heathrow Opportunity Area.
- SO15: Protect land for employment uses to meet the needs of different sectors of the economy. Manage the release of surplus employment land for other uses.
- SO16: Manage appropriate growth, viability and regeneration of town and neighbourhood centres.

**Improved accessibility to local jobs, housing and facilities is improving the quality of life of residents:**

- SO17: Link deprived areas with employment benefits arising from the development of major sites and existing key locations.
- SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.
- SO19: Meet the current London Plan (2008) target to provide 365 new homes per annum and consider the revised targets in the Replacement London Plan (2009).
- SO20: Improve facilities at bus and underground/rail interchanges to promote sustainable growth in Uxbridge, Heathrow, the Hayes/West Drayton corridor and accessibility to other town centres.

**Hillingdon has a reliable network of north/south public transport routes and improved public transport interchanges:**

- SO21: Improve public transport services between the north and the south of the borough to ensure easier access between residential areas such as Northwood and South Ruislip, Hillingdon Hospital, Brunel University, Stockley Park and Heathrow Airport.
- SO22: Promote efficient use of public transport and in particular the enhancement of Underground services to Uxbridge and faster services to central London.

**Hillingdon has prospered from the presence of Heathrow:**

- SO23: Develop and implement a strategy for the Heathrow Opportunity Area, in order to ensure that local people benefit from economic and employment growth and social and environmental improvements including reductions in noise and air quality without detrimental social and environmental impacts.
- SO24: Optimise the potential employment and educational benefits of Heathrow airport for local residents.
- SO25: Maintain support for operational uses within the existing airport boundary and seek to minimise the environmental impacts from the airport wherever possible

## The Spatial Strategy

**4.4** Hillingdon's places and spaces are what makes the borough unique. The following section explains what the proposals shown on the Key Diagram and the policies contained in chapters 5-9 will mean for key places in Hillingdon.

### Summary of growth in the borough 2011-2026

**Table 4.1 Summary of Growth in Hillingdon 2011-2026**

Proposed growth during plan period	Growth figure
Total new jobs	9,000-11,000
Total new homes	5,475 - 9,300 <u>6,375</u> dwellings
New office-based jobs	6,400
New jobs in Heathrow Opportunity Area	A proportion of 9-11,000
New jobs in RAF Uxbridge town centre extension	Estimated 1,160 permanent direct jobs (175 indirect jobs)
New homes at RAF Uxbridge	Approximately <del>1,600</del> <u>969</u> <sup>m</sup>
Total designated employment land	358ha
Industrial and employment land release	17.58ha
Newly designated industrial and employment land	13.63ha
Additional hotel bedrooms	3,800-5,600
New retail floorspace in Uxbridge	18,855 sq.m

### Uxbridge

**4.5** The status of Uxbridge as the main urban centre in Hillingdon and a Metropolitan Centre in London will be strengthened. The town centre currently supports 100,000 sq metres of retail floorspace and the growth of retail, leisure and employment uses in Uxbridge town centre will be encouraged to support its Metropolitan status. Uxbridge requires 18,855 sq.m net of comparison goods floorspace between 2011 and 2026 and it will be promoted as a key location for offices and hotel development.

**4.6** Uxbridge town centre will be expanded to include the office component of the North Uxbridge Industrial Estate to the north west of Fasnidge Park and the RAF Uxbridge site. RAF Uxbridge is identified for high quality residential-led mixed-use development, accommodating up to 1600 homes, around 14,000 sq.m of office space, a 90 bed hotel and it will deliver an estimated 1,160 permanent jobs.

**4.7** The growth in employment, housing and leisure within Uxbridge will ensure new development is delivered in an area with existing transport and community infrastructure. This will help encourage sustainable modes of transportation and help to minimise carbon emissions.

**4.8** The Uxbridge industrial estates are strategic employment areas that will be protected from release for other uses.

**4.9** Transportation improvements are key to ensuring the future success of Uxbridge as a Metropolitan Centre. An enhanced transport interchange is proposed, including improved underground links to the capital. The exact nature and scale of transportation improvements required to support growth in Uxbridge will be defined through detailed assessment of proposals as they come forward.

**4.10** The Replacement London Plan (2009) estimates that 754 new homes will be delivered from large sites in Uxbridge north and Uxbridge south. ~~These figures have not been agreed and will be examined through the London Plan EiP.~~ These figures will be clarified through the London Plan EiP process.

#### Heathrow Airport

**4.11** The role of Heathrow Airport as a key employment area will be strengthened, whilst ensuring that only airport-related development will be located on the airport and the continuing demand for associated freight handling and commercial floorspace within the airport boundary will only be met as long as environmental conditions are improved and maintained. The aim is to maximise the economic benefits of Heathrow whilst mitigating the negative environmental and social impacts.

**4.12** Subject to protecting local amenity, the Council will optimise its mineral resources and prevent their sterilisation.

**4.13** The Heathrow Opportunity Area (OA) is identified in the current London Plan (2008) as being capable of accommodating a proportion of 11,000 new jobs and over 10,000 new homes. The area covers 821ha of land both inside and outside the borough. The Draft Replacement London Plan (2009) proposes a revised 700 ha Opportunity Area providing 9,000 new jobs to 2026 and 9,000 new homes. Further capacity testing is required by Hillingdon and Hounslow to establish what proportion of jobs and new homes in the Opportunity Area will be provided by each borough. However, the GLA's SHLAA identifies that a total of 318 dwellings could be accommodated in the Heathrow area, excluding Hayes and West Drayton. These figures will be discussed and clarified through the London Plan EiP process.

**4.14** ~~This Core Strategy sets out specific aims to tackle the poor air quality associated with the airport.~~ Heathrow Airport is the primary a major<sup>n</sup> source of adverse air quality emissions in the borough through aviation activities and associated infrastructure and transport. These emissions include nitrogen dioxide which can be harmful to human health, as well as greenhouse gases that are now accepted as contributing to climate change.<sup>o</sup> The growth of employment and housing in this area will be carefully managed so it does not have a detrimental impact on climate change initiatives.

Heathrow Airport is not yet at its recognised capacity for a five Terminal airport. The 'Adding Capacity at Heathrow Airport' states that the airport receives 63million passengers per annum (mppa). This is predicted to rise to 80mppa by 2015 with the inclusion of a fully operational Terminal 5. The Government has ruled out the development of a third runway, but has committed to looking at a 'better not bigger' approach to the Airport. In 2012, the Airport is likely to see a rise in the number of larger aircraft helping to increase the passenger numbers per year. The continued growth of the airport will be within the existing permissions but it will have an impact on the amount of vehicles on the road, and the supporting infrastructure. More hotels, office space, industrial and commercial uses will all be attracted to the Heathrow Opportunity area. This growth needs to be managed carefully to ensure there are no further adverse impacts on local air quality, and that greenhouse gasses can be minimised to reduce impacts on climate change.<sup>p</sup>

**4.15** A clearer definition of the Heathrow Opportunity Area boundary and specific growth figures for Hillingdon will be identified in a Heathrow Area Development Plan Document, to be developed with the Greater London Authority and London Borough of Hounslow.

#### Hayes/West Drayton

**4.16** The Hayes and West Drayton corridor will be a key location for employment growth in the Heathrow Opportunity Area.

**4.17** While traditional manufacturing has declined, the logistics and distribution sector has strengthened and the area contains a good mix of units to accommodate a variety of businesses.

**4.18** Stockley Park will continue to be a strategic employment site that could contribute a significant proportion of the new employment proposed as part of the Heathrow Opportunity Area. The park will need to deliver sustainable transportation opportunities alongside any further growth. The area contains a number of locally significant employment sites with potential for growth which will be protected from release for other uses.

**4.19** Some employment sites in the Hayes/West Drayton corridor will be partially released for mixed use development. A subsequent Site Allocations DPD will identify specific sites in Hayes, West Drayton and Yiewsley for mixed use development.

**4.20** Crossrail will be a catalyst for growth and regeneration in the corridor, particularly around Hayes town centre where the station will be modernised as a public transport interchange.

**4.21** The Grand Union Canal will be a key open space and blue/ green corridor with improved public access, ~~and enhanced natural environment~~ strong biodiversity habitats, and increased opportunities for recreation and leisure activities.<sup>q</sup>

**4.22** The Replacement London Plan estimates that 483 new homes will be delivered in the Hayes/West Drayton Corridor from sites over 0.25 hectares. These figures ~~have not been agreed and will be examined~~ clarified through the London Plan Examination In Public (EiP).

## Yeading

**4.23** Parts of Hayes End and Yeading are within the 20% most deprived areas of England. The Council will develop strategies to address the complex reasons for this deprivation.

**4.24** A key part of this Core Strategy will be improving access to open spaces, key employment areas and community facilities.

**4.25** The Replacement London Plan (2009) estimates that in the Yeading area to the north of the Uxbridge Road, 144 new homes will be delivered from large sites over 0.25 hectares. ~~These figures have not been agreed and will be examined through the London Plan EIP.~~ These figures will be clarified through the London Plan EIP process.

## North of the A40

**4.26** The green and open character of the area to the north of the A40 will be enhanced and access to public open space will be improved.

**4.27** Fray's Farm Meadows, Harefield Pit and the Gravel Pit will be protected and enhanced where possible. The natural environment north of the A40 represents an important part of Hillingdon's fight to tackle climate change. The natural environment will be protected and enhanced ~~where possible~~ with further opportunities for nature conservation identified through the Biodiversity Action Plan.

**4.28** Public transport links will be improved to increase access to employment areas, shops and services in the south.

**4.29** An improved transport interchange is proposed at West Ruislip.

**4.30** With the exception of Harefield, levels of deprivation to the north of the A40 are relatively low. Residents of Harefield will benefit from improved access to jobs and community services.

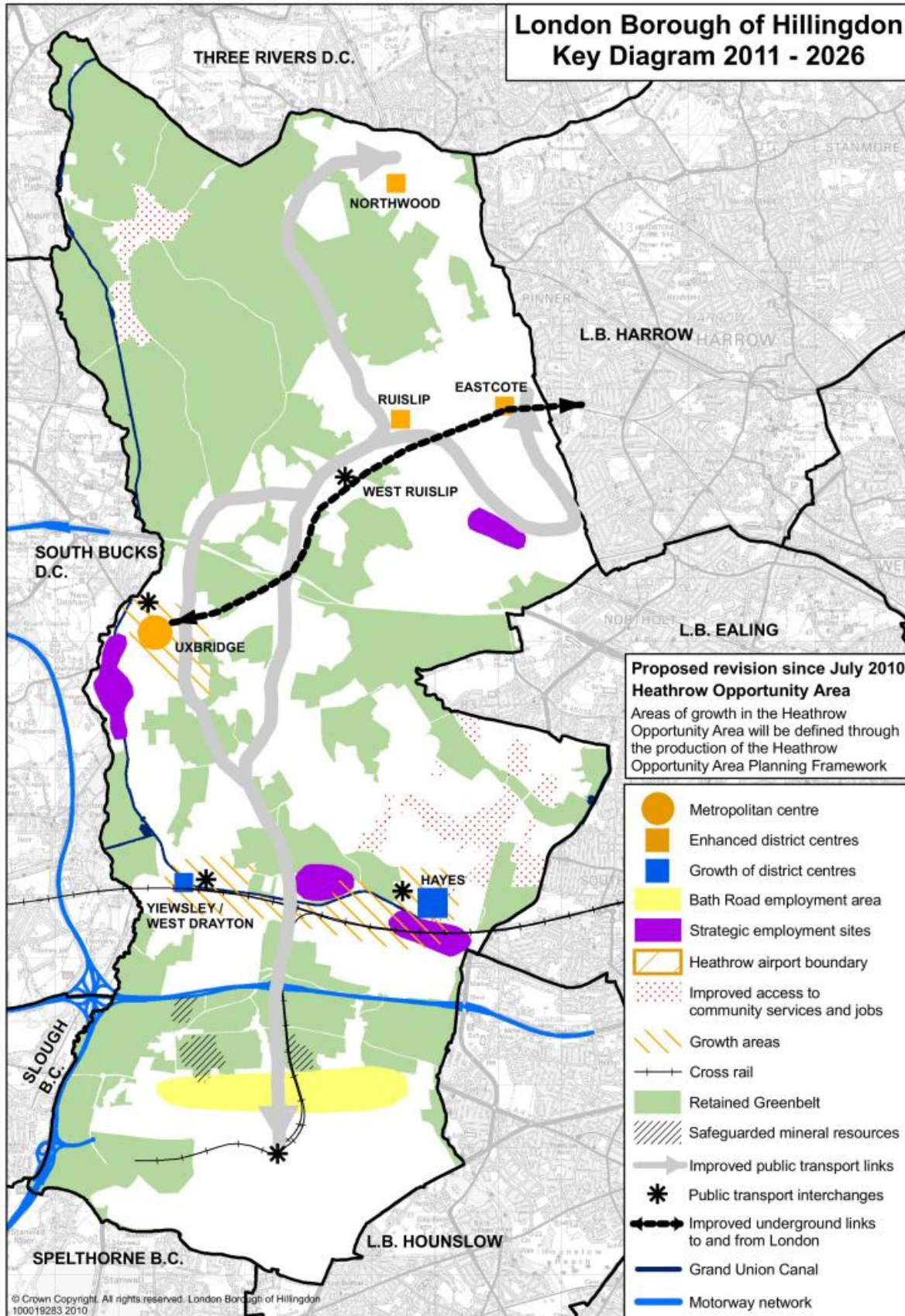
**4.31** Strategies will be developed to ensure that local centres, particularly the district centres of Northwood, Ruislip and Eastcote respond to changes in shopping patterns.

**4.32** The Replacement London Plan (2009) estimates that ~~864~~ 863 dwellings will be delivered to the north of the A40 from large sites over 0.25 hectares. ~~These figures have not been agreed and will be examined through the London Plan EIP.~~ These figures will be clarified through the London Plan EIP process.

## The Key Diagram

**4.33** The key diagram shows how the borough will look in 2026 after the vision and strategic objectives have been implemented. rstuvwxyzaabacadae

Map 4.1 Key Diagram



## Core Policies

**4.34** The following sections explain how the Spatial Strategy for Hillingdon will be implemented. Chapters 5-9 contain a series of Core Policies on economic growth, housing, historic and built environment, environmental management, transport and infrastructure. It is through the delivery and monitoring of these policies that the Vision and Objectives of this Core Strategy will be achieved.



## End Notes

- a. English Heritage (116/5).
- b. English Heritage (116/7/1)
- c. English Heritage (116/7/2)
- d. British Waterways Planning (115/2)
- e. English Heritage (116/5)
- f. English Heritage (116/8)
- g. English Heritage (116/13)
- h. English Heritage (116/8)
- i. English Heritage (116/8, 116/21)
- j. British Waterways Planning (115/4)
- k. Greater London Authority (107/29)
- l. BAA Heathrow on behalf of Heathrow Airport Ltd (75/11, 75/47)
- m. GVA Grimley on behalf of VSM Estates (013/2)
- n. Lichfield Planning on behalf of British Airways (079/13 and 079/24)
- o. BAA Heathrow on behalf of Heathrow Airport Ltd (75/14)
- p. BAA Heathrow on behalf of Heathrow Airport Ltd (75/14)
- q. British Waterways Planning (115/12)
- r. Arora Management Services Ltd (016/2)
- s. Individual (017/4)
- t. Individual (017/5)
- u. Individual (020/1)
- v. Individual (022/1)
- w. Individual (024/1)
- x. Individual (029/1)
- y. Individual 029/1
- z. Y&WDT CAG (044/5)
- aa. Ruislip Residents Association 050/3
- ab. CMA Planning on behalf of Kingshott Holdings Ltd (054/1)
- ac. Individuals- Petition No. 1 (101/1)
- ad. London Borough of Hillingdon Labour Group (103/9)
- ae. Individual (108/1)

## 5 Core Policies - The Economy

**5.1** This chapter looks at Hillingdon's economic future; how many new jobs the borough will accommodate, where that growth should go to best support sustainable communities, and how to maintain the viability of our town and neighbourhood centres. While the impact of the current economic downturn is well known, this document looks beyond this economic cycle to a longer term growth strategy for the borough.

### Supply of Employment Land

#### Strategic Objective

- SO15: Protect land for employment uses to meet the needs of different sectors of the economy. Manage the release of surplus employment land for other uses.

Related Policy: E1

**5.2** Table 3.1 in Chapter 3 identifies two main challenges relating to the supply of employment land:

- Pressure on employment land for other uses
- The London Plan requirement to adopt a 'Limited Approach' to the transfer of industrial sites to other uses

**5.3** Hillingdon has 358ha of designated employment land which is focused on the industrial areas of the Hayes - West Drayton Corridor, Uxbridge, Heathrow and South Ruislip. While historically much of this area was industrial [and reliant on the Grand Union Canal<sup>a</sup>](#), employment has become increasingly office based with many office parks located on former industrial sites. Uxbridge, Stockley Park and the Heathrow perimeter are the principal office locations, and there are increasing development opportunities in Hayes following the introduction of the Heathrow Connect service and the prospect of Crossrail. The transport sector, including Heathrow Airport, accounts for about a third of jobs in the borough <sup>(16)</sup>.

**5.4** There has been a steady decline in industrial and warehousing floorspace in Hillingdon but an increase in office floorspace. The Council maintains an effective employment land supply, and any release of land over the past 10-20 years has not harmed employment or business functions within the borough. Hillingdon remains a key industrial, warehousing and office location. To sustain a strong supply of office, factory and warehouse floorspace, this Core Strategy will provide appropriate sites and premises for different business needs and protect employment land in the long term from redevelopment for other uses.

**5.5** A key consideration for businesses locating in Hillingdon is the proximity of other businesses and therefore established employment areas are an important factor in attracting new investment. This Core Strategy will protect Hillingdon's future prosperity and employment generation through employment land designations.

16 GLA Economics Working Paper 38: Employment projections for London by sector and trend-based projections by borough (Greater London Authority, November 2009)

**5.6** Hillingdon has four regionally important Strategic Industrial Locations totalling around 270ha. These are designated through the London Plan and shown on Map 5.1. These include three Preferred Industrial Locations (PIL); Uxbridge Industrial Estate, Victoria Road/Stonefield Way in South Ruislip and Hayes Industrial Area which are suitable for general industrial, wholesale distribution, waste management and recycling. They also include the Industrial Business Park (IBP) at North Uxbridge which is more suitable for activities that need better quality surroundings including research and development and light industrial.

**5.7** To complement the Strategic Industrial Locations, this Core Strategy proposes designations for two types of employment land; Locally Significant Industrial Sites (LSIS) where industrial and warehousing activities can operate, and Locally Significant Employment Locations (LSEL) that have a light industrial, office and research role. The purpose of this is to ensure that new office development, which has a high trip generating capacity, is located where public transport accessibility is strongest, thereby reducing the need for car trip generation. It will also help ensure that the function of industrial areas are not compromised by 'sensitive' neighbouring uses. Locations of proposed LSIS and LSEL are shown on Map 5.1 below with specific boundaries brought forward through the Site Allocations Development Plan Document.

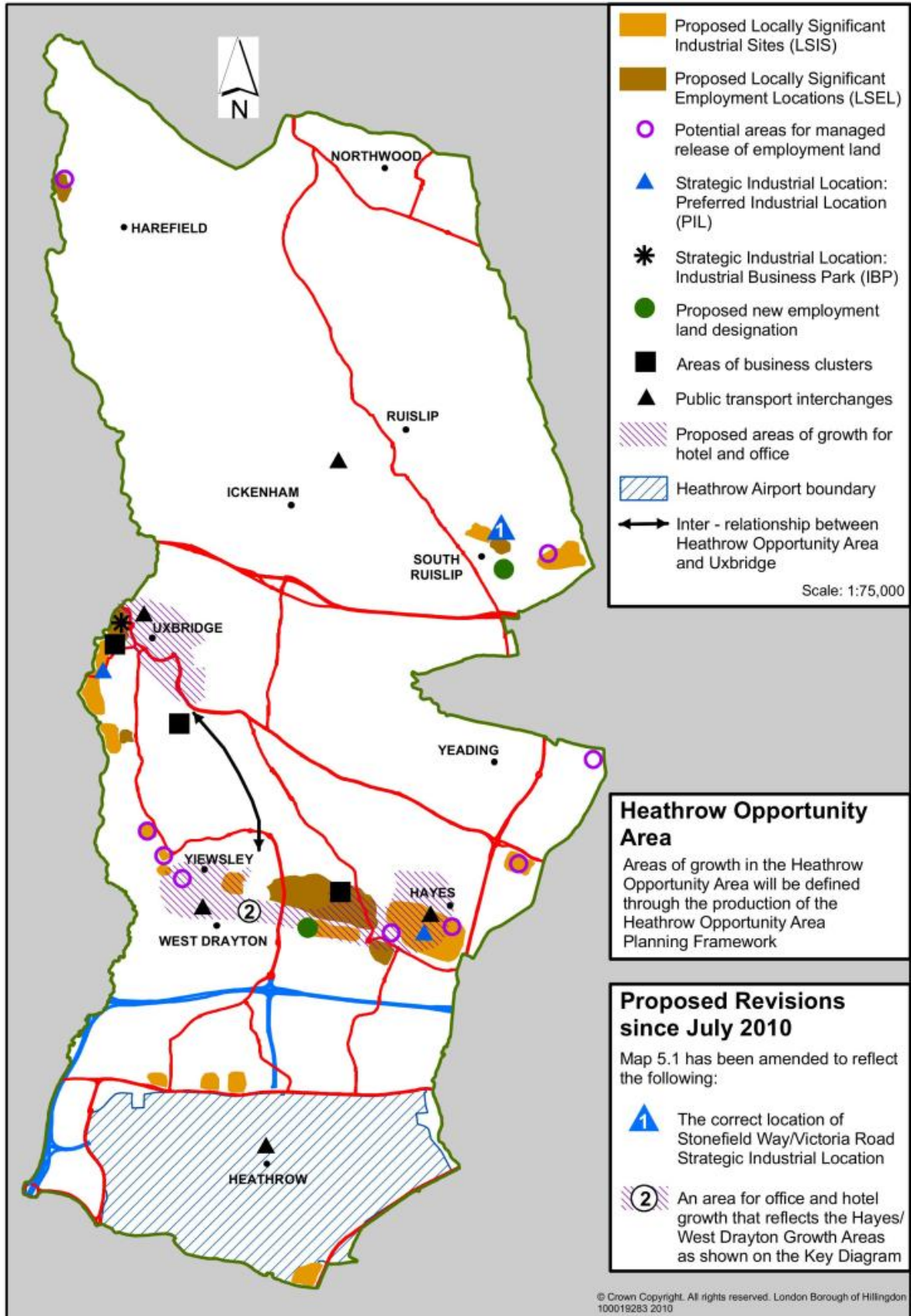
**5.8** It is proposed that Prologis Logistics Park in Stockley is included in the LSIS designations, given that it is a major employment area. In addition the Odyssey Business Park in South Ruislip is identified as a LSEL given that it is a modern office park of significant size. These two new employment sites provide a total of 13.63ha of new employment land.

**5.9** In general, economic growth has been identified for areas that already benefit from good transport infrastructure and that will not harm the environment. The Heathrow Opportunity Area is seen as an important economic growth area, but has already been identified as an Air Quality Management Area (see Map 8.45)<sup>b</sup>. The Business Park at Stockley is also highly valuable to the Borough, but does not benefit from the same level of sustainable transport links as other areas for growth. Growth in areas without good infrastructure will reduce car dependency and harmful emissions through policies EM8, T3 and T4.

**5.10** There is more employment land than currently needed, and any release of surplus industrial land will be carefully managed to support Hillingdon's employment generation whilst creating opportunities for regeneration and release to other uses including much needed housing. The London Plan requires Hillingdon to adopt a 'Limited Approach' to the transfer of industrial sites to other uses<sup>(17)</sup>.

17 Industrial Capacity: London Plan (Consolidated with Alterations since 2004) Supplementary Planning Guidance (Greater London Authority, March 2008)

Map 5.1 Locations for Employment Growth



**5.11** Hillingdon's Position Statement on Employment Land and Retail Capacity (2010)<sup>(18)</sup>, which updates the Employment Land Study (London Borough of Hillingdon, July 2009), reveals that 17.58ha of surplus industrial and warehousing land (4ha net from SIL) could be released from 2011-2026. This is equivalent to 4.9% of the total current designated employment land in the borough and 1.5% of Strategic Industrial Land. Designated employment areas will be reviewed as part of the Site Allocations DPD which will take account of sites which have already been released for other uses and boundaries will be consolidated where appropriate. Notwithstanding this, sustainable growth around Hayes is a key part of the Council's Vision for Hillingdon. Table 5.3 notes that Crossrail and the Grand Union Canal have an important role to play in the regeneration of this area. In accordance with Strategic Objective 15, the Council proposes a review of employment sites in Hayes, specifically those alongside the Grand Union canal. Where appropriate, sites in Hayes along the canal frontage will be identified through a review of the Council's Employment Land Study and brought forward for residential led mixed use development as part of the production of the Site Allocations DPD.<sup>c</sup> Locations proposed for the managed release of employment land are shown in Map 5.1 above and may include:

- Part of Summerhouse Lane/ Royal Quay/ Salamander Quay, Harefield
- Part of Uxbridge Industrial Estate
- Part of Braintree Road area, South Ruislip
- Part of Trout Road area, Yiewsley
- Part of Pump Lane area, Hayes
- Warwick Road/ Kingston Lane area, West Drayton
- Part of Blyth Road area, Hayes
- Hayes Bridge area

### Policy E1: Managing the Supply of Employment Land

The Council will accommodate growth by protecting employment land through designating Strategic Industrial Locations and the designation of<sup>d</sup> Locally Significant Industrial Sites (LSIS) and Locally Significant Employment Locations (LSEL) including the designation of 13.63ha of new employment land.<sup>e</sup>

The Council will manage the release of 17.58ha of surplus industrial land for other uses over the plan period (see Map 5.1).

### Implementation of Policy E1: how we will achieve this

Policy E1 will be delivered through the Site Allocations and Development Management Development Plan Documents.

18 Position Statement on Employment Land and Retail Capacity (London Borough of Hillingdon, March 2010)

**Monitoring of Policy E1: how we will measure success**

Policy E1 will be monitored through the Council's Annual Monitoring Report, with specific links to:

- **BD1 (Core) Indicator:** Total amount of additional employment floorspace – by type. **Target:** Minimum of 20,000 sq.m per annum of new/replacement B1c/ B2/B8.
- **BD3 (Core) Indicator:** Employment land available - by type. **Target:** To maintain an appropriate supply of employment sites, premises and floorspace to meet the needs of business.

Regular monitoring of the take up and availability of employment sites and premises will continue to be used in order to assess whether there are shortfalls or surpluses of sites and floorspace.

**Location of Employment Growth****Strategic Objective**

- SO14: Provide 9,000 new jobs and accommodate most economic growth in Uxbridge and the Heathrow Opportunity Area.

Related Policy: E2

**Regionally Significant Areas**

**5.12** West London is fundamental to London's economic growth as a whole due to its accessibility and links to existing businesses and infrastructure. In particular, the presence of Heathrow is considered to be a key driver for economic growth in the sub-region and in London as a whole.<sup>f</sup> Hillingdon has benefited from the strength of West London as a primary office location with a history of occupiers moving westwards from Central London to sites like Stockley Park. Typically these have been technology, engineering, manufacturing, and consumer goods companies looking for business clusters or cost reductions.

**5.13** Hillingdon is part of the Thames Valley market, which attracts global investment, and the Western Wedge, which is a development corridor of regional importance. The corridor extends from Paddington to Hillingdon where it includes the area from Uxbridge southwards to Heathrow Airport. Hillingdon has sources of economic growth which function above the sub-regional level, including logistics, transport-related sectors, leisure/tourism, and education. The growth of these sectors is encouraged in the replacement London Plan (2009) through strategic outer London development centres. The London Plan requires most of west London's employment growth to be located within the Western Wedge and this Core Strategy will help direct new economic development to this area.

**5.14** Table 3.1 in Chapter 3 identifies two main challenges relating to the location of employment growth:

- The London Plan requirement to accommodate a proportion of 9-11,000 new jobs in the Heathrow Opportunity Area
- A requirement to deliver a proportion of new hotel growth

This Core Strategy notes that the majority of new jobs are expected to be delivered through office based employment growth. However, the contribution of other sectors to economic prosperity, such as retail, tourism and education, should not be underestimated.<sup>9</sup>

### Office Based Employment Growth

**5.15** Hillingdon's employment is estimated to grow from 201,000 in 2011 to 210,000 in 2026<sup>(19)</sup> with much of this growth based in offices. Table 5.1 shows Greater London Authority (GLA) forecasts for employment growth. Hillingdon is part of both the Outer London economy and the strategically important West London sub-region, and is forecast to be the largest outer London growth borough<sup>(20)</sup>. The 2009 GLA estimate for new jobs in the London Borough of Hillingdon is a total of 9,000 during the period 2011-2026, including around 6,400 office jobs. The London Plan (2008) requires a proportion of 11,000 new jobs to be accommodated within the Heathrow Opportunity Area (which extends beyond the borough boundary) up to 2026, while the replacement London Plan (2009) requires 9,000 new jobs up to 2026.

**Table 5.1 GLA Projected Office Based Employment Growth**

Source	Location	Number of new jobs	Period
London Plan (2008)	Heathrow Opportunity Area (821ha)	Proportion of 11,000	2001-2026
Replacement London Plan (2009)	Heathrow Opportunity Area (700ha)	Proportion of 12,000 (9,000)	2011-2031 (2011-2026)
GLA Working Paper 39 (2009) Table 9: triangulated employment projections	Hillingdon	9,000	2011-2026
GLA London Office Policy Review (2009)	Hillingdon	6,413 (office jobs)	2011-2026

**5.16** In the short term (2009 -2016) it is estimated that there will be only limited need for further office space in Hillingdon based on current vacancies and allowing for a third of outstanding planning applications to be built. However from 2016, additional office floorspace will be required to meet the need through to 2026/7<sup>(21)</sup>. GLA studies<sup>(22)</sup> estimate a total of

19 GLA Economics Working Paper 39: Borough employment projections to 2031 (Greater London Authority, November 2009); Table 9

20 London Office Policy Review 2009 (Greater London Authority, November 2009)

21 Local Development Framework Background Technical Report: Employment Land Study (London Borough of Hillingdon, July 2009)

22 London Office Policy Review 2009 (Greater London Authority, November 2009)

76,950 83,100<sup>h</sup> sq.m of new office space will be needed over the plan period. This Core Strategy will ensure further land is available for additional office development through to 2026 through Policies E1 and E4.

**5.17** The London Office Policy Review 2009 <sup>(23)</sup> identifies three core office locations of Uxbridge, Stockley Park and Heathrow Perimeter for office growth. These and other established employment areas suitable for new office development are shown on map 5.1 above as Locally Significant Employment Locations. Hayes town centre is a suitable location for smaller-scale office development, particularly as part of mixed-use regeneration schemes. Business parks are important locations for specialist industry clusters, such as Research & Development at Brunel University Science Park<sup>i</sup>, and IT and pharmaceuticals at Uxbridge and Stockley Park. Locations for office growth and business clusters are identified on Map 5.1. Future demand for office floorspace may be influenced by factors such as the growing importance of mobile technologies, reducing the amount of office space required to accommodate staff. It will therefore be reviewed regularly.

### Hotel and Visitor Facilities

**5.18** Hillingdon received an estimated total of £697 million in tourism spending in 2007 <sup>(24)</sup>. Jobs in tourism accounts for over 8% of the borough's total employment, which is higher than the London-wide average. This is due in part to the interaction with Heathrow Airport which is a gateway to London and the UK for many overseas visitors. Tourism is therefore a significant contributor to the borough's economy and meeting the needs of visitors, including provision of hotels, conference facilities and cultural activities, is an important consideration for Hillingdon. Visitors include tourists, business visitors, and friends/family of people living in the area, such as university students. Hillingdon benefits from tourism through employment and training opportunities, wealth creation and support for the local economy and culture. This Core Strategy will help link tourism development with regeneration in Hayes and the wider Heathrow Opportunity Area, and provide access to training and new jobs for local people (Policy E7).

**5.19** Table 5.2 below summarises projected hotel growth targets. Hillingdon is the fourth most significant London borough in terms of visitor accommodation <sup>(25)</sup> and can therefore expect to accommodate a proportionate share of the London-wide figure of 40,000 additional hotel bedrooms. The GLA's Hotel Demand Study <sup>(26)</sup> allocates a requirement of 3,800 new hotel rooms to the borough. However Hillingdon's Tourism Study concludes that this figure underestimates long term future growth based on recent trends, and suggests a need for 5,600 rooms by 2026. This estimated figure will be closely monitored, for example in light of any changes in operations at Heathrow or other significant developments. Hotel development in Hillingdon will help meet targets for both visitor accommodation and the Heathrow Opportunity Area employment growth target.

23 London Office Policy Review 2009 (Greater London Authority, November 2009)

24 Local Area Tourism Impact Model: Hillingdon borough report (London Development Agency, July 2009)

25 Hotel Demand Study (Greater London Authority, June 2006)

26 Hotel Demand Study (Greater London Authority, June 2006)



Table 5.2 Projected Hotel Growth

Source	Location	Number	Period
The London Plan (2008)	London-wide	40,000 additional hotel bedrooms	By 2026
GLA Hotel Demand Study (2006)	Hillingdon	3,800 additional hotel bedrooms	2007-2026
Hillingdon's Tourism Study (2007)	Hillingdon	5,600 additional hotel bedrooms	2012-2026

### Flexibility

The figures for employment and hotel growth are taken from reports published before the current economic downturn using pre-recession data and trends to calculate future growth. The estimates therefore need to be treated with caution. The Council will monitor these targets through the Annual Monitoring Report and will review the targets if they are not met for two consecutive years.

**5.20** Accommodating hotel growth must not be at the expense of employment land around Heathrow Airport, and Policy E1 safeguards Locally Significant Industrial Sites on the Heathrow perimeter. Three key locations for hotel growth are identified by Hillingdon's Tourism Study; Heathrow, Hayes and Uxbridge. These areas for growth are shown on Map 5.1.

**5.21** ~~Carbon Emissions from transportation are much higher in Hillingdon than the London average <sup>(27)</sup> and this which has led to poor air quality, particularly around Heathrow where hotels and offices have been developed. The delivery of new hotels and office space will be managed to minimise the impacts on climate change and local air quality through Development Management policies in certain parts of the Borough. In particular, the activities associated with Heathrow Airport and the surrounding development of hotels, offices, industrial and commercial uses have resulted in the designation of an Air Quality Management Area. Further development is required around the airport to enhance this economic and employment hub. However, this must not be at the expense of further adverse impacts on air quality. The Development Management Document will set out policies that ensure new development in areas of poorer air quality will be as close to air quality neutral as possible with an aim to provide positive impacts where appropriate.~~<sup>jk</sup>

27 National Indicator 186 Local and Regional CO2 Emissions Estimates for 2005-2007 (Department of Energy and Climate Change, November 2009)

## Policy E2: Location of Employment Growth

The Council will accommodate 9,000 new jobs during the plan period. Most of this employment growth will be directed towards suitable sites in the Heathrow Opportunity Area, [Strategic Industrial Locations](#)<sup>l</sup> Locally Significant Employment Locations (LSEL), Locally Significant Industrial Sites (LSIS), and Uxbridge town centre [and Hayes Town Centre with a particular focus around transport nodes](#)<sup>m</sup>. The Council will promote development in highly accessible locations that supports sustainable travel behaviour and reduces impacts on climate change. The Council will accommodate a minimum of 3,800 additional hotel bedrooms, and new hotels and visitor facilities will be encouraged in Uxbridge, Hayes and, [on sites outside of designated employment land on the Heathrow perimeter and in other sustainable locations](#).<sup>n</sup>

### Implementation of Policy E2: how we will achieve this

Policy E2 will be delivered through partnership working with key stakeholder like TfL, land owners and private developers. Inward investment opportunities will be identified in partnership with Think London. The Council will apply national, regional and local policies when considering development growth and set out area-specific policies through the Site Allocations and Heathrow Area Development Plan Documents.

### Monitoring of Policy E2: how we will measure success

Policy E2 will be monitored through the Council's Annual Monitoring Report, with specific links to:

- **BD1 (Core) Indicator:** Total amount of additional employment floorspace – by type. **Target:** Minimum of 20,000 sq.m per annum of new/replacement B1c/ B2/B8.
- **LO1 (Local) Indicator:** Amount of floorspace developed for employment by type, in a designated employment area. **Target:** Min of 10,000 sq.m per annum.
- **LO3 (Local) Indicator:** Number of hotel and visitor accommodation rooms in the borough. **Target:** 3,800 new rooms between 2007 – 2026.

Business registrations and failures will be regularly monitored using ONS *Business Demography: Enterprise Births and Deaths* statistics.

## Strategy for the Heathrow Opportunity Area

### Strategic Objectives

- SO23: Develop and implement a strategy for the Heathrow Opportunity Area, in order to ensure that local people benefit from economic and employment growth and social and environmental improvements including reductions in noise and air quality without detrimental social and environmental impacts.
- SO24: Optimise the potential employment and educational benefits of Heathrow airport for local residents.
- SO25: Maintain support for operational uses within the existing airport boundary and seek to minimise the environmental impacts from the airport wherever possible

Related Policy: E3

**5.22** Table 3.1 in Chapter 3 identifies one main challenge relating to the Heathrow Opportunity Area:

- Continued pressure for expansion at Heathrow Airport with economic benefits at a national level but significant local impacts

**5.23** Heathrow Opportunity Area (OA) is a London Plan growth area and currently includes Hayes, West Drayton, Feltham, Bedfont Lakes, Hounslow and Southall, although the replacement London Plan (2009) proposes to separate the latter into an Opportunity Area of its own. This Core Strategy defines the Hillingdon Heathrow OA as an area including the Hayes/West Drayton Corridor, Stockley Park and the area within and around Heathrow Airport. This is shown on Map 5.1.

**5.24** Table 5.3 sets out the current position and future growth of the key Heathrow OA sub-areas. Growth in the Heathrow OA will be focused on sustainable locations such as town centres and areas with good access to public transport.

**Table 5.3 Heathrow Opportunity Area - Future of Key Sub-Areas**

Area	Direction
Stockley Park	<p><b>Current Position</b></p> <p>Stockley Park is an important contributor to the local economy and prestige of the borough through its high quality offices. With 175,000 sqm of office stock, it is the largest concentration of office space in Outer London. It is described by the London Office Policy Review 2009 as "perhaps the most iconic business park in the UK" and has a</p>

Area	Direction
	<p>particular draw for prestigious national and European headquarters. The Park is home to IT, pharmaceutical and communications sector businesses as well as many other blue chip companies.</p> <p><b>Future Growth</b></p> <p>Stockley Park has a significant role in the delivery of jobs in the Heathrow Opportunity area, and has an estimated capacity of around 5,000 new jobs<sup>(28)</sup>. There are opportunities to extend the business park and to include a hotel which could further add to the Park's offer. However, its out of town location means improved public transport links, in particular north-south links and connections with Hayes and West Drayton town centres is essential for a sustainable future for the Park. Stockley Park also provides an opportunity to use its prestigious status to help deliver high quality and innovative approaches to design and transportation. The Park is situated out of town which promotes car dependency and increases impacts on air quality. This Core Strategy will help deliver better connections to Stockley Park through policy T2 <u>and make the best use of the Grand Union Canal</u><sup>ae</sup>. There are opportunities to link these high end jobs with university courses to help retain the local graduate population after university through Policy E7.</p>
<p>Heathrow Airport and Perimeter</p>	<p><b>Current Position</b></p> <p>Heathrow Airport is the UK's biggest airport and has a substantial impact on the economy of Hillingdon, particularly in the south of the borough. Just under 9,000 Hillingdon residents work at Heathrow which 12% of all airport employees<sup>(29)</sup>. Activities related to the operation of Heathrow, such as passenger terminals and maintenance facilities, take place inside the airport boundary while many associated businesses, such as freight handling and hotels, are located around the perimeter just outside the airport boundary. Many businesses are reliant on the airport and proximity is a key driver for the continued demand for freight handling facilities and commercial floorspace near Heathrow. There is a wide variety of office space from small to very large operators which include government, aviation, logistic and distribution.</p> <p><b>Future Growth</b></p>

28 Local Development Framework Background Technical Report: Employment Land Study (London Borough of Hillingdon, July 2009)

29 Heathrow Employment Survey 2008/09: summary report (Heathrow Airport Limited, March 2010)

Area	Direction
	<p>There is currently uncertainty around the direction of any future expansion at Heathrow Airport. The outcome of the Judicial Review on R3 in March 2010, means the Government must reconsult before publishing any National Policy Statement for Aviation. This will inevitably delay any future decision.</p> <p>Heathrow is a crucial influence in attracting new investment to the area and this Core Strategy will ensure that land within the airport boundary continues to be protected for activity directly related to the airport. Outside the boundary there is a requirement to balance demand for hotel and employment uses in order to manage economic growth. The designated employment areas along Bath Road will be protected as Locally Significant Industrial Locations, while the Heathrow perimeter, specifically Bath Road, BA Waterside, Harmondsworth and along the South West Road, will continue to be a key location for offices. There is particular pressure on employment land for hotel uses in the Heathrow area and hotel development will be directed to locations outside the airport boundary and outside of designated employment areas.</p> <p>Transport infrastructure to support the function of Heathrow Airport and growth in the Heathrow Opportunity Area will be delivered through policy T4. The economic benefits of Heathrow will be maximised while mitigating the negative environmental impacts through policies such as EM8.</p> <p><u>The Council is aware of the particular issues associated with employment growth in the 'Heathrow Villages' of Sipson and Harmondsworth and will seek to address these in the forthcoming Heathrow Area DPD.</u><sup>afag</sup></p> <p><u>Following the coalition government's decision to cancel a third runway at Heathrow, the emphasis of the Government's new South East Airports Taskforce are to investigate the options "to make best use of the existing airport infrastructure" to ensure "improving efficiency and reliability and reducing delay" (source: South East Airports Taskforce, Draft Terms of Reference and Membership, 15 June 2010). The Taskforce is due to report in July 2011. As such, in line with this policy the Council are broadly supportive of the aspirations to deliver a programme of renewal at Heathrow. Detailed projects are set out in Appendix 2 (draft infrastructure schedule).</u><sup>ah</sup></p>
<p>Hayes West Drayton Corridor</p>	<p><b>Current Position</b></p> <p>The Hayes West Drayton Corridor extends from West Drayton to Hayes Town Centre through to the A312 to Springfield Road. Where traditional manufacturing has left the area, logistics and distribution activities have increased, benefiting from its proximity to Heathrow Airport. There is a</p>

Area	Direction
	<p>good mix of different size units to accommodate a variety of businesses, with smaller units adjacent to Hayes Town Centre and along Horton Road, West Drayton.</p> <p><b>Future Growth</b></p> <p>Three Crossrail stations are proposed at Heathrow, West Drayton and Hayes and these will help establish the Corridor as a key transportation node in West London. The enhanced stations will act as a driver for market-led investment in Hayes, maximise regeneration and growth opportunities, create new jobs, and generate increased footfall within the town centres which will support their retail and leisure functions. <u>Market-led investment will be managed so as not to increase local air pollution for residents.</u></p> <p>The Grand Union canal runs through the corridor and will have a role to play in the regeneration of the area. The canal has the potential to provide an attractive waterfront setting, and regeneration projects will deliver enhancements to this important natural environment as well benefiting from its presence. These opportunities will be delivered through Policy EM3 as well as specific requirements in the Development Management and Heathrow Area Development Plan Documents.</p>
Hayes Town Centre	<p><b>Current Position</b></p> <p>Hayes grew up as a manufacturing centre located on the Bristol-Paddington railway line and Grand Union Canal. With the demise of manufacturing there are opportunities to diversify the area. Hayes is classified as a District Centre and supports approximately 200 retailers, 30,900 sq m gross of retail floorspace and 40,000 sq.m. of office space. The introduction of the Heathrow Connect Service has created greater links and attracted investment. While there have been successes in recent years with the arrival of businesses associated with Heathrow and the entertainment sectors, there remains a significant supply of high quality office space.</p> <p><b>Future Growth</b></p> <p>There has already been significant developer interest in Hayes with major new investment at London Gate (Blyth Road) and Hyde Park (Millington Road). Ballymore's <i>High Point</i> development is a mixed-use scheme with a range of affordable housing provision aimed at housing local families. The introduction of Crossrail will create further</p>

Area	Direction
	<p>regeneration opportunities through an improved transport interchange and help the town centre develop a new identity as the location for small and emerging businesses, suitable for business start-up units, small-scale offices and mixed use development. <u>The Council will also seek to make the best use of the Grand Union Canal in the regeneration process.</u><sup>ai</sup> Hayes is identified as having capacity for an additional 3,350 sq.m of comparison retail floorspace for the plan period <sup>(30)</sup> which will be accommodated within the existing town centre. The Grand Union Canal offers an attractive and sustainable alternative for pedestrian and cycle routes through the area.</p> <p>Development in Hayes is likely to provide opportunities for employment for those in nearby areas of deprivation. It is important that Hayes and nearby Yeading prosper from the considerable economic influence of Heathrow. It is also vital to monitor threats to Hayes, such as the impact of other centres, including the potential extension to Southall in neighbouring Ealing, and the impact on local jobs from in-commuting via new Crossrail links. The Heathrow Opportunity Area is shown on Map 5.1 and specific policies for economic growth and regeneration of Hayes and improvements to community infrastructure at Yeading will be developed in partnership with stakeholders through the Heathrow Area DPD.</p>
<p>Yiewsley &amp; West Drayton Town Centre</p>	<p><b>Current Position</b></p> <p>Yiewsley &amp; West Drayton serves a localised catchment area and is classified as a District Centre. The town grew up as an industrial/manufacturing centre located on the Bristol-Paddington Railway line (West Drayton Station) and Grand Union Canal, although many of the area’s manufacturing and industrial jobs have now gone.</p> <p>The centre supports 29,336 sq m gross of retail floorspace, <u>the majority of which is located in a linear fashion along High Street/Station Road. There are two designated Primary Shopping Areas and four Secondary Shopping Areas within the defined town centre. The majority of these are located along High Street/ Station Road. Both the primary and secondary frontages contain a high number of takeaway and service uses.</u><sup>aj</sup></p> <p><u>The centre also supports</u> and over 12,000 sq.m. of office space, although much of the stock is ageing. Whilst there are a number of single occupiers, much of the remaining space for larger units has been</p>

30 Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority, March 2009)

Area	Direction
	<p>converted into smaller units and serviced suites. Turnover of businesses is high but the offices continue to meet local need and provide employment for local people.</p> <p><b>Future Growth</b></p> <p>The planned Crossrail station at West Drayton will create further regeneration opportunities. Improved connections to Stockley Park, through transport policy T2 will create better access to jobs and help support an additional retail capacity of 1,650 sq.m<sup>(31)</sup>. Yiewsley &amp; West Drayton is a suitable location for mixed-use development with modern business accommodation, including affordable units. The Grand Union Canal will also have a role to play in the regeneration of the area. Economic growth opportunities for Yiewsley &amp; West Drayton will be developed in more detail through the Heathrow Area DPD and Site Allocations DPD.</p>

### Flexibility

The figures for additional retail capacity in Hayes and Yiewsley & West Drayton are taken from a report published by the Greater London Authority in March 2009. The report uses pre-recession data and trends to calculate future growth and therefore estimates need to be treated with caution. The Council will monitor these targets through the Annual Monitoring Report and will review the targets if they are not met for two consecutive years.

**5.25** The London Plan requires Hillingdon to work with key partners to prepare and implement a spatial planning framework for the Heathrow OA. This will take the form of a Development Plan Document (DPD) and the Council will work with neighbouring local authorities like Hounslow to set out a sustainable and coordinated development programme. Further capacity testing is required by Hillingdon and Hounslow to establish what proportion of jobs and new homes in the Opportunity Area will be provided by each Borough.<sup>ak</sup>

It is not possible to provide substantial detail on what the Heathrow Area DPD will cover; however it will include strategies to deliver economic growth, housing growth and mineral apportionment. It will include requirements to deliver high quality sustainable development and the need to incorporate innovative approaches to sustainable transportation as well as needing to address the climate change criteria set out in policy EM1, and will contain specific strategies for areas such as Hayes town centre, Bath Road and the Heathrow Villages.

31 Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority, March 2009)



### Policy E3: Strategy for Heathrow Opportunity Area

The Council will prepare a Development Plan Document (DPD) for the Heathrow area to achieve the future growth set out in Table 5.3, in consultation with the GLA and London Borough of Hounslow<sup>al</sup>. This DPD will help manage development and protect land within Heathrow for airport-related activities. It will balance demand for hotel and employment uses, and ensure that local people benefit from sustainable economic growth. ~~The DPD will also set requirements for climate change mitigation and adaptation and to help deliver air quality improvements through a low carbon emission strategy.~~ The DPD will also set requirements for climate change mitigation and adaptation through a low carbon emission strategy and measures to improve local air quality.<sup>am</sup>

#### Implementation of Policy E3: how we will achieve this

Policy E3 will be delivered through cross-boundary and regional partnership working, and local stakeholder partnerships.

#### Monitoring of Policy E3: how we will measure success

Policy E3 will be monitored through the Council's Local Development Scheme and subsequent targets will be set out in the Annual Monitoring Report.

## Uxbridge

### Strategic Objectives

- SO16: Manage appropriate growth, viability and regeneration of town and neighbourhood centres.
- SO20: Improve facilities at bus and underground/rail interchanges to promote sustainable growth in Uxbridge, Heathrow, the Hayes/West Drayton corridor and accessibility to other town centres.

Related Policy: E4

**5.26** Table 3.1 in Chapter 3 identifies one main challenge relating to Uxbridge:

- Threat to market position of Uxbridge through increased competition from other major retail centres

**5.27** Hillingdon's town centre network comprises a hierarchy of centres which are shown on Map 5.3. Uxbridge is the main urban centre in Hillingdon and is classified as a Metropolitan Centre, serving a wide catchment area and offering a high level and range of shopping, employment, service and leisure functions. The town centre supports around 100,000 sq m of retail floorspace, of which 33,000 sq m is located in the Mall Pavilions shopping centre and 30,000 sq m in the Chimes centre. The centre has a night-time economy of regional/sub-regional importance and has the potential to accommodate a wider leisure and cultural offer<sup>(32)</sup>. Uxbridge has a very small number of hotels which support the visitor economy, and Policy E2 seeks to improve the hotel offer in Uxbridge. Table 5.4 and Policy E2 set out the future direction of Uxbridge as an office location for medium growth and business clusters of pharmaceuticals, IT, business support services and food sectors. Improvements to the public transport interchange is set out in the Transport chapter.

**Table 5.4 Future of Uxbridge Town Centre**

Area	Direction
Uxbridge	<p><b>Current Position</b></p> <p>Uxbridge has an office stock of around 205,000 sq.m, the fourth largest concentration in outer London, and is a key centre for the office market in west London. A number of operators have their headquarters or European headquarters in Uxbridge which has cluster strengths of pharmaceuticals and IT companies, business support services and food sectors. Businesses are attracted by good road access, the quality of the townscape and service provision, availability of suitable premises, Brunel University and the local skills base. While the centre is accessible by both public and private transport, there is restricted parking ratios when compared with competing centres outside Greater London. Building owners are reluctant to give up the historic parking ratios attached to existing buildings in Uxbridge and this actively discourages stock renewal in the town centre. Uxbridge both competes with and benefits from Uxbridge Business Park, which is situated just over the border in South Bucks. There is a shortage of good quality office stock in Uxbridge, although it is still considered as a viable office location<sup>(33)</sup>.</p> <p><b>Future Growth</b></p> <p>The replacement London Plan (2009) identifies Uxbridge for medium growth and for promotion as a commercial location. The London Office Policy Review 2009 describes the local economy of Uxbridge as robust and expected to grow, although it highlights a lack of opportunity for new development in the existing centre. This Core Strategy will therefore</p>

32 The London Plan Spatial Development Strategy for Greater London Consolidated with Alterations since 2004 (Greater London Authority, February 2008)

33 London Office Policy Review (Greater London Authority, November 2009)

Area	Direction
	<p>extend the town centre to include the office component of the North Uxbridge IBA and the town centre quarter of the proposed RAF Uxbridge site (Policy E4). The RAF Uxbridge town centre extension is estimated to include approximately 14,000 sq.m B1a offices, a 90 bed hotel and deliver an estimated <del>1,160</del> <b>969</b><sup>an</sup> permanent jobs. Further details will emerge through the planning application process.</p> <p>Uxbridge Business Park has more generous parking allowances for new office development than Hillingdon which adheres to London-wide ratios. In order to ensure the future of Uxbridge as a commercially competitive location, this Core Strategy will improve public transport links and interchanges and encourage a more sustainable approach to transportation through Policy T1 and T2.</p> <p>Uxbridge requires an estimated 18,855 sq.m net of comparison goods floorspace between 2011 and 2026<sup>(34)</sup> in order to maintain its market position in the area.</p>

**5.28** The market position of Uxbridge is under pressure through competition from other major retail centres such as Westfield, High Wycombe and Brent Cross. In order to maintain its Metropolitan status, Uxbridge requires 18,855 sq.m net of comparison goods floorspace between 2011 and 2026<sup>(35)</sup>. This is a net growth of around 20% and equates to 1,260 sq.m of additional comparison floorspace per annum for the plan period of the Core Strategy. Hillingdon's Position Statement on Employment Land and Retail Capacity (2010)<sup>(36)</sup> shows that this new retail provision can be accommodated within Uxbridge for the medium-term.

### Flexibility

The figure for additional comparison floorspace capacity in Uxbridge is taken from a report published by the Greater London Authority in March 2009. The report uses pre-recession data and trends to calculate future growth and therefore estimates need to be treated with caution. The Council will monitor this target through the Annual Monitoring Report and will review the target if it is not met for two consecutive years.

**5.29** This Core Strategy will accommodate new growth and strengthen the Metropolitan status of Uxbridge town centre by expanding the town centre boundary to include the office component of the North Uxbridge Industrial Estate (former Highbridge Estate) and the town centre quarter of the proposed RAF Uxbridge site. This is shown on Map 5.2 which will

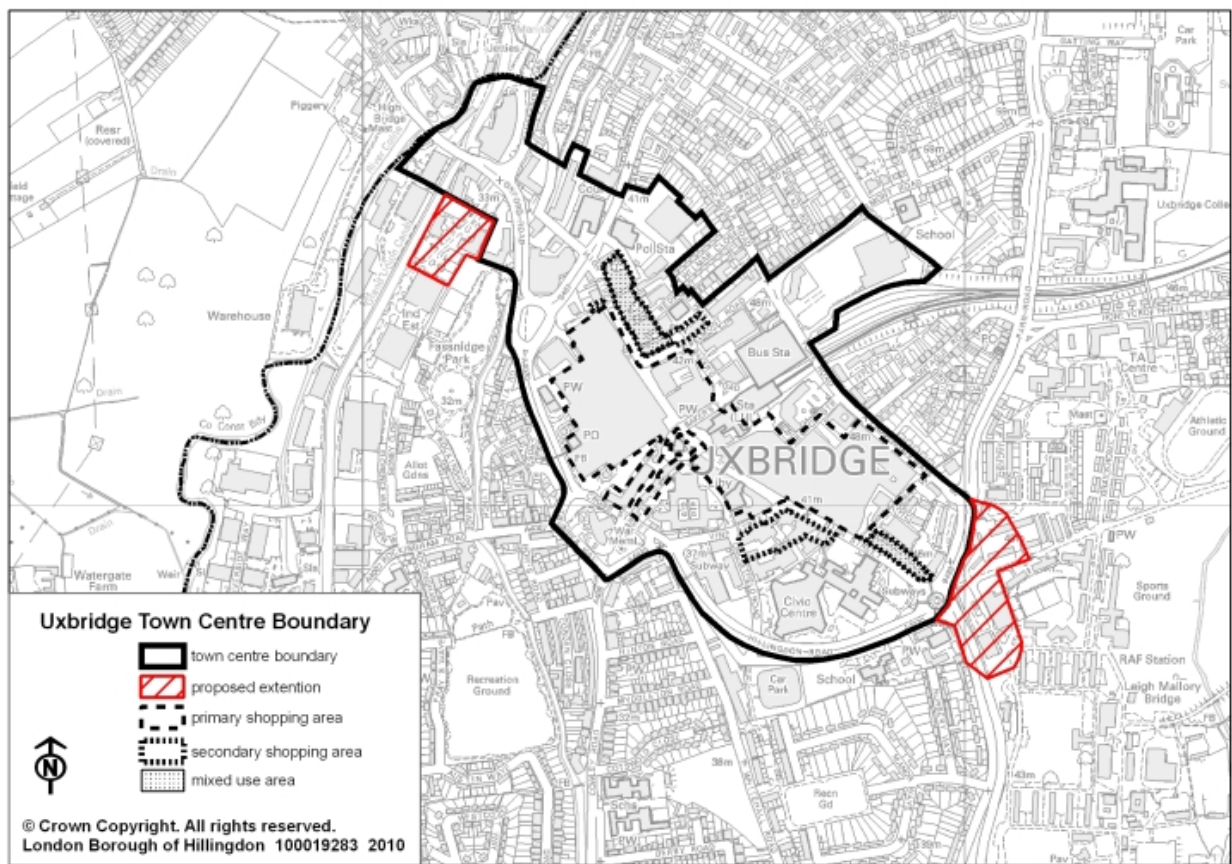
34 Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority, March 2009) Table 6

35 Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority 2009). Table 6)

36 Position Statement on Employment Land and Retail Capacity (London Borough of Hillingdon, March 2010)

remain indicative until the commercial element of the town centre extension can be defined through the planning application process. The extension of the town centre will maximise opportunities for employment, retail and leisure growth in a sustainable location which reduces the need to develop further out of town business and retail parks. The inclusion of the former Highbridge estate will help stimulate further investment in the office sector and contribute to employment generation in Hillingdon. The RAF Uxbridge extension will include commercial floor space, limited retail uses, restaurants and cafés, and will enhance the arts and cultural offer in Uxbridge, alongside improved links to the town centre.

**Map 5.2 Strategic Site (indicative): Boundary Changes to Uxbridge Town Centre**



### Policy E4: Uxbridge

The Council will strengthen the status of Uxbridge town centre as a Metropolitan Centre by delivering growth set out in Table 5.4 and promoting Uxbridge as a suitable location for retail, offices, hotels, recreation and leisure, entertainment and culture, evening and night-time economy, education, community services, and mixed-use development. The Council will secure improvements to Uxbridge public transport interchange and the town centre boundary will be expanded as shown on Map 5.2.

**Implementation of Policy E4: how we will achieve this**

Policy E4 will be delivered through the planning application process, including implementing the existing RAF Uxbridge SPD, through the Site Allocations DPD, by co-ordinating and developing a strategy for tourism and visitor attractions in Uxbridge Town Centre, and through partnership working with TfL.

**Monitoring of Policy E4: how we will measure success**

Policy E4 will be monitored through the Council's Annual Monitoring Report, with specific links to:

- **BD4 (Core) Indicator:** Total amount of completed floorspace for 'town centre uses' (A1, A2, B1a, and D2 uses) within (i) town centre areas and (ii) the local authority area. **Target:** (i) 800 square metres of retail development per annum. (ii) Up to 8,100 sq.m of comparison goods floorspace and 1,300 sq.m of additional convenience goods floorspace by 2016.
- **LO2 (Local) Indicator:** Amount of secured and implemented developer contributions towards the provision and improvement of town centres. **Target:** The revised SPD on Planning Obligations will lead to discussions about an appropriate target.

**Town and Neighbourhood Centres****Strategic Objectives**

- SO16: Manage appropriate growth, viability and regeneration of town and neighbourhood centres.
- SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.
- SO20: Improve facilities at bus and underground/rail interchanges to promote sustainable growth in Uxbridge, Heathrow, the Hayes/West Drayton corridor and accessibility to other town centres.

Related Policy: E5

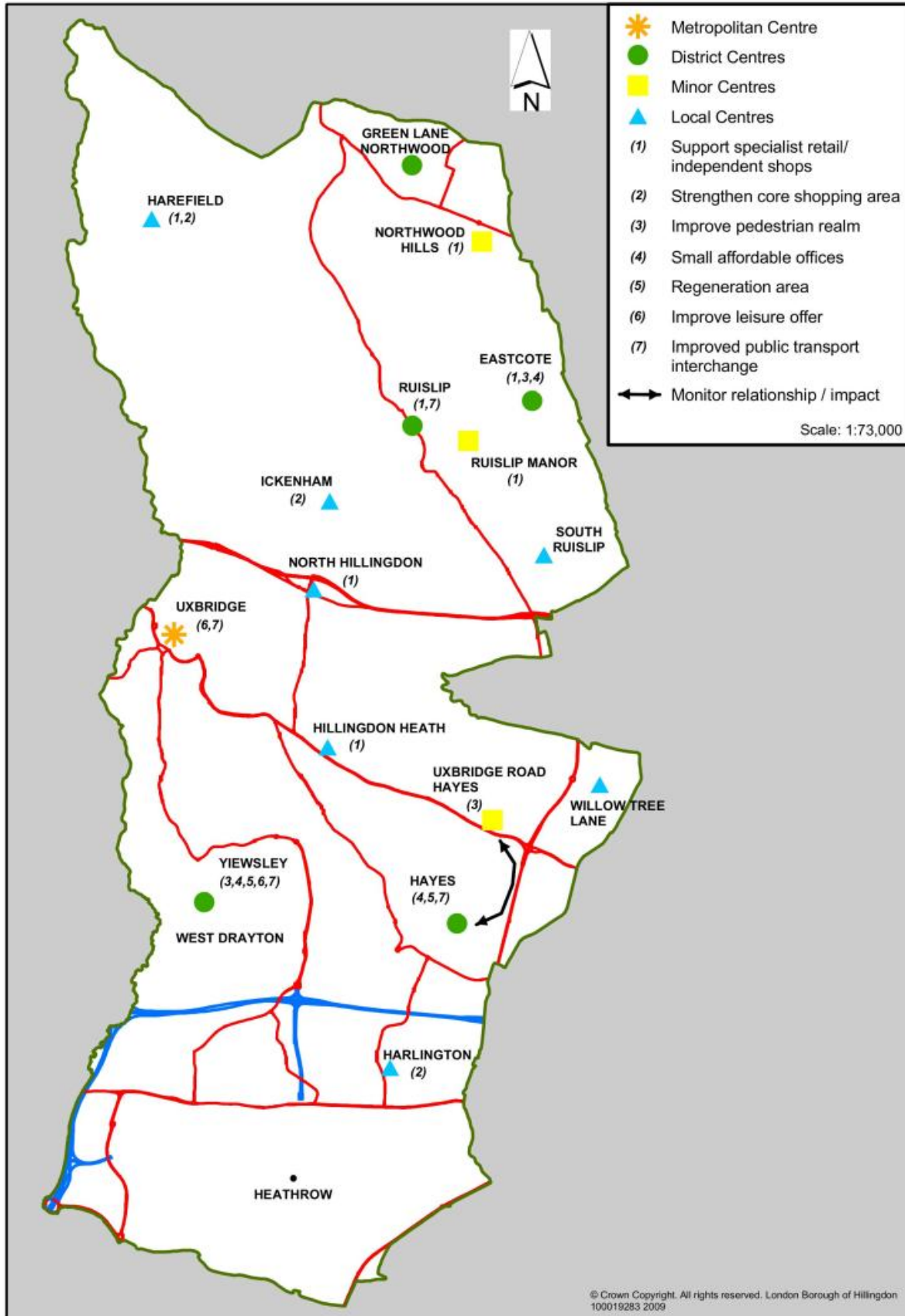
**5.30** Table 3.1 in Chapter 3 identifies one main challenge relating to town and local centres:

- Threats to the viability and vitality of town and neighbourhood centres

**5.31** District, Minor and Local Centres (collectively referred to in this Strategy as 'neighbourhood centres') provide convenience goods and services for more local communities and some have developed specialist shopping functions. They are drivers of the local

economy and also play a role in fostering social inclusion. The Council is already investing in local centres, for example through the library modernisation programme which has not only increased learning and local employment opportunities, but has generated increased footfall to support the sustainability of town centres.

Map 5.3 Town Centre Improvements



**5.32** Hillingdon's neighbourhood centres are vulnerable to the impact of larger town centres and new out-of-borough town centre regeneration schemes which can draw trade away from smaller centres. There are a number of other threats to the viability and vitality of town and neighbourhood centres influenced by changing consumer demand as well as economic factors. Among these are the growing e-economy, the popularity of one-stop supermarkets in out of centre locations, and car parking issues. Through Policy E5, this Core Strategy will help diversify the future role of Hillingdon's local centres and build on their unique advantages like specialist retail and service offer, historic environment, access to public transport, affordable small office units and opportunities for social interaction. In Hayes and Yiewsley & West Drayton the Council will allocate land for mixed-use employment, residential and transport-led regeneration schemes. Map 5.3 shows how the Council will improve the borough's centres.

**5.33** [The Council's Position Statement: Employment Land and Comparison Retail Floorspace \(June 2010\) provides a comparison goods floorspace requirement for the entire borough of 44,961sqm net for the period 2006-2026.](#)<sup>37</sup> Table 5.5 identifies additional comparison retail floorspace capacity for Hillingdon's District Centres during the plan period<sup>(37)</sup>. Additional retail floorspace will be accommodated within the existing town centre boundaries.

**Table 5.5 Net Additional Comparison Goods Floorspace Requirement (sq.m)**

District Centre	2011	2016	2021	2026
Eastcote	20	133	512	1,143
Hayes	135	547	1,594	3,345
Ickenham	16	96	322	661
Northwood	35	136	394	770
Ruislip	65	353	1,188	2,503
Yiewsley & West Drayton	69	284	843	1,650

37 Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority, March 2009): Extract from Table 14: Net additional comparison goods floorspace requirements by town centre (2011 - 2031) using 2.2% growth



### Flexibility

The figures for additional comparison goods floorspace requirement in Hillingdon's District Centres are taken from a report published by the Greater London Authority in March 2009. ~~The report uses pre-recession data and trends to calculate future growth and therefore estimates need to be treated with caution. The Council will monitor these targets through the Annual Monitoring Report and will review the targets if they are not met for two consecutive years.~~ The report uses a broad strategic model to distribute future growth and therefore estimates need to be treated with caution. The Council will monitor these targets through the Annual Monitoring Report and will keep the targets under review.<sup>ap</sup>

**5.34** Parades are a smaller entity than neighbourhood centres but perform an important function in terms of meeting the daily needs of local communities. The viability of local parades is threatened by competition from supermarkets and retail warehouses. Hillingdon's Retail Study assessed the borough's convenience floorspace requirements and concluded 415 sq m would be needed across the borough up to 2016 and that ~~l~~ local shops are particularly susceptible to closure and pressure for change of use.<sup>aqarasat</sup> For some local shopping areas the closure of just one essential shop may be so significant as to precipitate the closure of other shops and ultimately the demise of the centre. Through Policy E5, this Core Strategy will ensure that local parades continue to perform a role in providing essential goods and services, as well as social contact.

### Policy E5: Town and Local Centres

The Council will accommodate additional retail growth in District Centres as set out in Table 5.5 and will promote uses appropriate to their size and location in accordance with the retail hierarchy<sup>au</sup>. The Council will improve town and neighbourhood centres across Hillingdon as set out in Map 5.3, and improve public transport, walking and cycling connections to town and neighbourhood centres ~~while recognising the importance of parking provision for accessibility to local services and amenities~~ whilst ensuring an appropriate level of parking provision is provided for accessibility to local services and amenities.<sup>av</sup> Public transport will be improved to strengthen the viability and vitality of all town centres including Uxbridge, Eastcote, Hayes, Northwood, Ruislip, Yiewsley and West Drayton.

Local parades will be protected and managed to ensure they meet the needs of the local community and enhance the quality of life for local residents, particularly those without access to a car.

**Implementation of Policy E5: how we will achieve this**

Policy E5 will be delivered by applying national, regional and local policies including the Site Allocations and Development Management DPDs, and working in partnership with town centre managers.

In addition to the expansion of town centre boundaries proposed in this plan, increases in retail floor space identified in Table 5.5 will be achieved through the redevelopment of existing sites, refurbishment of existing units or the intensification of floorspace. Sites to be redeveloped will be identified in the Site Allocations DPD as appropriate.<sup>aw</sup>

**Monitoring of Policy E5: how we will measure success**

Policy E5 will be monitored through the Council's Annual Monitoring Report, with specific links to:

- **BD4 (Core) Indicator:** Total amount of completed floorspace for 'town centre uses' (A1, A2, B1a, and D2 uses) within (i) town centre areas and (ii) the local authority area. **Target:** (i) 800 square metres of retail development per annum. (ii) Up to 8,100 sq.m of comparison goods floorspace and 1,300 sq.m of additional convenience goods floorspace by 2016.
- **LO2 (Local) Indicator:** Amount of secured and implemented developer contributions towards the provision and improvement of town centres. **Target:** The revised SPD on Planning Obligations will lead to discussions about an appropriate target.

**Small and Medium-Sized Enterprises (SME)****Strategic Objectives**

- SO15: Protect land for employment uses to meet the needs of different sectors of the economy. Manage the release of surplus employment land for other uses.

Related Policy: E6

**5.35** Table 3.1 in Chapter 3 identifies one main challenge relating to small and medium-sized enterprises:

- Low level of business start ups and small affordable business units

**5.36** New occupiers are attracted by the availability of high quality, modern stock in attractive town centres or sites close to Heathrow or the M25 with good access. There is also a local demand for small office units, and affordable work spaces for small and medium-sized enterprises (SME). The London Plan (2008) and the replacement London Plan (2009) contain

policies to support local SMEs as being of particular importance for local regeneration and especially important in suburban areas. Hillingdon Council is already engaged with local SME businesses through initiatives such as supply chain intervention and brokerage.

**5.37** Council initiatives will continue to link universities with affordable research space, through schemes like the business incubation studios at Uxbridge College Hayes campus, and support for industry clusters. The principal reasons why businesses in Hillingdon choose their current location are the suitability of their premises and affordability. This Core Strategy will therefore help to ensure the right mix of new office units is available in the borough, including an adequate supply of modern affordable units<sup>(38)</sup>.

### Policy E6: Small and Medium-Sized Enterprises (SME)

Hillingdon will encourage the development of affordable accommodation for small and medium-sized businesses in appropriate locations throughout the borough<sup>ax</sup>.

#### Implementation of Policy E6: how we will achieve this

Policy E6 will be delivered through the Development Management DPD, the allocation of a sufficient of employment sites in the Site Allocations DPD, implementing the provisions of the<sup>ay</sup> Planning Obligations SPD and through partnerships with the private sector.

#### Monitoring of Policy E6: how we will measure success

Policy E6 will be monitored through the Council's Annual Monitoring Report, with specific links to:

- **BD1 (Core) Indicator:** Total amount of additional employment floorspace – by type. **Target:** Minimum of 20,000 sq.m per annum of new/replacement B1c/ B2/B8.
- **LO1 (Local) Indicator:** Amount of floorspace developed for employment by type, in a designated employment area. **Target:** Min of 10,000 sq.m per annum.

38 in accordance with Circular 05/05: Planning Obligations (ODPM, July 2005)

## Raising Skills

### Strategic Objectives

- SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.
- SO17: Link deprived areas with employment benefits arising from the development of major sites and existing key locations.

Related Policy: E7

**5.38** Table 3.1 in Chapter 3 identifies two main challenges relating to raising skills:

- Resident working age population has below average qualifications and low number of adult learners
- Pockets of deprivation within the borough

**5.39** There are a number of challenges relating to skills and access to employment in Hillingdon. Firstly, a significant proportion of workers in the borough have a low level of qualifications or job skills, typically in pockets of deprivation. There is a need to raise the aspirations and job mobility of these residents by increasing skills so they can maximise employment opportunities. This Core Strategy will help ensure that local skills match employment growth in the borough and that employment helps address pockets of deprivation within the borough by linking training and employment needs. Inequalities can be reduced by increasing employability and promoting businesses that can create job opportunities for local residents. Jobs in tourism account for over 8% of the borough's total employment, and this Core Strategy will help local people benefit from this through access to employment and training opportunities in the tourism industry. The Council will also harness opportunities to link high end jobs, for example at Stockley Park, with university courses to help retain local graduates after university.

**5.40** There is significant commuting out of the borough to central London and the Thames Valley and approximately two-thirds of employees in-commute from outside the borough. This Core Strategy will also help to ensure that local people can physically access jobs, particularly at Heathrow, by a range of transport modes. This is dealt with in the Transport chapter through policies T2, T3 and T4.

## **Policy E7: Raising Skills**

The Council will ensure training opportunities are linked with the development of major sites for both construction phases and end use occupiers, and through liaising with local colleges and businesses to ensure workforce development initiatives and training programmes reflect skill requirements in the workplace. The Council will engage with local businesses and universities to link high end jobs in the borough with higher education courses. The Council will promote Hillingdon as a destination for visitors and tourists and ensure that local residents have access to jobs within related industries.

### **Implementation of Policy E7: how we will achieve this**

Policy E7 will be delivered through preparing and implementing the Local Economic Assessment, and by means of partnership working with businesses, Adult Education services, universities and FE colleges, Jobcentre Plus, Chamber of Commerce, West London Working, Visit London and private developers. Delivery will also be through implementing the Planning Obligations DPD, the economic development strategy, strategy for tourism and visitor attractions, and the Subregional Employment and Skills Plan.

Initiatives such as the Chief Executives working contacts with local 'Big Hitters' in the business community, Gateway Heathrow 2012, 14-19 diplomas and 16-19 Commissioning will also help deliver Policy E7. Further initiatives will be developed to encourage active travel within the borough and information will be provided dynamically and responsively to encourage modal change to reduce car commuting on key corridors.

### **Monitoring of Policy E7: how we will measure success**

Policy E7 will be monitored through NOMIS data for skills/employment. Internal monitoring will be through the Local Strategic Partnership Theme Group responsible for measuring skills targets within the Local Area Agreement.

**End Notes**

- a. British Waterways (115/13)
- b. BAA (075/19)
- c. Hayes Town Partnership (057/5)
- d. Greater London Authority (107/13)
- e. Greater London Authority (107/13)
- f. BAA (075/20)
- g. Drivers Jonas Deloitte on behalf of Universities Superannuation (072/7)
- h. Greater London Authority (107/14)
- i. GVA Grimley on behalf of Brunel University (041/3)
- j. BAA Heathrow on behalf of Heathrow Airport Ltd (75/23),
- k. CgMs Ltd on behalf of Henry Streeter Automotive Ltd (52/4)
- l. Greater London Authority (107/15)
- m. Drivers Jonas Deloitte on behalf of Buccleuch Properties (077/5)
- n. BAA on behalf of Heathrow Airport Ltd (075/22)
- o. BAA on behalf of Heathrow Airport Ltd (075/11)
- p. Arora Management Services Ltd (016/2)
- q. Individual (017/4)
- r. Individual (017/5)
- s. Individual (020/1)
- t. Individual (022/1)
- u. Individual (024/1)
- v. Individual (029/1)
- w. Individual 029/1
- x. Y&WDTCAG (044/5)
- y. Ruislip Residents Association (050/3)
- z. CMA Planning on behalf of Kingshott Holdings Ltd (054/1)
- aa. Individuals- Petition No. 1 (101/1)
- ab. London Borough of Hillingdon Labour Group (103/9)
- ac. Individual (108/1)
- ad. Drivers Jonas Deloitte on behalf of Buccleuch Property (077/2)
- ae. British Waterways Planning (115/23)
- af. Harmondsworth and Sipson Residents Association (048/2)
- ag. Harmondsworth and Sipson Residents Association (048/7)
- ah. BAA on behalf of Heathrow Airport Ltd (075/27)
- ai. British Waterways Planning (115/27)
- aj. individual (033/4)
- ak. London Borough of Hounslow (018/2)
- al. London Borough of Hounslow (018/3)
- am. BAA on behalf of Heathrow Airport Ltd (075/29)
- an. GVA Grimley on behalf of VSM Estates (013/2)
- ao. RPS Planning and development (066/1)
- ap. Greater London Authority (107/18)
- aq. RPS Planning and Development (066/1)
- ar. Barton Willmore on behalf of Waitrose (078/3)
- as. Planning Potential on behalf of ASDA stores Ltd (085/1)
- at. Planning Potential on behalf of ASDA Stores Ltd (085/4)

- au. RPS Planning and Development (066/2)
- av. Highways Agency (071/4)
- aw. Ruislip Residents Association (050/4)
- ax. Northwood Residents Association (053/4)
- ay. Hayes Town Partnership (057/09)

## 6 Core Policies - New Homes

### Strategic Objectives

SO7: Address Hillingdon's housing needs by providing affordable housing as identified in Hillingdon's Housing Needs Study (2005).

SO19: Meet the current London Plan target to provide 365 new homes per annum and consider the revised targets in the Replacement London Plan (2009).

Related Policies: H1, H2, H3

**6.1** Ensuring the delivery of a sufficient level of housing is a key challenge for this Core Strategy and the Council as a whole. The delivery of, in particular, more affordable housing is a priority identified in the Council's Sustainable Community Strategy.

**6.2** This chapter sets out the minimum number of new homes that Hillingdon will provide over the period of the Core Strategy and the steps that will be taken to demonstrate the viability of revised housing targets contained in the Replacement London Plan (2009). It also identifies key housing needs in the borough and the extent to which these can be met.

**6.3** The starting point for assessing housing issues in Hillingdon is to look at the number of existing homes and households in the borough. This is summarised in Table 6.1:

**Table 6.1 : Existing Housing**

<b>A) Total number of households</b>	406,606 <b>99,800</b>
<b>B) Number of homes in the borough</b>	102,500 units
<b>C) Total number of existing affordable homes in the borough</b>	17,044 units

Source: A) [London Borough of Hillingdon Draft Housing Market Assessment \(HMA\) 2009](#) Housing Needs Survey, 2005, Fordham Research. B [and C](#)) The Council's 2007/2008 Housing Strategy Statistical Appendix (HSSA) ~~London Borough of Hillingdon Housing Market Assessment 2009: Third Draft, Fordham Research.~~ c) HSSA data

**6.4** The key points relating to the figures in Table 6.1 are:

**Housing Type:** Of the total number of homes in the borough, the 2001 census data indicates that almost a quarter are flats, approximately one third are semi detached and a quarter are terraced properties.

**Tenure:** ~~The Housing Needs Survey (2005) (HNS)~~ **Hillingdon's [Hillingdons draft HMA](#)<sup>(39)</sup> is considered to be the primary source of evidence for housing needs and** indicates that at 71% **72%**, levels of owner occupation in the borough are higher than the national and regional

39 [London Borough of Hillingdon Housing Market Assessment, Draft, September 2009](#)



(London) average. Approximately 13%—8.4% of all households live in private rented accommodation and 5.5% *a sixth* are housed in the social rented sector. There continues to be a need for both intermediate and social rented forms of affordable housing, particularly larger family units.

**Size and Price:** The ~~emerging borough-wide Housing Market Assessment~~ draft HMA indicates that homes in Hillingdon have more rooms than the regional average. Less than 1% of properties fall into the lowest Council Tax band, well below the national and regional average. Notwithstanding the current economic downturn, this indicates that house prices in the borough are relatively high.

**Vacancies and Property Condition:** A certain number of vacant properties are required to ensure a dynamic housing market and the proportion of vacant market properties in Hillingdon is about the same as the regional average. The majority of vacancies (of all tenures) are located to the south of the A40. Further information on the number of vacant properties in the borough will be contained in the ~~emerging~~ draft HMA. The recent Private Sector Stock Condition Survey concluded that in general terms, the overall condition of housing in Hillingdon is better than average.

## Main Challenges

**6.5** The challenges for housing provision over the period of the Core Strategy fall into two categories: to, as far as possible, meet housing supply targets contained in the London Plan and to address housing needs in Hillingdon.

### The London Plan

**6.6** The main challenges for the Core Strategy in relation to meeting London Plan targets are:

1. A proposed ~~significant~~ increase in Hillingdon's annual housing monitoring target;
2. The need to agree a borough-wide affordable housing target;
3. ~~A proposed increase in the number of gypsy and traveller pitches~~ Addressing proposed changes in the policy on gypsy and traveller pitch provision; and
4. The retention of indicative density targets in the Replacement London Plan (2009).

**6.7** The London Plan (2008) sets a target for Hillingdon to provide 365 new dwellings per annum. In accordance with Government guidance, this target has been rolled forward to cover the Core Strategy period up to 2026. At the time of its publication in October 2009 ~~The~~ the Replacement London Plan (2009) contained a revised target for Hillingdon to provide 6,200 dwellings up to 2021, based on the GLA's Strategic Housing Land Availability Assessment (SHLAA). ~~It should be noted that the proposed target has not been agreed with GLA and is expected to change as a result of the EIP process.~~

In August 2010, the Mayor published a Housing Technical Note <sup>(40)</sup> to assist participants at the Replacement London Plan EIP sessions. This resulted in a proposed reduction in the pan-London target and a proposed reduction in Hillingdon's annual monitoring target from

40 Draft Replacement London Plan Examination in Public Housing Technical Note, August 2010

620 to 470 dwellings per annum. Following representations prepared by the Council as part of the EiP process, a further amendment has been made to Hillingdon's annual monitoring target and the figure now stands at 425 units.

Notwithstanding recent changes to PPS3 the Mayor proposes to retain borough wide housing targets in the London Plan. The Technical Paper states that the current methodology is not considered to be the most effective way forward and a review of housing targets will be brought forward as an early alteration to the the London Plan.<sup>a b</sup>

## Housing Needs in Hillingdon

**6.8** The main challenges in relation to meeting housing needs in the borough are:

1. Meeting the requirements for affordable housing ~~in the borough~~;
2. The lack of appropriate forms of affordable type and tenure, particularly intermediate housing; and
3. The particular needs of the travelling community in the borough.

### Overall Housing Need

**6.9** For the purposes of the Core Strategy, housing need is defined as *'the number of households who lack their own housing, or who live in unsuitable housing and who cannot afford to meet their housing needs in the market.'*

In addition to the borough wide and sub regional HMAs the following documents are also relevant: ~~evidence of and strategies to address housing needs in Hillingdon are contained in a number of documents:~~

- **London Borough of Hillingdon Housing Needs Survey Update (2005):** This document is the current assessment of housing needs in the borough. The Council is currently in the process of publishing its updated Housing Market Assessment (HMA)
- **London Borough of Hillingdon Draft Housing Market Assessment (HMA):** The emerging HMA will provide an update on how housing needs have changed in Hillingdon since the publication of the Housing Needs Survey.
- **West London Sub Regional Housing Market Assessment:** This study is also in production and will provide a broader picture of housing needs in the West London Sub-Region.

**6.10** ~~Hillingdon's Housing Needs Survey (2005)~~The draft HMA indicates an annual requirement to provide ~~3,564~~2,623 affordable dwellings, based on the definition of affordable housing contained in Planning Policy Statement 3 (PPS 3). The Sub Regional study calculates a total housing need (market and affordable properties) for the seven boroughs in the West London Region of 35,924 units. Hillingdon's calculated total annual need of 415 units forms part of this figure.~~The emerging borough wide HMA will revise this figure and identify the absolute need for all dwelling tenure and types. Notwithstanding, affordable housing needs are expected to remain prohibitively high~~

Overall, the draft borough-wide HMA concludes that 50% of all new housing should be affordable and 50% should be provided as market accommodation. Within the affordable sector, about 78% should be provided as social rented accommodation and the remaining

22% as intermediate housing, if the latter is priced at the usefully affordable point. (41) Notwithstanding these conclusions, the study makes clear that HMAs are part of the wider evidence base for policy and do not form part of policy itself. It recommends that the outputs should be viewed alongside the latest information on the viability of housing development when determining policy. Accordingly, Hillingdon has undertaken an Economic Viability Study to support policy H2 on affordable housing.

### Dwelling Type

The draft HMA notes that the Council may wish to pursue a split of 40% smaller one and two bed dwellings and 60% larger three and four bed dwellings. It makes the following comments on the type of properties required to meet housing needs in Hillingdon:

- Around half of the requirement for new housing is for market accommodation;
- Almost all new market housing should have three or more bedrooms;
- Almost 45% of new intermediate housing should have three bedrooms; and
- Almost three quarters of social rented dwellings should have three or more bedrooms.<sup>c</sup>

## Housing Growth

**6.11** The following policies have been developed to deliver the key objectives for housing and to address the main challenges outlined in Table 3.1 of this Core Strategy.

### **Policy H1: Housing Growth**

The Council will meet and exceed its minimum strategic dwelling requirement, where this can be achieved, in accordance with other Local Development Framework policies.

The borough's current target is to provide an additional 3,650 dwellings, annualised as 365 dwellings per year, for the ten year period between 1 April 2007 and 31 March 2017.

Rolled forward to 2026, this target equates to the a minimum<sup>d</sup> provision of 5,475 dwellings over the period of the Core Strategy. Sites that will contribute to the achievement of this target will be identified in the Site Allocations DPD.

**6.12** The following documents are relevant to housing growth in Hillingdon and are examined in this chapter:

- The London Plan (2008) which sets Hillingdon's current annual monitoring target;

<sup>41</sup> This is the mid-point range where the cost of intermediate property will be affordable to a reasonable proportion of households unable to access the market, thereby providing a genuine step on the housing ladder.

- The Housing Trajectory and 5 year land supply; and
- The Replacement London Plan (2009), which sets a proposed revised annual monitoring target based on the GLA's Strategic Housing Land Availability Assessment (SHLAA).

**6.13** The London Plan (2008) sets an annual monitoring target for Hillingdon to provide 365 new homes per annum. In accordance with government advice and until the adoption of the Replacement London Plan (2009), this target has been rolled forward over the period of the Core Strategy. Hillingdon's annual monitoring target will be met through the identification of sustainable sites for new housing development in the Site Allocations DPD.<sup>e</sup>

**6.14** The Council's Housing Trajectory is contained in the Annual Monitoring Report and at Appendix 3 of this document. Table 6.2 summarises the number of completions expected to come forward in the next five year period. The infrastructure required to deliver the sites in the housing trajectory is outlined in the Strategic Infrastructure Plan.

**Table 6.2 : Hillingdon's Five Year Land Supply for Housing**

Year	Residential Completion (Units)
2010/2011	820
2011/2012	931
2012/2013	904
2013/2014	826
2014/2015	486
<b>TOTAL UNITS</b>	<b>3,967</b>

**6.15** In addition to meeting its annual monitoring target of 365 units in the London Plan (2008), consideration will be given to emerging targets in the Replacement London Plan (2009) and housing needs in the borough. The Replacement London Plan (2009) target is split as follows:

**Table 6.3 : Proposed Annual Target for the Provision of Housing**

Conventional Housing	Non Self Contained	Total (Adjusted)
415 <del>380</del>	207 <del>47</del>	620 <del>425</del> <sup>f</sup>

~~Figures in Table 6.3 have not been agreed with the GLA, particularly with regard to non self-contained provision and are likely to change as a result of the London Plan EIP.~~

**6.16** The Council's Housing Trajectory shows that up to 2014, current and emerging GLA targets will be significantly exceeded. Beyond this period the delivery of new homes is less certain, however the trajectory shows that the target for conventional housing will generally be met. ~~the trajectory indicates a reduction in the number of completions, to the extent that the proposed annual monitoring target would not be met.~~

## Indicative Distribution and Delivery of New Homes

**6.17** Tables 6.4, 6.5 and Map 6.1 use the SHLAA data [for large \(>0.25 ha\) and small \(<0.25 ha\) sites](#) to provide an indication of when and where new homes could come forward in the borough. The figures in the table should be used with care and it is important to note that:

- The distribution of dwellings shown in Table 6.3 and Map 6.1 only reflect units identified for delivery from large sites (over 0.25 hectares)
- Figures for small sites are based *on* trend data and cannot be mapped in Map 6.1
- Tables 6.4 and 6.5 exclude predicted completions for non self-contained units (207 units per annum)
- Tables 6.4 and 6.5 are based on the 10 year timeframe for the London Plan and ~~the~~ SHLAA data cannot be used to show the distribution of new dwellings beyond 2021.
- ~~The figures in Tables 6.4 and 6.5 have not been agreed with the GLA and will be tested through the London Plan Examination in Public (EIP).~~
- Figures for the Heathrow Opportunity Area are inclusive of identified completions in the Hayes/West Drayton Corridor.

**Table 6.4 : Proposed units to be delivered from large and small SHLAA sites**

	<b>Number of Units 2011-2016</b>	<b>Number of Units 2016-2021</b>	<b><u>Number of units 2011-2021</u></b>
Units predicted from large sites (>0.25 ha)	2,758	767	<u>3,097</u>
Units predicted from small sites (<0.25 ha)	350	350	<u>700</u>
<b>Subtotal</b>	<b>3,108</b>	<b>1,117</b>	<b><u>3,797</u></b>
<b>Total number of units to be delivered per annum (Predicted)</b>	<b>622</b>	<b>223</b>	<b><u>380</u></b>

**Table 6.5 : Proposed delivery of units from large SHLAA sites, by area**

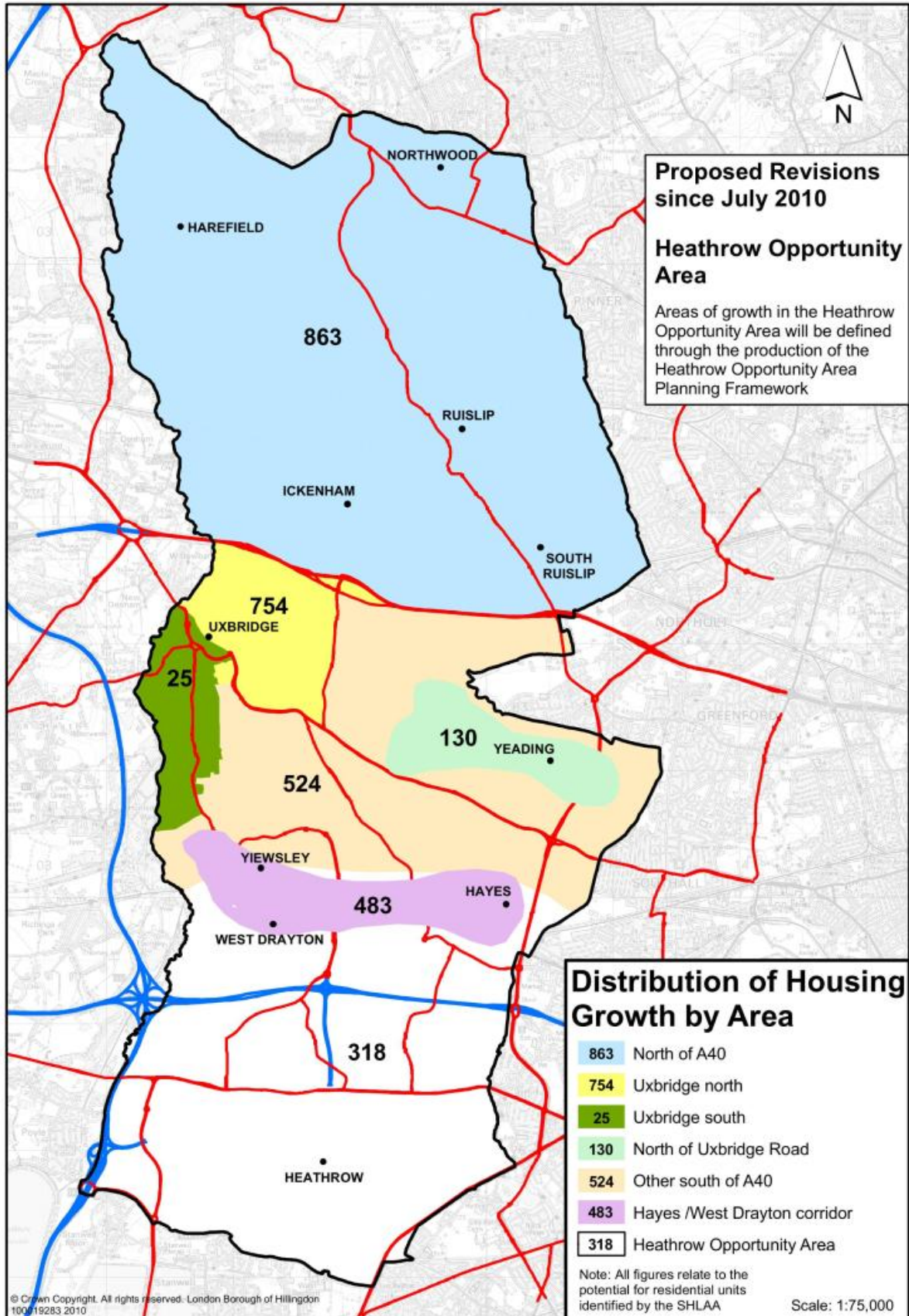
<b>Area</b>		<b>Number of Units 2011-2016</b>	<b>Number of Units 2016-2021</b>	<b><u>Number of units 2011- 2021</u></b>
<b>South of the A40</b>	Heathrow Opportunity Area <a href="#">(excluding the Hayes/West Drayton corridor)</a>	745	0	<u>318</u>
	Hayes/West Drayton Corridor	283	200	<u>483</u>
	Uxbridge North	532	222	<u>754</u>
	Uxbridge South	25	0	<u>25</u>

Area		Number of Units 2011-2016	Number of Units 2016-2021	<u>Number of units 2011- 2021</u>
	Hayes End/North of Uxbridge Road	42	418	<u>130</u>
	Other Areas south of the A40	524	0	<u>524</u>
<b>North of the A40</b>		<b>637</b>	<b>227</b>	<b><u>863</u></b>
<b>Total</b>		<b>2,758</b>	<b>767</b>	<b><u>3,097</u></b>

(i)

**6.18** The figures in Table 6.4 reinforce the findings of the Council's housing trajectory (see paragraph 6.15) that the number of new units completed in Hillingdon will reduce significantly beyond the first 5-year period of the Core Strategy. The achievement of the proposed annual monitoring target of 620 units will therefore be particularly challenging beyond 2016. This issue will be addressed at the Replacement London Plan (2009) EiP and if necessary, in the Council's emerging Site Allocations Document. The Council will carry out an economic viability study to further assess the deliverability of these figures.

Map 6.1 Distribution of units from large SHLAA sites



**6.19** The specific locations for new housing contained in the Site Allocations DPD will be subject to an assessment of impacts on flood risk, ecology and conservation, the ability to deliver decentralised energy, sustainable transportation, access to green infrastructure and social quality.

### Design and Density

**6.20** High quality design for new homes will continue to be a priority for the Council and the type of dwellings provided should reflect housing needs identified in the borough, particularly the need to provide more family homes with adequate garden space. Further policy guidance on the type of dwellings required in Hillingdon will be contained in the Development Management DPD.<sup>g h</sup> The density of residential development should take account of the need to ~~achieve the maximum~~ optimise the potential of sites ~~intensity of use~~ compatible with local context, while respecting the quality, character and amenity of surrounding uses. The density and design of residential development will be addressed through the provision of appropriate policies in the emerging Development Management DPD. Higher densities will be most appropriate in sustainable locations with high levels of public transport accessibility.<sup>j</sup>

#### Implementation of Policy H1: how we will achieve this

- Promoting the design and density of new homes to reflect the specific and different land use characteristics in the north and south of the borough;
- Ensuring development makes the most efficient use of brownfield land;
- Promoting high quality mixed use developments;
- Managing development to resist the loss of housing;
- Considering the potential for additional housing on sites in the Site Allocations DPD;
- Implementing the Council's Empty Property initiatives;
- Encouraging the conversion of suitable properties;
- The release of sites in non residential use, subject to other policies of the plan; and
- Preparing site specific planning briefs for larger sites.

#### Flexibility

Figures for housing growth in Hillingdon take account of the London Plan (2008). Proposed growth figures in the Replacement London Plan (2009) ~~have not been agreed and may change as a result of the London Plan EIP.~~



**Monitoring of Policy H1: how we will measure success**

- H1: **(Core)** Indicator: Plan period and housing targets. 440 units per annum from 1997 to 31st March 2007 and 365 units per annum from 1st April 2007 to the end of the plan period as set out in the London Plan.
- H2: **(Core)** Indicator: Housing trajectory. 3,650 new net residential units for the period 2007-2016 (365 units per annum as an annual monitoring target) – London Plan Target.
- [Percentage of new homes built on brownfield land](#)<sup>k</sup>
- Number of 'conventional new homes' delivered in the borough each year between 2011-2026;
- Number of non self-contained units delivered in the borough between 2011-2026; and
- The achievement of a reduction in overall housing need in the borough.

**Affordable Housing**

**6.21** Increasing the supply of affordable housing <sup>(42)lm</sup> is a key priority for this Core Strategy and the Council as a whole. Subject to other planning considerations, measures that increase the supply of affordable housing will be supported. The Council's policy on affordable housing is guided by evidence of housing needs in the borough and the provisions of the current (2008) and Replacement London Plan (2009). The Council's ~~Housing Needs Survey~~[draft HMA](#) recommends that 50% of net new housing provision (supply from all sources) should be affordable housing and that ~~33%~~[22%](#) of the total net requirement is for intermediate housing. ~~These figures are being reviewed as part of the Council's emerging Housing Market Assessment and will be updated as new information emerges.~~

**6.22** The London Plan (2008) sets a target to provide 50% of all new housing provision as affordable housing and indicates a tenure split of 70% social rented, 30% intermediate tenure. The Replacement London Plan (2009) proposes to remove the 50% affordable target and states that boroughs should agree their affordable housing targets with the GLA. The position regarding the proposed tenure split in the current (2008) and Replacement London Plan (2009) is as follows:

**Table 6.6 London Plan Tenure Split**

	The London Plan (2008)		Replacement London Plan (2009)	
Tenure Type	Intermediate	Social Rented	Intermediate	Social Rented
Percentage	30	70	40	60

**6.23** [The Council is currently preparing an Economic Viability Assessment \(EVA\) to inform borough-wide affordable housing targets. The study has tested the deliverability of affordable housing against a range of variables, including the availability of affordable housing grant, density mix and tenure split. Early results of this study show that in the current economic](#)

42 The definition of affordable housing, as contained in PPS 3, is contained in the glossary.

circumstances and regardless of needs identified in the draft HMA, a target to provide 50% of all new housing as 'affordable' could not be supported on economic viability grounds. Based on the evidence contained in the EVA and draft HMA the Council will seek to achieve a borough wide affordable housing target of 35%, on the understanding that this may be subject to site specific viability considerations. In addition, the Council is minded to continue to support targets related to tenure split in the London Plan 2008. Proposed targets in policy H2 will be discussed and agreed with the GLA.<sup>n opqrs</sup>

### Policy H2: Affordable Housing

Housing provision is expected to include a range of housing to meet the needs of all types of households and the Council will seek to maximise the delivery of affordable housing from all sites over the period of the Core Strategy. For sites with a capacity of 10 or more units the Council will seek to ensure that:

i.) subject to viability and if appropriate in all the circumstances<sup>t</sup>, ~~50%~~35% of all new units are delivered as affordable housing, with a tenure mix of 70% housing for social rent and 30% intermediate housing; and

ii.) ~~the affordable housing mix reflects the need for larger social rented family units.~~

ii) The affordable housing mix reflects housing needs in the borough, particularly the need for larger social rented family units.<sup>u</sup>

**6.24** The Council notes that in setting the proposed tenure split in the Replacement London Plan (2009), the GLA has considered factors other than the needs identified in the London-wide conclusions of the London-wide Strategic Housing Market Assessment. These include an acknowledgement of the role that intermediate housing can play in helping to get Londoners on the first step of the housing ladder and reducing the call on the social rented sector.

Affordable housing achieved across the borough should reflect the distinct needs of different sections of the community. It should include provision for older people and for other groups in need of supported housing, specifically people with mental health needs and people with physical and sensory disabilities or learning difficulties. The council's aim is to maximise independence and provide self-contained accommodation with appropriate support.

~~**6.25** The Council is currently preparing a number of evidence base documents that will inform the development of its its policy on affordable housing, including the Housing Market and Economic Viability Assessments. Until these studies have been completed, the policy will continue to reflect the requirements of the London Plan (2008).~~

**6.26** The type and size of dwellings that are delivered will be as important as the overall number of units. The emerging HMA indicates that 70% of net need for affordable housing is for two and three bed accommodation, more than a fifth is for four bed accommodation and almost 7% is for one bedroom accommodation. The need relative to supply is greatest for larger accommodation. Current estimates indicate that less than 10% of the need for four bedroom accommodation is expected to be met compared with almost three quarters of the need for one bedroom accommodation.

**Implementation of Policy H2: how we will achieve this**

- Direct provision of affordable housing by Registered Social Landlords (RSLs), who will be responsible for managing affordable housing in conjunction with the Council's Housing Department;
- Including sites in the Site Allocations DPD from which a percentage of affordable housing will be delivered; including specific sites for affordable and special needs housing; and
- Setting out the mechanisms for providing affordable housing and for determining applications in the Development Management DPD.

**Flexibility**

Hillingdon's affordable housing target will evolve as the following evidence base documents emerge and will be subject to conclusions and policies within<sup>v</sup>:

- The Replacement London Plan (2009);
- The borough-wide draft Housing Market Assessment;
- The emerging sub-regional Housing Market Assessment; and
- Hillingdon's emerging Viability Assessment.

When applying policy H2 the Council will be flexible in addressing different housing needs across the borough, particularly in relation to affordable housing type and tenure split.

**Monitoring of Policy H2: how we will measure success**

- H5 (Core) indicator: Gross affordable housing completions. National Indicator (NI) 155 target
- Agreement of an appropriate affordable housing target with the GLA;
- Delivery of the agreed affordable housing target;
- Agreement and delivery of an appropriate tenure split; and
- Achieving a reduction in overall housing needs in the borough.

**Gypsy and Traveller Pitch Provision**

**6.27** Circular 1/2006 states that the Core Strategy should set out criteria for the location of gypsy and traveller sites, which will be used to guide the allocation of sites in the relevant Development Plan Document. Criteria based policies must be fair, reasonable, realistic and effective in delivering sites.

### Policy H3: Gypsy and Traveller Pitch Provision

The Council will ensure that:

- a). The existing Colne Park site will be protected for its current use
- b) Targets for additional pitch provision take account of need and the availability of suitable sites<sup>w</sup>; and
- b). Proposals for sites to accommodate the specific needs of Travellers (Irish and Scottish), Gypsies, Roma, Sinti and Travelling Show People should:
  - i) ~~Meet a need for such accommodation which is not being met in the borough or elsewhere in London, whilst avoiding an over-concentration of such facilities in Hillingdon in comparison to other boroughs;~~
  - ii) Be located on a site and in an area that is environmentally acceptable for residential occupation;
  - iii) Have no significant adverse effects on the amenity of occupiers of adjoining land;
  - iv) Have acceptable road and pedestrian access and be accessible to local services and public transport; and
  - v) Be consistent with other relevant LDF policies.

~~6.28 The Replacement London Plan (2009) contains targets for additional pitch provision in each borough between 2007-2017. These targets have also been consulted on as part of the emerging London Housing Strategy and have been informed by London's Gypsy and Traveller Accommodation Assessment (GTAA). The GLA has recently consulted on a minor alteration to the Replacement London Plan (2009), which proposes 7 additional pitches in Hillingdon. The Council will take account of the work being undertaken by the West London Housing Partnership on the needs of the travelling community in its response to these figures.~~  
x

6.29 Policy 3.8 of the Replacement London Plan (2009) contains borough specific gypsy and traveller pitch provision targets, to be met over the period 2007-2017. The proposed minor alteration to policy 3.8 is currently open for public comment and proposes to remove these targets from the Plan. Under the provisions of the proposed policy, boroughs would be required to work with the Mayor to ensure that needs are identified and the accommodation requirements of these groups are addressed locally and in line with national policy.

6.30 In formulating its policy on this issue, the Council will balance the need for additional pitch provision with the availability of suitable sites. The identification of suitable sites may require the preparation of additional evidence base as part of the production of the subsequent Site Allocations DPD. yzaaabacadaeafagahaiajakalamanaoapaqar

~~6.31 The Council will allocate land for additional pitch provision in the Site Allocations DPD following the completion of the West London Study and the Replacement London Plan (2009) EIP.~~

#### **Implementation of Policy H3: how we will achieve this**

- Retention of the existing site at Colne Park; and
- Taking account of the West London Housing Partnership research on gypsy and traveller pitch provision to guide the provisions of policy CP3.

#### **Flexibility**

Figures for gypsy and traveller pitch provision are likely to be refined through the progression of the Replacement London Plan (2009).

#### **Monitoring of policy H3: how we will measure success**

- H4 (Core) Indicator: Net additional pitches (Gypsy and Traveller). Target to be set by the London Plan
- Meeting the needs of the existing travelling community in the borough by protecting and maintaining the site at Colne Park; and
- The delivery of pitches in accordance with the outcome of the Replacement London Plan (2009) EIP.

**End Notes**

- a. Northwood Hills Residents Association (030/8)
- b. Boyer Planning on behalf of Thorney Farm Developments Ltd (062/1)
- c. Ruislip Residents Association (050/6)
- d. Ballymore Group (068/2)
- e. CMA Planning Ltd on behalf of Kingshott Holdings (054/3)
- f. Planning Perspectives (069/4)
- g. Ruislip Residents Association (050/6)
- h. Hayes Town Partnership (057/10)
- i. English Heritage (116/11)
- j. Drivers Jonas Deloitte on behalf of Buccleuch Property (077/7)
- k. Environment Agency (090/3)
- l. Eastcote Residents Association (019/12)
- m. Y&WDTCAG (044/8)
- n. Northwood Residents Association (053/6)
- o. BNP Paribas on behalf of Arla Foods UK (055/7)
- p. Hayes Town Partnership (057/10)
- q. Boyer Planning on behalf of Thorney Farm Developments Ltd (062/2)
- r. Drivers Jonas Deloitte on behalf of Legal and General Assurance Society (106/4)
- s. GVA Grimley on behalf of VSM Estates (013/4)
- t. Ickenham Residents Association (059/10)
- u. Ballymore Group (068/3)
- v. Greater London Authority (107/22)
- w. Greater London Authority (107/23)
- x. Hillingdon Traveller Forum (061/3)
- y. Irish Traveller Movement in Britain (015/7)
- z. Individual (025/1)
- aa. Individual (026/1)
- ab. Individual (027/1)
- ac. Individual (038/1)
- ad. Hillingdon Traveller Forum (061/1)
- ae. Hillingdon Traveller Forum (061/2)
- af. Hillingdon Traveller Forum (061/9)
- ag. Hillingdon Traveller Forum (061/11)
- ah. Individual (091/1)
- ai. Individual (092/1)
- aj. Individual (093/1)
- ak. Individual (094/1)
- al. Individual (095/1)
- am. Individual (096/1)
- an. Individual (097/1)
- ao. Individual (098/1)
- ap. Individual (099/1)
- aq. Irish Traveller Movement in Britain (015/1)
- ar. Hillingdon Traveller Forum (061/3)

## 7 Core Policies - Historic and Built Environment

**7.1** The Borough has a diverse and in some parts distinct character and the Council will seek to protect and enhance its best features. Important buildings, townscape, open areas and waterside environments will be protected and improvements sought to those areas where the environment is poor. The Council will strive to ensure that all new development is of a high design quality, that it is sustainable and contributes positively to the local environment, creating attractive, safe and vibrant places to live and work.

### Main Challenges

**7.2** Table 3.1 in Chapter 3 identifies ~~four~~ **six** main challenges relating to the historic and built environment:

- ~~The need to maintain the character, identity, suburban qualities and historic fabric of the Borough's places and buildings~~ The need to maintain the historic character, identity, suburban qualities of the Borough's places, buildings and spaces.<sup>a</sup>
- The need to conserve and enhance the historic significance of the Borough's heritage assets and settings;<sup>b</sup>
- Pressure for high density developments;
- Loss of local characteristics through unsympathetic design;
- Balancing new sustainability requirements to combat climate change whilst protecting the existing character of places, in particular in conservation areas; and
- Demand for large scale commercial/ mixed use developments particularly in the southern part of the Borough on the fringe of Green Belt and/ or Conservation Areas.

### Heritage

**7.3** Hillingdon has a wide variety of historic assets; these include archaeological sites, traditional village centres, canals, historic buildings and landscapes. There are also extensive areas of good quality "Metro-land" suburbs, which are an important feature of the Borough.

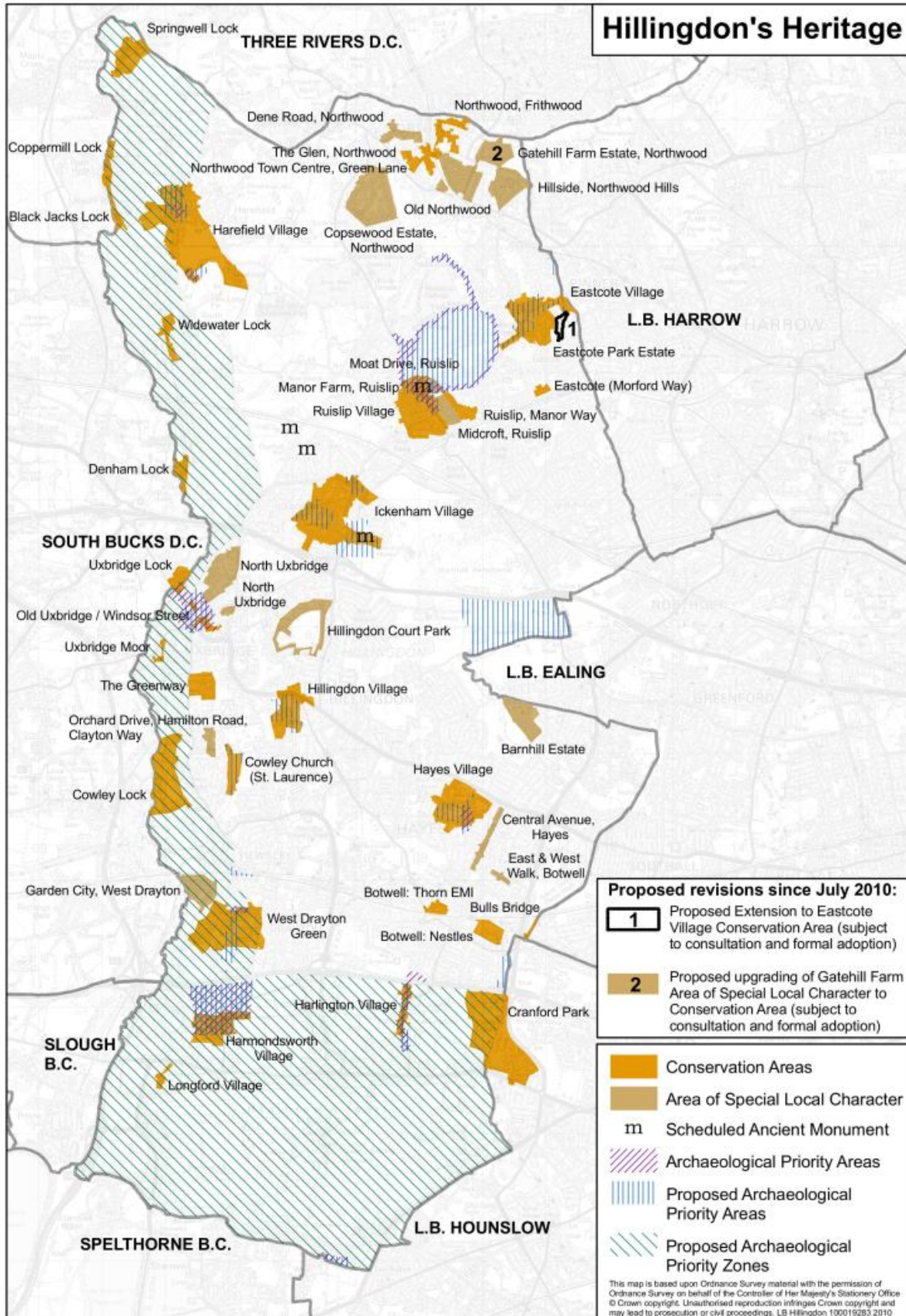
The Council has a rolling programme of historic heritage asset designation. At present the Borough contains:

- 30 Conservation Areas
- 14 Areas of Special Local Character (ASLC)
- ~~406~~ **409** Statutory Listed Buildings
- ~~289~~ **292** Locally Listed Buildings<sup>c</sup>
- 5 Scheduled Ancient Monuments (SAMs)
- 9 Archaeological Priority Areas, totalling approximately 210 hectares and forming 1.8% of the Borough
- There are 35 entries in English Heritage's 'Heritage at Risk' Register of which 24 are buildings, 9 are conservation areas and 2 are Scheduled Ancient Monuments<sup>d</sup>
- 1 entry in the English Heritage Register of Historic Parks and Gardens (Church Gardens, Harefield, Grade II)
- ~~2~~ **1** Article 4 Directions (Daisy Cottages, West Drayton Green and Dairy Farm, Harefield).

7.4 A further 10 Archaeological Priority Areas (APAs) have been identified for designation and in addition, 2 new Archaeological Priority Zones (APZs) will be designated. The latter have been designed to allow wider areas of archaeological potential to be considered. The new designations are shown on Map 7.1 [will be defined in the Proposals Map and Site Allocations DPD.](#)<sup>e</sup>



Map 7.1 Hillingdon's Heritage (revised)



**Strategic Objectives:**

- SO1: ~~Preserve~~ Conserve<sup>f</sup> and enhance the Borough's heritage and their settings by ensuring new development, including changes to the public realm, ~~is~~ are of high quality design, appropriate to the ~~age and architecture~~ significance of the heritage asset, and sensitive to the ~~character of its wider setting~~ wider historic environment.<sup>g</sup>

Related Policy: BE1

**Policy HE1: Heritage**

The Council will:

1. ~~Preserve~~ Conserve and enhance Hillingdon's unique historic environment, including its heritage assets such as statutorily Listed Buildings, Conservation Areas, Scheduled Ancient Monuments, Registered Parks and Gardens, Locally Listed Buildings, Areas of Special Local Character, and Archaeological Priority Zones and Areas, their settings and their wider historic environment.
2. Actively encourage the regeneration of ~~historic buildings and~~ heritage assets, particularly those which have been included in English Heritage's ~~Register of Historic Buildings and Conservation Areas~~ 'Heritage at Risk' register.
3. Promote increased public awareness, understanding of and access to the Borough's ~~historic~~ heritage assets and wider historic environment, through Section 106 agreements and via community engagement and outreach activities.
4. Address the need to conserve the historic environment when implementing climate change mitigation and adaption measures.<sup>h</sup>

### Implementation of Policy HE1- how we will achieve this

The Council will seek to:

1. Ensure appropriate specialist advice and guidance is available, by preparing character appraisals, management plans and design guidance for its designated areas and historic assets, in partnership with the local community, guided by the Conservation Forum and where possible, aided by English Heritage.
2. Regularly review its Historic Environment Record (HER) and designations, and update character appraisals and management plans for conservation areas, ensuring national and local interest groups, and residents are consulted.
3. Pro-actively manage heritage assets, including those considered “At Risk” by English Heritage, working with heritage groups and partners where appropriate, to ensure buildings and structures such as those at Eastcote House Gardens, RAF Uxbridge and Breakspear House are repaired and reused.
4. Promote the Borough’s heritage by continuing to ensure that it is included in the London Open House event; to improve the interpretation of historic assets, such as Manor Farm, Ruislip; and to recognise local schemes of exceptional quality or innovation by, for example, applying for Civic Trust and Green Apple and ~~The Mayors Great Spaces~~ Awards.
5. Include more specific guidance relating to historic buildings and other conservation matters, in the Development Management Policies and supporting guidance contained within the forthcoming Heritage Strategy Supplementary Planning Document, together with the relevant Area Action Plans.
6. Where the loss of a heritage asset is justified, ensure that there will be a commitment to making a record to advance understanding of the heritage asset and copies will need to be deposited with the Greater London Historic Environment Record (HER).<sup>i</sup>

### Monitoring - how we will measure success of Policy HE1

- The number of listed buildings removed from the English Heritage ‘Buildings at Risk Register’ English Heritage’s ‘Heritage at Risk Register’<sup>j</sup> will be monitored under Local Indicator LO20 of the AMR.
- The percentage of conservation areas with appraisals and management plans will be monitored under Local Indicator LO19 of the AMR and BV219b.
- The numbers of historic buildings open to the public on a regular basis.
- The number of applications refused on listed building or conservation grounds and upheld at appeal.

## Built Environment

### Design

**7.5** Maintaining and improving the quality of the built environment is of critical importance if the attractive character and identity of Hillingdon is to be retained. There is a need to reinforce the importance of ensuring that development is designed having regard to, and responding positively to its context, whilst contributing positively to the environment. This ensures that elements of local character and distinctiveness are reinforced that the environment is protected and enhanced and that design quality is a priority.

The quality, functionality and condition of the public realm have a direct bearing on the image of Hillingdon, how well neighbourhoods function, and how people interact and enjoy open spaces. The Council will seek to promote high-quality streets and public spaces and introduce public art to celebrate civic pride.

**7.6** Although Hillingdon is committed to increase housing provision, quantity will not be provided at the expense of quality. The Council considers that any higher density development in the Borough should not compromise the ability to achieve a sustainable layout, high quality design and an attractive appearance. The Borough endorses the government's agenda for mixed communities and seeks to provide spatial guidance for its delivery. The Council's adopted 'Accessible Hillingdon' Supplementary Planning Document (SPD) provides guidance on design of new development to achieve integrated, sustainable developments of lifetime home standards. The 'Hillingdon Design and Accessibility Statement' (HDAS) SPD promotes good practice guidance on high quality design for all new developments in the Borough, as well as shopfronts, transport interchanges and the public realm.

**7.7** The LDF is required to monitor the design performance of development through 'Building for Life', the national standard for well designed homes and neighbourhoods. The criteria have been designed so as to establish an objective set of principles by which the judgement of applications and the built quality of housing can be undertaken consistently. Each housing development scheme is awarded a score out of 20, based on the proportion of Building for Life questions that are answered positively. Scores include the Gold Standard (16 or more out of 20) and Silver Standard (14 or more out of 20). For residential schemes, all new developments of 10 dwellings or over should achieve a Building for Life assessment rating of silver standard as a minimum.

**7.8** The Code for Sustainable Homes (Communities and Local Government) is a new national standard for sustainable design and construction of new homes. It measures the sustainability against design categories, rating the 'whole home' as a complete package. The design categories included within the Code are energy/ carbon dioxide, surface water run-off, health and well-being, water, waste management, materials, pollution and ecology. The Council will encourage all new build residential development to meet Code level 4.

**7.9** Large parts of the Borough are sensitive to the impact of taller buildings by virtue of the high environmental quality that currently exists, with heritage and open space constraints and their lower density character and development patterns in some parts of the boroughs. In general, a tall building is defined by CABI and English Heritage as one that is substantially taller than its neighbours or significantly changes the skyline. While tall buildings offer the opportunity for intensive use, their siting, design, effect on views, impact on local micro-climate

and provision of communal and private amenity spaces should be carefully considered in order to not detract from the nature of surrounding places and the quality of life for those living and working around them.

**7.10** Tall buildings may be acceptable in a limited number of suitable locations where the Council considers that they will not seriously harm the surrounding area and its heritage assets, and will also deliver wider benefits to the proposed Opportunity Area. Appropriate locations for tall buildings are parts of the Uxbridge and Hayes, [subject to considering the Obstacle Limitation Surfaces for Heathrow Airport](#).<sup>k</sup> The height of buildings should be appropriate to the surrounding townscape. All such proposals will require appropriate accompanying urban design assessments and will be assessed using the criteria for evaluation identified by CABE and English Heritage in 'Guidance on Tall Buildings' and local guidance.

### **Accessibility**

**7.11** The Council will seek to provide robust neighbourhoods which are attractive and capable of being used for many purposes, by different people and with the potential for change and adaptation. The Borough recognises that 15% of the population have an impairment, mobility or otherwise, and provision should be made to allow equal, easy and dignified access to buildings, places and spaces. Furthermore, the Council recognises that neighbourhoods should ensure adequate accessibility to housing, employment and public amenities to permit equal opportunities for the whole community (see Policy T4).

**7.12** Accessibility for disabled people is legislated under the Disability Discrimination Act (DDA) 1995 (amendment) Regulations 2003, and is included within the London Plan. The requirement is for new and existing buildings to be accessible. New housing should be designed to ensure that it can easily be modified to meet the needs of people with disabilities. It should also incorporate the principles of "Lifetime Homes" so that as people become less mobile it continues to meet their needs. The percentage of local authority buildings suitable for and accessible by disabled people is measured using BVPI 156. At present 15.2% of buildings in the borough are accessible (London Development Database, 2008/9). A comparison to Greater London (21.5%) and the national figure (36.5%) shows that Hillingdon, although improving, can make improvements.

**7.13** The Council will seek to encourage inclusive access at the neighbourhood level ensuring that places of work and leisure, streets, neighbourhoods, parks and open spaces are designed to meet the needs of the community at all stages of people's lives in line with the emerging replacement London Plan.

### **Crime and safety**

**7.14** The Council's 'Place Survey 2008/9' identified that the three top priority areas which residents felt were important to making a good place to live were the level of crime (63%), clean streets (47%) and health services (44%). 71% of residents felt very or fairly satisfied with their local area as a place to live. In the Hillingdon Crime and Disorder Survey 2009, 70% of respondents felt safe in their local neighbourhood (compared with 75% in 2007) and 54% of respondents felt that crime/ anti-social behaviour did not restrict their lives.

**7.15** Fear of crime and anti-social behaviour is an issue highlighted by Hillingdon residents and making Hillingdon safer is one of the Council's corporate priorities. The Safer Hillingdon Partnership Plan for 2009/10 identifies five priorities:

1. Reducing violence
2. Reducing serious acquisitive crime
3. Tackling anti-social behaviour
4. Reduce harm caused by fire and road accidents
5. Community engagement & increasing public confidence

**7.16** The challenge we face is to make the borough a safer place while ensuring it maintains the vibrancy that makes it such a popular place to live, work in and visit. The LDF can contribute to these priorities by helping to reduce the opportunity for and incidence of crime and help to reduce the fear of crime and anti-social behaviour. Crime Prevention Design Advisors can provide advice on safe and secure environments and Secured by Design Standards.

**7.17** In addition, the Borough is home to Heathrow Airport and with the on-going threat from international terrorism there is a need for the Council and developers to give appropriate weight to counter terrorism design measures in new development schemes which are likely to attract large numbers of people. The Council's forthcoming 'Crowded Places Supplementary Planning Document' will provide design principles and practical approaches on how to reduce the vulnerability of crowded places to terrorist attacks.

### Health

**7.18** The Council recognises the role of design of housing, the wider built environment and the public realm in promoting good mental and physical health. Depression and anxiety pose significant health problems in the UK and high quality and well thought out design can reduce the incidence of these problems. Key factors associated with poor mental well-being include a lack of 'escape facilities' such as green space and social infrastructure, a sense of overcrowding, fear of crime and dissatisfaction with existing living conditions and the local area (for example noise problems from neighbours, high rise buildings, poor quality housing and a lack of privacy).

~~**7.19** The quality, functionality and condition of the public realm have a direct bearing on the image of Hillingdon, how well neighbourhoods function, and how people interact and enjoy open spaces. The Council will seek to promote high-quality streets and public spaces and introduce public art which taps into the diversity of local communities. The Council welcomes partnerships with local businesses, groups and other stakeholders to improve the streetscape and create an interesting, culturally diverse image of Hillingdon.~~

**7.20** Correspondingly ~~G~~good physical health can be promoted by ensuring provision of adequate space for sport and recreation, and by designing environments to facilitate physical activity by walking and cycling (see Policy T4). This can reduce the incidence of obesity and cardiovascular disease. Additionally, any reduction in the use of the private car for transport would help to improve air quality in the borough thereby resulting in positive effects on the incidence of respiratory ailments. The Council seeks to ensure that new developments and regeneration schemes are designed to facilitate good mental health as well as good physical health.

## Biodiversity

**7.21** Biodiversity should be promoted and increased in urban as well as rural locations, in small scale as well as large-scale projects. Targeted green initiatives to enhance urban streets and places with, for example, pocket parks, the planting of street trees or green roof gardens, have a strong impact on the appearance of the area, and also contribute to a greener and healthier environment by removing some pollutants and greenhouse gases from the environment.

**7.22** The Development Management DPD will address issues in relation to the detailed application of Core Strategy policy on the quality of the built environment and public realm.

**Strategic Objectives:**

- SO1: ~~Preserve~~ **Conserve**<sup>l</sup> and enhance the Borough's heritage and their settings by ensuring new development, including changes to the public realm, ~~is~~ **are** of high quality design, appropriate to the ~~age and architecture~~ significance of the heritage asset, and sensitive to the ~~character of its wider setting~~ **wider historic environment**.<sup>m</sup>
- SO2: Create neighbourhoods that are of a high quality sustainable design, **that have regard for their historic context and use sustainability principles which are sensitive and responsive to the significance of the historic environment, are**<sup>n</sup> distinctive, safe, functional and accessible and which ~~maintain~~ **reinforce** the identity and suburban qualities of the borough's **streets and public** places, **introduce public art to celebrate civic pride** and serve the long-term needs of all residents.
- SO3: Improve the quality of and accessibility to, **the heritage value of**<sup>o</sup> the borough's open spaces, including rivers and canals as areas for sports, recreation, visual interest and bio-diversity, **education, health and well being**.<sup>p</sup> In addition, address open space needs by providing new spaces identified in Hillingdon's Open Space Study.
- SO4: Ensure that development contributes to a reduction in crime and disorder, is resilient to terrorism, and delivers safe and secure buildings, spaces and inclusive communities.
- SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.
- ~~SO7: Address Hillingdon's housing needs by providing affordable housing as identified in Hillingdon's Housing Needs Study.~~
- SO8: Protect and enhance biodiversity to support the necessary changes to adapt to climate change. Where possible, encourage the development of wildlife corridors.
- ~~SO9: Promote healthier and more active lifestyles through the provision of access to a range of sport, recreation, health and leisure facilities.~~
- SO11: Address the impacts of climate change, ~~in particular, minimise carbon emissions~~ **minimise emissions of carbon and local air quality pollutants** from new development and transport.
- ~~SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.~~

Related Policy: HE1



## Policy BE1: Built Environment

The Council will require all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents. **All** new developments should:

1. Achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place;
2. Be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties;
3. Be designed to include "Lifetime Homes" principles so that they can be readily adapted to meet the needs of those with disabilities and the elderly, **10% of these should be wheelchair accessible or easily adaptable to wheelchair accessibility<sup>q</sup>** and encouraging places of work and leisure, streets, neighbourhoods, parks and open spaces to be designed to meet the needs of the community at all stages of people's lives. ;
4. ~~For all new residential developments of~~ **In the case of** 10 dwellings or over, achieve a Building for Life assessment rating of 'silver' as a minimum;
5. Improve areas of poorer environmental quality, including within the areas of relative disadvantage of Hayes, Yiewsley and West Drayton. **All regeneration schemes should ensure that they are appropriate to their historic context, make use of heritage assets and reinforce their significance<sup>r</sup>**;
6. Incorporate a clear network of routes that are easy to understand, inclusive, safe, secure and connect positively with interchanges, public transport, community facilities and services;
7. Improve the quality of the public realm and provide for public and private spaces that are attractive, safe, functional, diverse, sustainable, accessible to all, respect the local character and landscape, integrate with the development, ~~promote and encourage~~ **enhance and protect<sup>s</sup>** biodiversity, encourage physical activity and where appropriate introduce public art;
8. Create safe and secure environments that reduce crime and fear of crime, anti-social behaviour and **risks from fire and arson<sup>t</sup>** having regard to Secure by Design standards and address resilience to terrorism in major development proposals.
9. Not result in the inappropriate development of gardens that erode the character and biodiversity of suburban areas;

10. Maximise the opportunities for all new homes to contribute to tackling climate change and reducing emissions of local air quality pollutants. All new residential development should achieve at least Code for Sustainable Homes level 4. All new non-residential development should achieve BREEAM Very Good standard. In addition, all new development should be able to demonstrate compliance with the prevailing energy reduction requirements set out in the London Plan. All refurbishment development should aim to achieve the highest levels of new quality designs appropriate to the work being carried out.<sup>u</sup>
11. In the case of tall buildings, not adversely affect their surroundings or impact on important local views. Appropriate locations for tall buildings will be defined in a Character Study<sup>v</sup> and include ~~are~~ parts of the Uxbridge and Hayes subject to considering the Obstacle Limitation Surfaces for Heathrow Airport.<sup>w</sup> The height of buildings should be appropriate to the surrounding townscape.

Support will be given for proposals that are consistent with local strategies, guidelines, supplementary planning documents and development management policies.

#### Implementation of Policy BE1- how we will achieve this

This policy will be operated through the Council's and Hillingdon Partners development programmes in relation to both buildings and the public realm. The Council will:

- Identify in the Site Allocations DPD, LDF sites where redevelopment would provide an opportunity to improve the local environment;
- Adopt the Draft Public Realm SPD to ensure that all works within the public realm contribute to maintaining and improving the quality of the local environment.
- Consider the production of a borough-wide Character Study to inform the parameters for appropriate residential and non-residential densities including defining inappropriate locations for tall buildings.<sup>x</sup>

In relation to new development, developers will have to justify their design decisions within a Design and Access Statement for each application. For residential schemes of over 10 units, developers will need to demonstrate how the 'Building for Life' criteria are met and how the proposal will meet at least a 'silver' standard. There will be more detailed policies within the Development Management Development Plan document and Supplementary Planning Documents on specific design and public realm conservation issues.

This policy will be implemented, in conjunction with the other policies in the plan, through the determination of planning applications and the preparation of the Development Management and Site Allocations DPDs and Supplementary Planning Documents which could include Design Briefs.

**Monitoring - how we will measure success of policy BE1**

1. Public satisfaction with visual character of the built environment (Local);
2. Amenity space standards (Local);
3. Public art provision (Local): and
4. The AMR (Core Indicator H6 on Housing Quality) will monitor the number and proportion of total new build completions on housing sites reaching 'very good' (16 points or more/ Gold Standard) and 'good' (14 -15 points/ Silver Standard), 'average' (10-14 points) and 'poor' (10 points or less) ratings against the Building for Life Criteria.
5. All new housing proposals are required to meet Lifetime Home Standards and 10% of all housing units on major planning applications (10 units or more) are also required to be wheel chair accessible and these will be monitored under BVPI 156.

**End Notes**

- a. English Heritage (ref 116/6)
- b. English Heritage (ref 116/6)
- c. BAA (75/33)
- d. (English Heritage (116/15)
- e. BAA (75/34)
- f. English Heritage (116/8)
- g. English Heritage (116/16)
- h. English Heritage (116/17 and 116/20)
- i. English Heritage (116/18)
- j. English Heritage (116/18)
- k. BAA (75/35)
- l. English Heritage (116/8)
- m. English Heritage (116/13)
- n. English Heritage (116/8)
- o. English Heritage (116/8)
- p. British Waterways Planning (115/4)
- q. Greater London Authority (107/24)
- r. English Heritage (116/17)
- s. Natural England (3/4)
- t. London Fire and Emergency Planning Authority (64/1)
- u. BAA (075/36)
- v. (English Heritage (116/3, 116/19)
- w. BAA Heathrow (75/35)
- x. English Heritage (116/ 2, 3, 13)

## 8 Core Policies - Environmental Improvement

**8.1** Managing Hillingdon's natural environment and improving local air quality especially in areas currently above both national and European limits is one of the main challenges for this Core Strategy. Hillingdon has a considerable network of green spaces as well as rivers and canals. These natural environments are essential to the diversity of the borough as well as promoting a healthy way of life and helping to mitigate the effects of climate change.

**8.2** Hillingdon's population is expected to grow over the life of this Core Strategy, and there will be increasing pressure on the natural environment to accommodate growth, and to manage the increasing human impacts.

**8.3** Hillingdon's natural environment is highly important to the attractiveness and performance of the Borough and its protection and enhancement is an essential element of the Core Strategy. This chapter sets out the way that Hillingdon will protect and enhance the environment over the period of the Core Strategy. The Environmental Management chapter is organised into five parts: 1) climate change adaptation and mitigation; 2) open spaces, rivers and canal corridors; 3) biodiversity and geological conservation; 4) land, water, air and noise; and 5) minerals and waste management.

### Climate Change Adaptation and Mitigation

#### Strategic Objectives

- SO8: Protect and enhance biodiversity to support the necessary changes to adapt to climate change. Where possible, encourage the development of wildlife corridors.
- SO10: Improve and protect air and water quality, reduce adverse impacts from noise including the safeguarding of quiet areas<sup>a</sup> and reduce the impacts of contaminated land and safeguard quiet areas from noise pollution.
- SO11: Address the impacts of climate change, ~~in particular, minimise carbon emissions~~ and minimise emissions of carbon and local air quality pollutants from new development and transport.
- SO12: Reduce the reliance on the use of the car by promoting safe and sustainable forms of transport, such as improved walking and cycling routes and encouraging travel plans.

Related policies: EM1, EM7, EM8, CP2, T1

**8.4** Climate change is a global problem that requires local action as well as national. The Climate Change supplement to PPS1 acknowledges that the UK is likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels. The 2006 Stern Review assessed the impacts of climate change on the UK population and concluded that there will be profound and rising costs for global and national prosperity as well as severe effects on people's health and the natural environment. Responding to this challenge, the Government has set a legally binding target of reducing CO<sub>2</sub> emissions by 80% by 2050 with the Mayor of London setting a regional target of 60% for London by 2025<sup>(43)</sup>.

43 Replacement London Plan (2009), Greater London Authority

**8.5** However, reducing emissions is only part of the climate change challenge and we also have to ensure that we can adapt to the changing climate. The more extreme changes in weather pattern could lead to water shortages and conversely, an increased risk of flooding and hotter summers will require greater consideration of urban heat islands and the need for cooling in new development. In addition, the natural environment will come under threat from the changing climate as well as from increasing development pressures.

### Main Challenges

**8.6** Table 3.1 in Chapter 3 identifies ~~four~~ six main challenges relating to climate change adaptation and mitigation:

- Pressure to balance the demands of growth and the impacts of flood risk with minimal harm on the environment
- The need to maintain and improve the current water resources and quality<sup>b</sup>
- The need to control, reduce and mitigate noise and air quality impacts, especially around Heathrow and the major road network
- The need to mitigate air quality impacts especially around the strategic road network and Heathrow Airport, in order to work towards achievement of both national and European Union standards at relevant locations and improve the local air quality for communities.
- National and EU requirements to meet Climate Change and Carbon Dioxide emission targets
- Threats to the biological and geological interests of the borough from development pressures and climate change

**8.7** The Borough is committed to ensuring that new development will address the climate change challenge. However, this challenge should not be seen as a radical change in an approach with new demands being placed on developers, instead it should be viewed as an opportunity to help deliver against a number of Borough wide aspirations. Responding to the challenge should result in a higher quality development for the Borough that as well as mitigating and adapting to climate change has the added benefit of:

- Reducing annual energy consumption and costs for existing and future generations.
- Reducing the pressures on water resources.
- Providing a greater interaction between built and natural environment and making more space for wildlife.
- Promoting a healthier way of life.
- ~~Helping to clean-up air quality~~ Improving local air quality.
- Exploiting the opportunities from the 'green economy' and associated employment prospects.
- Helping development to be ready for future changes now, and not locking in the need for future generations to alter buildings to address climate change.

Many of the buildings that will be in use at the end of the plan period and beyond are already built. The LDF will be able to set standards for new development that are far more advanced than have been seen in recent years, but a more innovative approach is required to ensure the existing building stock can be upgraded.

Energy prices in the UK are forecasted to continue to rise making newer more energy efficient buildings more appealing. However, this will result in a gulf in building quality from modern build to those still in use from the past century. The Council will need to work with developers to identify opportunities to help upgrade the existing building stock. In some instances, it might be more appropriate to relax standards to the minimum required for building regulations for new development in order for developers to contribute to upgrading the existing stock. This could help reduce the energy consumption for whole communities whilst still realising a good quality of new development.

**8.8** The London Heat Mapping exercise revealed several areas within the Borough have concentrated areas of high heat demand. These areas represent opportunities to deliver district heating networks that can provide an efficient form of delivering the heating demands of large areas. Heating networks are developed around a central location that produces heat, either directly through gas fired heat and power, or from waste heat from large scale power stations. These networks can provide a resource efficient method of supplying heat to residential and commercial units. This saves energy, money and importantly helps to reduce carbon emissions. The PPS1 Climate Change Supplement consultation includes requirements for Councils to investigate potential for district heating networks. The Borough intends to complete a heat mapping exercise similar to the London wide approach. Developers will be required to follow the policies that emerge from the exercise and these will be laid out in the development management document.

**8.9** Climate change is a very broad subject and cannot be tackled by an isolated policy issue. For example, a policy on reducing the reliance on private car use is included within the transport section (see policies T1, T2, T3 and T4), and matters for sustainable design are included within the built environment section (see policy CP2). Climate change is not a separate topic that needs addressing but is integrated within the Core Strategy framework. Policy EM1 below includes criteria that need to be considered throughout the development of the LDF. The subsequent Site Allocations DPD and Development Management DPD along with any future SPD's must accord with the overarching principles of this policy.

## Policy EM1: Climate Change Adaptation and Mitigation

The Council will ensure that climate change mitigation is addressed at every stage of the development process by:

1. Prioritising higher density development in urban and town centres that are well served by sustainable forms of transport.
2. Promoting a modal shift away from private car use and requiring new development to include innovative initiatives to reduce car dependency.
3. Ensuring development meets the highest possible design standards whilst still retaining competitiveness within the market.
4. Encouraging new development to provide energy efficiency initiatives that can benefit the existing building stock: Working with developers of major schemes to identify the opportunities to help provide efficiency initiatives that can benefit the existing building stock.
5. Promoting the use of decentralised energy within large scale development whilst improving local air quality levels.
6. ~~Targeting areas of poor air quality for additional carbon emissions reductions~~ Targeting areas with high carbon emissions for additional reductions through low carbon strategies. These strategies will also have an objective to minimise other pollutants that impact on local air quality. <sup>c</sup> Targeting areas of poor air quality for additional emissions reductions <sup>d</sup>
7. ~~Encouraging the bioremediation of brownfield land where appropriate to avoid unnecessary landfilling.~~ Encouraging sustainable techniques to land remediation to reduce the need to transport waste to landfill. In particular developers should consider bioremediation <sup>(44)</sup> as part of their proposals.

New point: Encouraging the installation of renewable energy for all new development in meeting the carbon reduction targets savings set out in the London Plan. <sup>e</sup> Identify opportunities for new sources of electricity generation including anaerobic digestion, hydroelectricity and a greater use of waste as a resource. <sup>f</sup>

New point: Promoting new development to contribute to the upgrading of existing housing stock where appropriate <sup>g</sup>

The Borough will ensure that climate change adaptation is addressed at every stage of the development process by:

8. Locating and designing development to minimise the probability and impacts of flooding.

New point: Requiring major development proposals to consider the whole water cycle impact which includes flood risk management, foul and surface water drainage and water consumption. <sup>h</sup>

44 Bioremediation can be defined as any process that uses microorganisms or their enzymes to return the environment altered by contaminants to its original condition. Source: [http://www.bionewsonline.com/w/what\\_is\\_bioremediation.htm](http://www.bionewsonline.com/w/what_is_bioremediation.htm)



9. Giving preference to development of previously developed land to avoid the loss of further green areas.
10. Promoting the use of living walls and roofs, alongside sustainable forms of drainage to manage surface water run-off and increase the amount of carbon sinks<sup>(45)</sup>.
11. Promoting the inclusion of passive design<sup>(46)</sup> measures to reduce the impacts of urban heat effects.

### Implementation - how we will achieve this

The Council will implement policy EM1 through the topic policies in the Core Strategy.

The above criteria is essential to ensuring that this Core Strategy and future LDF plans and programmes can help the Borough respond positively to climate change. The implementation of the criteria is embedded within most of the Core Strategy policies.

In addition to the above, there will be a requirement to include the criteria in the development of the Heathrow Opportunity Area Development Management Document. This will ensure that this highly important growth area is fully considerate of the environmental challenges alongside the social and economic matters.

All the above criteria will be fed into the preparation of the Development Management Development Plan Document (DM DPD). This DPD will provide further details which development proposals must follow.

A separate Heat Mapping Exercise will be undertaken by the Council in accordance with the emerging Planning Policy Statement Climate Change Supplement. This will build on the work in the London Heat Mapping exercise which has revealed possible opportunities for district heat networking to provide a more efficient approach to community heating needs. Policies in the DM DPD will require developers to investigate and link into identified networks.

### Flexibility

Figures for reducing CO2 emissions in Hillingdon take account of national targets and regional targets in the London Plan (2009). Proposed figures in the Replacement London Plan (2009) have not been agreed and may change as a result of the London Plan EIP.

- 45 A carbon sink is a natural or manmade reservoir that accumulates and stores some carbon-containing chemical compound for an indefinite period. The natural environment works as a carbon sink absorbing Carbon Dioxide and generating oxygen. Source: [http://en.wikipedia.org/wiki/Carbon\\_sink](http://en.wikipedia.org/wiki/Carbon_sink)
- 46 Passive design is about ensuring that the fabric of the building and the spaces within it respond effectively to local climate and site conditions in order to maximise comfort for the occupants. Source: <http://www.level.org.nz/passive-design/>

**Monitoring - how we will measure success**

Monitoring of the policy EM1 will be through the AMR with specific links to:

- **E1 (Core) Indicator:** Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. **Target:** No planning permission will be granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality (or any other targets set by Government).
- **E2 (Core) Indicator:** Change in areas of biodiversity importance. **Target:** i) Preserve the area of wildlife habitats; and ii) Minimise loss of designated areas to development (or any other targets set by Government).
- **E3 (Core) Indicator:** Renewable energy generation. Target: 40% 20%<sup>i</sup> of energy needs from renewable sources for larger applications (or any other targets set by Government).
- **LO16 (Local) Indicator:** The average standard assessment procedure (SAP) rating of local authority owned dwellings. **Target:** BV63 Increase energy efficiency of local authority owned dwellings. Target for 2006/07 was 71.5. Targets for, 2007/08, 2008/09 and 2009/10 are 67.5, 68 and 68.5 respectively.
- **LO17 (Local) Indicator:** Annual average concentrations of nitrogen dioxide (NO<sub>2</sub>) in specific parts of the Borough. **Target:** 40 µg/m<sup>3</sup>.

National Indicators 186: Per Capita CO<sub>2</sub> emissions in the local area.

National Indicator 188: Planning to adapt to climate change.

National Indicator 197: Improved local biodiversity – active management of local sites.

**Open Spaces, Rivers and Canal Corridors****Strategic Objectives**

SO3: Improve the quality of, and accessibility to, the heritage value of<sup>j</sup> the borough's open spaces, including rivers and canals as areas for sports, recreation, visual interest and bio-diversity, education, health and well being.<sup>k</sup> In addition, address open space needs by providing new spaces identified in Hillingdon's Open Space Study.

SO9: Promote healthier and more active lifestyles through the provision of access to a range of sport, recreation, health and leisure facilities.

Related policies: EM2, EM3, EM4, EM5

**8.10** Open spaces, including its network of green spaces, woodlands, river and canal corridors are among the borough's most valuable assets and a fundamental part to the borough's character that is appreciated by residents and visitors alike.

**8.11** The borough is characterised by an extensive network of open spaces, from the large expanse of Green Belt land, countryside and woodlands in the north, Colne Valley Regional Park stretching north to south along the western edge of the borough, and a network of Metropolitan Open Land, Green Chains, smaller parks and open spaces, playing fields both public and private, river and canal corridors in between.

**8.12** Green Belt, Metropolitan Open Land and Green Chains have an important role to play as part of Hillingdon's multi-functional green infrastructure and are a strategic feature of the borough.

**8.13** The river and canal corridors and associated hinterlands (also known as the Blue Ribbon Network) link across borough boundaries and also have a strategic function in west London. The Grand Union Canal originated as an arterial freight route that carried materials between sites from London and links all the way to Birmingham. It is therefore a very important link between boroughs.<sup>l</sup>

**8.14** Other types of open spaces are also important in the context of a suburban and densely built-up area, such as roof terraces, front and back gardens including trees, wildlife gardens, allotments and amenity areas around housing estates.

**8.15** Hillingdon's open spaces, rivers and canals play an important role in helping to tackle climate change. The natural environment works as a carbon sink absorbing Carbon Dioxide and generating oxygen. Climate change is a major global challenge and loss of carbon sinks, particularly on a large scale, is detrimental to tackling this problem. In addition, the green and blue networks of open space, rivers and canals, are integral to the delivery of sustainable development. They also promote a healthy way of life, encourage social cohesion, and provide an attractive alternative environment to an urban setting. The Grand Union Canal also promotes education and sustainable transport.<sup>m</sup>

**8.16** For the purpose of the Core Strategy, the network of open space is organised into three categories: 1) Green Belt, Metropolitan Open Land and Green Chains; 2) ~~river and canal corridors~~ blue ribbon network and 3) open spaces, sport and leisure.

### **Green Belt, Metropolitan Open Land and Green Chains**

**8.17 Green Belt:** The Borough has 4,970 hectares of Green Belt<sup>(47)</sup>. In physical and perceptual terms the borough is the western edge and gateway to London. The Green Belt extends westwards from the Colne Valley and covers much of the northern third of the Borough with large tracts through Stockley Park and through Harmondsworth and Harlington to the north of Heathrow Airport.

47 Strategic Environmental Assessment Environmental Report May 2005 (Amendments made – 20 April 2006)

**8.18** The most important attribute of green belts is their openness. The main purpose of Hillingdon's Green Belt is to keep land open and free from development, to maintain the character and identity of individual settlements and to make a clear distinction between rural and urban environments, in support of strategic objective SO3. The Core Strategy aims to create sustainable communities by concentrating new development in urban areas and local town centres. The Green Belt's role is to help reinforce this strategy by strictly controlling development in the open countryside.

**8.19 Metropolitan Open Land (MOL):** The borough contains 10 areas designated as Metropolitan Open Land. This designation is given to areas of open land that have a London-wide significance and that are considered to perform the following three functions: providing a clear break in the urban fabric and contributing to the green character of London; including open air facilities serving the leisure, recreational, sports, arts and cultural needs of Londoners outside their local area; and containing a feature or landscape of historic, recreational or biodiversity value of national or regional significance.

**8.20 Green Chains:** Hillingdon is fortunate to have a diversity of habitats, linked by natural and man made corridors that enable flora and fauna to migrate into the centre of London. The green links between sites, both for recreation and wildlife, include public footpaths, bridleways, canals, rivers, streams and tree lined streets and road verges, all of which contribute to the green network within the Borough.

**8.21** Green Belt, Metropolitan Open Land and Green Chains are included on Map 8.1.

**8.22** The Green Belt Study (2006) is being reviewed and recommendations for minor adjustments to address boundary anomalies to the Green Belt, Metropolitan Open Land and Green Chains will be contained in the emerging Study. Minor adjustments will be undertaken in the Site Allocations DPD with more detailed policies in the Development Management DPD.

### Main Challenges

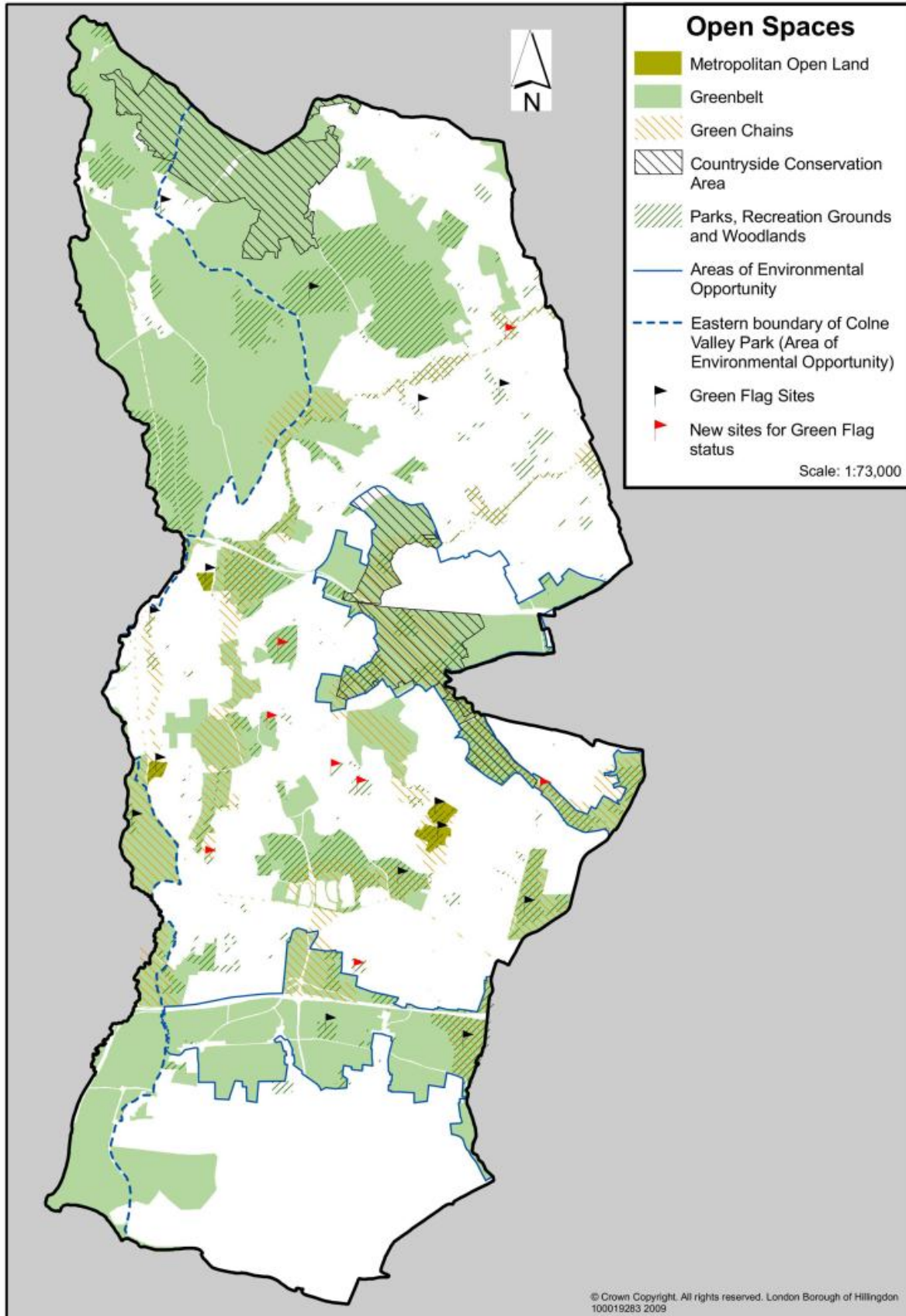
**8.23** Table 3.1 in Chapter 3 identifies one main challenge relating to Green Belt, Metropolitan Open Land and Green Chains:

- Pressure on the retention of Green Belt, Metropolitan Open Land and Green Chains for other uses

**8.24** The largest Green Belt in the United Kingdom is around London <sup>(48)</sup>. As Hillingdon is the western wedge of London, and experiences significant development pressures, it is committed to protect the character of these open areas from urban sprawl.

48 (Source: <http://www.21stcenturychallenges.org/60-seconds/the-green-belt/>)

Map 8.1 Open Spaces



**8.25** The main challenge is to protect the borough's Green Belt, Metropolitan Open Land and Green Chains, whilst supporting the balance of continued growth without spreading into these open areas, keeping land permanently open and free from development. In very exceptional circumstances the Council will consider the release of greenfield sites for schools. The Replacement London Plan (2009) encourages farming and land based sectors in the green belt to allow enough land for food production. A policy on food production will be addressed in the Development Management DPD.

### **Policy EM2: Green Belt, Metropolitan Open Land and Green Chains**

The Council will seek to maintain the current extent, hierarchy and strategic functions of the Green Belt, Metropolitan Open Land and Green Chains. Notwithstanding this, Green chains will be reviewed for designation as Metropolitan Open Land in the Site Allocations DPD and in accordance with the London Plan policies.

Minor adjustments to Green Belt and Metropolitan Open Land will be undertaken in the Site Allocations DPD.

Land at Brunel University, Harefield Hospital and Mount Vernon Hospital is identified as Major Developed Sites in the Green Belt.

Any proposals for development in Green Belt and Metropolitan Open Land will be assessed against national and London Plan policies, including the exceptional circumstances test.

Any proposals for development in Green Chains will be firmly resisted unless they maintain the positive contribution of the Green Chain in providing a visual and physical break in the built-up area; conserve and enhance the visual amenity and nature conservation value of the landscape; encourage appropriate public access and recreational facilities where they are compatible with the conservation value of the area, and retain the openness of the green chain.

#### **Implementation - how we will achieve this**

The Council will implement Policy EM2:

Through the development management process, in accordance with national policy for Green Belts and Metropolitan Open Land. Anomalies in local boundaries will be rectified through Development Plan Documents in accordance with Planning Policy Guidance Note 2.

Green Chains will be reviewed for designation as Metropolitan Open Land and designated through Development Plan Documents as appropriate, in accordance with the London Plan policies.

### Monitoring - how we will measure success

- Number of planning applications refused on Green Belt, Metropolitan Open Land or Green Chains grounds
- Number of appropriate developments approved on Green Belt and Metropolitan Open Land
- Net change in hectares of Green Belt, Metropolitan Open Land or Green Chains lost to development

## Blue Ribbon Network

### ~~Rivers and Canals Corridor~~

**8.26** The waterways of Hillingdon (referred to as the 'Blue Ribbon Network') and the associated hinterlands form an important open space feature and flood mitigation zone within the borough. Hillingdon has seven rivers and about 20 kms of the Grand Union Canal including the Main Line, Paddington and Slough spurs Arms<sup>n</sup>. The main rivers, the Canals along with the tributaries and smaller streams all form the Blue Ribbon Network.

**8.27** Rivers, streams, canals, lakes and their banks, provide habitat for a wide range of flora and fauna. ~~The waterways often provide the setting for views and vistas~~ They are often significant in the context of settings and provide a sense of tranquillity. They also have the benefit of being a good source of education from a historic and wildlife perspective as well as providing the opportunity for transport and water based leisure and recreation.<sup>o</sup>

**8.28** The aim of the Core Strategy is to promote the river and canal corridors as a key part of Hillingdon's strategic open space network. The network will link and connect smaller, more local open spaces with larger and more strategic ones, including the Colne Valley Regional Park and key nationally and locally important habitats.

For the purpose of the Core Strategy, Hillingdon's waterways consist of six strategic river and canal corridors. They can be given a hierarchy of importance as follows:

- Regional importance - The Grand Union Canal Corridor crosses several local authority boundaries and includes many multi-functional sites<sup>p</sup>
- Sub regional importance - The River Colne Corridor crosses more than 2 local authority boundaries and includes a significant number of multi-functional sites
- District importance - The River Pinn Corridor, Yeading Brook Corridor and the River Crane Corridor. These three corridors are mostly contained within Hillingdon but have potential connections with other local authority areas and contain a number of multi-functional sites with the potential for further additions.
- Local Importance – Tributaries and smaller watercourses that provide a distinct role in a local setting.

### Main Challenges

**8.29** Table 3.1 in Chapter 3 identifies ~~two~~ three main challenges relating to rivers and canal corridors:

- The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community
- Pressure to balance the demands of growth and the impacts of flood risk with minimal harm on the blue ribbon environment
- The need to maintain and improve the current water resources and quality<sup>q</sup>

**8.30** Consideration must also be given to the impact of development on flood risk both within and downstream of the plan area (see policy EM6).

**8.31** For the purpose of the Core Strategy, Hillingdon's waterways consist of six strategic river and canal corridors. They can be given a hierarchy of importance as follows:

- Regional importance - The Grand Union Canal Corridor crosses several local authority boundaries and includes many multi-functional sites
- Sub-regional importance - The River Colne Corridor crosses more than 2 local authority boundaries and includes a significant number of multi-functional sites
- District importance - The River Pinn Corridor, Yeading Brook Corridor and the River Crane Corridor. These three corridors are mostly contained within Hillingdon but have potential connections with other local authority areas and contain a number of multi-functional sites with the potential for further additions.

The Blue Ribbon Network also plays important roles in transport, recreation and education. It can provide a much needed respite from the built-up nature of the towns, and also provides important linear walking and cycling routes. They are also important for providing habitat and wildlife corridors and fulfil other environmental functions such as drainage.<sup>r</sup>

**8.32** It is recognised that there are conflicts between the different roles and uses of the Blue Ribbon Network. For example, there may be instances where the provision of greater access and more activity would conflict with the aim to safeguard flood mitigation, ecological value or water quality. Development proposals adjacent to these routes would need to take account of these issues.

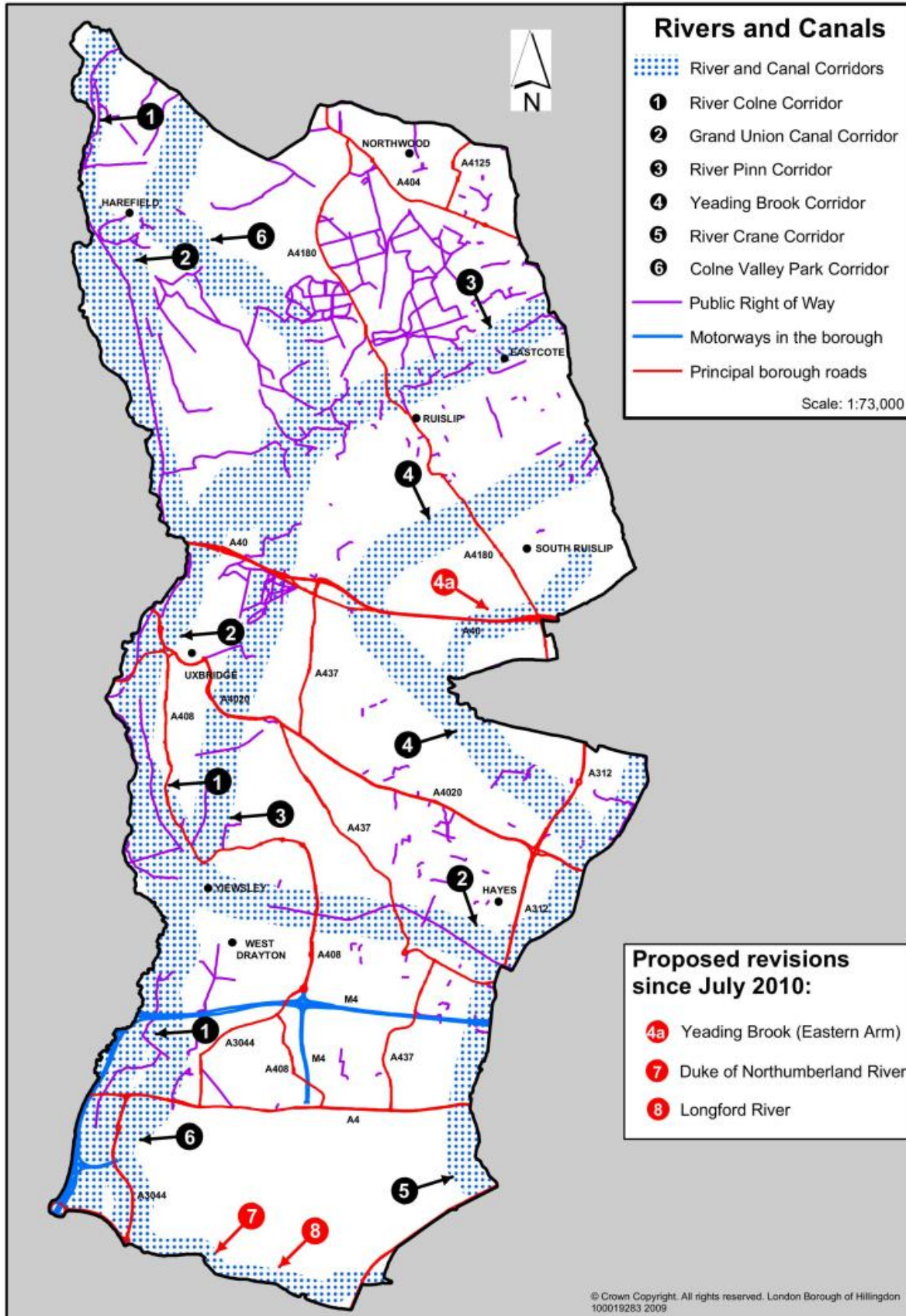
**8.33** The multi-functional nature of strategic river and canal corridors means that a number of development plan policies can support its implementation (e.g. landscape policy, flood risk policy, open space policy, sport and leisure policy and sustainable transport policy). This overarching policy EM3 will ensure these corridors are prioritised in planning decisions, and features are identified on Map 8.2.

**8.34** There are also opportunities to enhance the water quality and environmental performance of the river and canal corridors. The Environment Agency have published the Thames River Basin Management Plan which covers the pressures facing all water bodies within London and the actions that will address them.

**8.35** Waterfront development remains a popular interest for developers. The Council is keen to ensure the river or canal benefits from any proposed development. The Council will therefore set criteria within the subsequent Development Management DPD to require developers to make a positive contribution to the river or canal.



Picture 8.1 River and Canal Corridors



### Policy EM3: Blue Ribbon Network

#### EM3: River and Canal Corridors

The Council will continue to promote and contribute to the positive enhancement of the strategic river and canal corridors and the associated wildlife and habitats through the Biodiversity Action Plan and the Thames River Basin Management Plan, and developer contributions where appropriate.

The Council will continue to enhance the local character, visual amenity, [ecology](#), [transportation](#),<sup>s</sup> leisure opportunities and sustainable access to rivers and canals.

The Council will collaborate with adjacent local authorities to ensure that Hillingdon's river and canal corridors complement and link with cross boundary corridors.

#### Implementation - how we will achieve this

The Council will implement policy EM3 by:

- Working with the Environment Agency, British Waterways, Natural England, [English Heritage](#)<sup>t</sup> and other partners to develop a [management plan strategy](#)<sup>u</sup> for the Grand Union Canal and other blue ribbon networks where they are not currently in place.
- Working with partners to achieve environmental and habitat improvements in the Colne Valley Regional Park.
- Conserving and enhancing biodiversity, paying particular regard to priority species and habitats identified in Hillingdon's Biodiversity Action Plan.
- Improving access to and the quality of Hillingdon's river and canal corridors, thereby providing a healthier lifestyle accessible to all.

#### Monitoring - how we will measure success

- Monitoring of the above policy EM3 will be through the AMR with a specific link to:
  - E2 (Core) Change in areas of biodiversity importance - i) Preserve the area of wildlife habitats; and ii) Minimise loss of designated areas to development (or any other targets set by Government).
- NI 189 - Flood risk management indicator.
- Number of new and improved access points to the river and canal network.
- Promote biodiversity benchmarking.

## Open Spaces, Sport and Leisure

**8.36** As Hillingdon is one of the least densely populated of all the London boroughs, <sup>(49)</sup>, it contains large areas of public open space comprising of the following:

- Green Belt land
- Metropolitan Open Land (MOL)
- Countryside Conservation Areas
- trees and woodlands
- nature conservation
- amenity green spaces
- outdoor sports facilities
- natural and semi-natural areas
- parks and gardens
- green corridors
- blue ribbon network
- allotments

**8.37** These all contribute towards an image of an outer London Borough that is relatively well endowed with open spaces, green network and biodiversity.

**8.38 Public open space:** For the purpose of the Core Strategy, public open space is defined as all open spaces of public value, including not just land, but also areas of water such as rivers and canals which offer important opportunities for sport and recreation and can also act as a visual amenity. The definition covers a broad range of types of open spaces within the borough, whether in public or private ownership and whether public access is unrestricted, limited or restricted.

**8.39 Private open space:** Private open space such as front and back gardens and trees, green roofs and living walls add value in terms of visual amenity and can play a significant role in reducing surface water run off rates thereby reducing the risk and effects of flooding as well as supporting biodiversity.

**8.40 Trees and woodlands:** Hillingdon's trees and woodlands are one of the borough's key assets. They support local ecosystems and help to tackle climate change by reducing carbon dioxide levels and providing shade in the hotter summers. They are a key component to the character of Hillingdon's neighbourhoods and are a significant contributor to helping to define a sense of place for many communities. It is for these reasons that Hillingdon has over 600 Tree Preservation Orders and has nationally protected woodlands.

**8.41** The Council is preparing a Tree and Landscape Strategy to identify such areas for future protection and enhancement and ensure sustainable management of tree and landscape features for the benefit of the community as a whole. All the street trees in the borough have been mapped and are part of a regular maintenance programme including replacement planting where necessary.

49 [http://en.wikipedia.org/wiki/London\\_Borough\\_of\\_Hillingdon](http://en.wikipedia.org/wiki/London_Borough_of_Hillingdon)

**8.42 Informal recreation:** Open space more generally, whether part of a strategic open space network or not, can serve as a vital focal point for community activities, bringing together members of communities and providing opportunities for informal recreation and social interaction, thereby contributing to the quality of life and wellbeing of the community. It plays a vital role in promoting healthy living and in the social development of children through play, sporting activities and interaction with others.

**8.43 Public Rights of Way Network:** The borough contains a Public Rights of Way Network that is approximately 112km long and encompasses both urban and rural routes. Urban paths are mainly used for convenient short cuts to schools, shops, public transport and other local amenities. Other public footpaths follow and cut through farmland, parks and open spaces, woodland, nature reserves, golf courses, river banks and canal towpaths.

### Main Challenges

**8.44** Table 3.1 in Chapter 3 identifies three main challenges relating to open spaces:

- The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community
- Pressure to balance the demands of growth and the impacts of flood risk with minimal harm on the blue ribbon environment
- The need to mitigate noise and air quality impacts, especially around Heathrow and the road network

**8.45 Open spaces for active recreation** - Developing the potential for open spaces to provide and accommodate an expanding range of outdoor pursuits that will increase the appeal and draw of using green spaces. This will enable green spaces to have a wider draw by recognising changing and developing trends in demand for alternative opportunities in active recreation. There is opportunity for Hillingdon's green spaces to provide a unique offer in West London for both developing formal and informal opportunities to be physically active to increase use while also recognising potential conflict with the need to adequately protect the local environment.

**Visual amenity:** The ways in which parks, open spaces, trees and woodlands contribute to the visual amenity of Hillingdon are influenced by the amount of open space in the area and the contribution it makes to the street scene and the wider landscape. Hillingdon has over 200 open spaces that contribute towards creating a visually attractive area and providing a break in the built up townscape.

**Countryside Conservation Areas:** The traditional agricultural landscape is made up of small fields, hedges, copses, woods and farm ponds, all of which contribute to the visual amenity of the borough. As agricultural practises change, the elements that make up the character of such a landscape often comes under threat. There are three Countryside Conservation Areas in the borough (see map 8.1). The Core Strategy will need to ensure protection of the borough's open spaces and landscape.

**8.46 Quiet areas:** The Borough is situated within close proximity of two motorways and one major international airport. These pressures can have a detrimental impact on the tranquillity of open space and reduce the enjoyment of those using it. The Environmental Noise (England) Regulations 2006<sup>(50)</sup> requires quiet or 'tranquil' areas to be identified and protected from increases in environment noise. The Council will work with the Department of Environment, Food and Rural Affairs (DEFRA) to address this. In addition, consideration will be given to 'relative tranquillity' to accord with the the Mayor's London's Ambient Noise Strategy and intentions in the Draft Replacement London Plan.<sup>v</sup>

**8.47 Population growth:** The population is expected to increase by 5.3% approximately 14% over the period of the Core Strategy<sup>(51)</sup>, which will present more pressure on open space provision. In reality, these pressures will affect some areas more than others as provision levels vary across the Borough, with the south being far more built up than the north.

**8.48** According to Hillingdon's Green Space Survey (2010), 60 - 78% of Hillingdon residents are very or fairly satisfied with the borough's parks and green spaces. This is 9% higher than the London average<sup>(52)</sup>. The Core Strategy will need to ensure public satisfaction of the borough's parks and green spaces improves over the plan period.

**8.49 Public Rights of Way Network:** The Council has prepared a Rights of Way and Permissive Routes Improvement Plan (2009-2019), which proposes improvements to public access routes, including connecting open spaces in the borough. The improvements will be secured through policy T1 of the transport chapter (chapter 9), the Local Implementation Plan proposals or through other funding opportunities. The Local Implementation Plan is addressed in paragraph 9.1 of chapter 9.

**8.50 Areas of Environmental Opportunity:** The former Greater London Development Plan identified four strategic linear features of the borough as areas for environmental opportunity:

- the Colne Valley
- the M4/Brent Wedge Corridor (the "A4/M4 Linear Park")
- the area around Heathrow, and
- the Western Avenue, A40

**8.51** These are identified on Map 8.1.

**8.52** A large part of the authority lies within the Colne Valley, a regional park located to the immediate west of Greater London. The Park, which was established in 1967, includes parts of Surrey, Berkshire, Buckinghamshire, Hertfordshire and the London Borough of Hillingdon. Former gravel workings are a specific characteristic of the area and this has provided a reason for the creation of recreational lakes. It also has other areas of landscape and nature conservation value, and provides countryside recreation for adjacent urban populations. An association of local authorities known as the Colne Valley Partnership

50 Source: <http://www.opsi.gov.uk/si/si2006/20062238.htm>

51 Source: Hillingdon Profile 2008

52 Source: CABE Space Urban Green Nation - <http://www.cabe.org.uk/files/urban-green-nation-summary.pdf>

co-ordinates the overall management of the Park. This is achieved primarily through a Vision and Action Plan<sup>(53)</sup> agreed by the partnership. The implementation of the Plan is undertaken by a wide range of partners, with Groundwork Thames Valley playing a major role.

**8.53** The Council considers that strong development pressures on Areas of Environmental Opportunity and the risk that land may be allowed to deteriorate in the hope of securing development could undermine these important strategic concepts. The protection and enhancement of these areas will be secured through policy EM4 with a more detailed policy in the Development Management DPD.

**8.54** The Core Strategy will bring about improvements in this figure by setting out a requirement for open spaces, both old and new, to be of high quality, attractive to users, accessible, well maintained and managed as part of the wider open space network.

#### Open space provision

**8.55** The borough's Open Space Study is currently being revised and is due for publication in ~~spring 2010~~ early in 2011. It will provide a qualitative and quantitative audit of each site and an assessment of current and future needs of the borough.

**8.56** The Study sets quantity standards to provide a guideline as to how much open space, sport and recreation provision per 1,000 people is needed to strategically serve the borough over the plan period. Standards for each type of provision are created in relation to demand, access and future population growth.

**8.57** A quality standard is provided based on the audit and assessment of sites and provides a minimum level of quality (percentage score), which sites should achieve.

**8.58** An accessibility standard is also provided based on catchment areas and how far people should be expected to travel to visit each type of provision. The recommendations will be adopted in the Core Strategy with more detailed policies in the Development Management DPD.

**8.59** Hillingdon has ~~fourteen~~ sixteen Green Flag sites. namely Barra Hall Park, Churchfield Gardens, Cowley Recreation Ground, Cranford Park, Countryside Park, Fasnidge Park, Harefield Village Green, Lake Farm Country Park, Little Britain Lake, Little Harlington Playing Fields, Minet Country Park, Norman Leddy Memorial Gardens, Ruislip Woods, Uxbridge Common, Warrender Park, Hillingdon Court Park and Yiewsley Recreation Ground.<sup>w</sup> The Council reviews the status of the borough's parks annually and aspires to achieve Green flag status on all of the boroughs parks over the plan period. ~~In response to the need to improve the quality of open space, the areas shown in Table 8.1 will be enhanced and improved to achieve Green Flag status for 2010.~~

**Table 8.1 : Parks for Green Flag Status in 2010**

Eastcote House

53 Colne Valley Regional Park Action Plan 2009-2012 - <http://www.colnevalleypark.org.uk/upload/documents/document55.pdf>

~~Pinkwell Park~~

~~Hayes End Community Park~~

~~Willow Tree~~

~~Yiewsley Recreation Ground~~

~~Hillingdon Court Park~~

~~Gonnaught~~

~~Colney Green~~

**8.60** The Replacement London Plan (2009) sets a hierarchy of public open spaces which have been applied to the Open Space Study. The areas that currently have little or no access to local parks or open spaces within 400m (or 5 minutes walking time) will be identified as priority areas for the creation of new public open space.

**8.61** The creation of new open space is to be encouraged wherever practical, although it is recognised that creation of new open spaces may be limited due to densely populated areas and financial constraints.

#### **Policy EM4: Open Space and Informal Recreation**

The Council will safeguard, enhance and extend the network of open spaces, informal recreational and environmental opportunities that meet local community needs and facilitate active lifestyles by providing spaces within walking distance of homes. Provision should be made as close as possible to the community it will serve. There will be a presumption against any net loss of open space in the Borough.

The Council will require development proposals to address local deficiencies in quality, quantity and accessibility of open spaces.

The Council will seek to protect existing tree and landscape features and enhance open spaces with new areas of vegetation cover (including the linking of existing fragmented areas) including front and back gardens for the benefit of wildlife and a healthier lifestyle, mitigating climate change.

The Council will work with DEFRA to identify and protect open spaces that provide quiet areas and ~~relative tranquillity~~ will also consider whether other areas merit protection of relative tranquillity<sup>x</sup>.

The Council will work with other local authorities and agencies to pursue the key aims of the Colne Valley Park.

**Implementation - how we will achieve this:**

The Council will implement Policy EM4 by:

- Improving the quality of accessible open space and provision of new open space through developer contributions.
- Protecting informal recreational spaces including allotments and promoting participation in food growing opportunities.
- Protecting and improving habitats and ecosystems throughout the Borough and to areas beyond, by maintaining existing trees and native vegetation (adaptable to climate change) and open spaces and creating new areas of tree and woodland cover (including the linking of existing fragmented areas) for the benefit of wildlife and in accordance with the local Biodiversity Action Plan.
- Managing development to resist the loss of open spaces, trees and woodlands.
- Implementing policy T4.
- Improving the Public Rights of Way network secured through the Public Rights of Way Improvement Plan and Local Implementation Plan proposals or through other funding opportunities.
- Developing a policy for Areas of Environmental Opportunity in the Development Management DPD.
- Joint working with other local authorities and agencies in the implementation of the Colne Valley Vision and Action Plan 2009-2012.
- Environmental improvement schemes undertaken or funded by the Council



**Monitoring - how we will measure success:**

- Monitoring of the policy EM4 will be through the AMR with a specific link to:
  - **LO18 Indicator:** Amount of open spaces with Green Flag Awards. **Target:** Increase the number of parks gaining Green Flag Status.
- Improve public satisfaction with the quality, accessibility and number of open spaces in the borough.
- Review the quality of information in the Open Space Assessment submitted with planning applications.
- Increase the area of land of new open space, including informal recreation space, in areas identified as deficient in the Open Space Study.
- Number of applications refused on open space grounds.
- Increase the length of the Public Rights of Way network.
- BV178 - Hillingdon's Public Rights of Way performance indicator.
- Implementation of the Colne Valley Vision and Action Plan.
- Amount of inappropriate development permitted in the Colne Valley Park.

**Sport and Leisure****Strategic Objective**

SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.

Related policy: EM5

**Main Challenges**

**8.62** Table 3.1 in Chapter 3 identifies three main challenges relating to sport and leisure:

- ~~Pressure on the retention~~ **for release** of green belt land, **Metropolitan Open Land and Green Chains** for other uses
- The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community
- ~~Need to ensure Hillingdon remains an attractive place to live~~

**8.63** Sport and physical activity give people opportunities to learn skills, to express their identities, and to share experiences. It gives them a sense of community and a stake in the places where they live, contributing to a feeling of civic pride.

**8.64** The borough's Open Space Study is currently being revised and is due for publication in spring 2010. It will provide data on outdoor sports facilities, which includes grass and synthetic playing pitches, tennis courts, multi-use game areas (MUGAs) and bowling greens. The recommendations will be adopted in the Core Strategy with more detailed policies in the Development Management DPD.

**8.65** As part of the assessment of playing pitch provision, this should include both grass pitches and artificial surfaces that can cater for year round participation of outdoor facilities. In addition, there is an aspiration to undertake a similar appraisal of indoor facilities, identifying opportunities to improve access through schools and other facilities including specialist facilities for specific sports that will support higher level participation to excellence standard.

**8.66** Through local forums such as the Community Sport & Physical Activity Network (CSPAN), local Sports Partnership and Cricket Alliance, sports clubs have expressed the need to develop certain facilities that are particular to the development of their sport as current provision is either at capacity or not at the standard needed to fulfil local needs. This presently includes velodrome facilities to sustain talent development in cycling, indoor tennis courts and cricket facilities to complement outdoor facilities and ensure year round provision is available.

**8.67** Developing the sporting and the health benefits of an active lifestyle is a priority for the Council. Sport and leisure is a high profile service area to ensure that "Hillingdon is a more active, healthy, successful sporting Borough". The Council with its very clear commitment to sport and physical activity has matched its aspiration to provide high quality sports facilities with increasing programmes of community based sports development, as well as supporting athletes to achieve their full potential as elite performers.

**8.68** The Mayor of London has recently published 'A Sporting Future for London'<sup>(54)</sup> that is about increasing participation in sport and physical activity to encourage more people to play sport in London in the run up to the 2012 Olympic Games. The plan, which aligns with Sport England's strategy to create sporting opportunities in every community, is designed to capitalise on the once in a lifetime opportunity for the host city to create a lasting sporting legacy.

**8.69** The Council is committed to providing excellent opportunities for sport and leisure through its 'Active Hillingdon'- A Sport and Physical Activity Strategy, 2007-2012 (revised July 2009). This includes enhancing the borough's cultural offer (including sport and leisure) as well as making further improvements to sports provision, increasing the participation of residents in active recreation and using the 2012 Olympics as a springboard to encourage the uptake of healthy lifestyles. Its Local facilities include the new Hillingdon Sport and Leisure Complex with the first new 50m pool in London for 40 years and the Sports and Leisure Centre at Botwell Green.

54 Source: A Sporting Future for London, Greater London Authority, April 2009

**8.70** Attendance at leisure facilities in the borough has shown an upward trend over the last 10 years with 802,595 in 2008/09. With the construction of Botwell Green Leisure Centre in Hayes to replace other ageing facilities in the area and new additional facilities at Hillingdon Sports & Leisure Complex, this figure is expected to continue to increase during the next few years. The Mori residents satisfaction survey in 2009/10 shows a significant increase with sports/leisure facilities. At 59%, around six in ten surveyed were satisfied which is a 14% increase on the previous survey.

**8.71** The National Active People 3 Survey results (October 2008 - October 2009) show that 18.9% of the adult population took part in regular sport and active recreation which although statistically insignificant is slightly down on the previous year (20.7%). The average for London in 2008/9 was 21.2%. However, the number of people that took part in organised sport has increased from 34.6% in 2007/8 to 39.5% which is slightly above the London average of 38%.

**8.72** This Core Strategy will meet future demand by improving access to sport and leisure facilities, encouraging more people to take part in sport and active recreation and providing new facilities to address local deficiencies.

### Policy EM5: Sport and Leisure

The Council will:

- safeguard, enhance and extend the network of sport and leisure spaces that meet local community needs and facilitate active lifestyles by providing active sport and leisure spaces within walking distance of home.
- ensure that the overall Borough-wide target, identified in the Open Space Study, of active sport and leisure facilities with unrestricted access is maintained. There will be a presumption against any net loss of active sport and leisure facilities in the Borough
- ensure that future development includes features that designs activity into areas, providing opportunities for improved cycle ways, formal and/or informal local sports facilities, to encourage participation in a more active lifestyle
- adopt a flexible approach to the provision of facilities that recognises changing demographics in the population and trends in sports participation
- ensure that sufficient children's play space is provided to support proposals for new residential development, in accordance with national and local guidance<sup>z</sup>
- promote Hillingdon's sport and leisure facilities to achieve more integrated public accessibility and active lifestyles

**Implementation - how we will achieve this**

The Council will implement Policy EM5 by:

- Identifying areas deficient of sport, recreation and leisure space, where new developments will be expected to make contributions towards new or improved facilities, or to secure public access to private facilities within the locality of the development.
- Protecting playing fields and recreational spaces and promoting opportunities for participation in outdoor sport and leisure.
- Protecting and improving habitats and ecosystems throughout the Borough and to areas beyond, by maintaining existing trees and native vegetation (adaptable to climate change) and open spaces and providing new areas of tree and woodland cover (including the linking of existing fragmented areas) for the benefit of wildlife in accordance with the local Biodiversity Action Plan.
- Managing development to resist the loss of sport and leisure facilities

**Monitoring - how we will measure success**

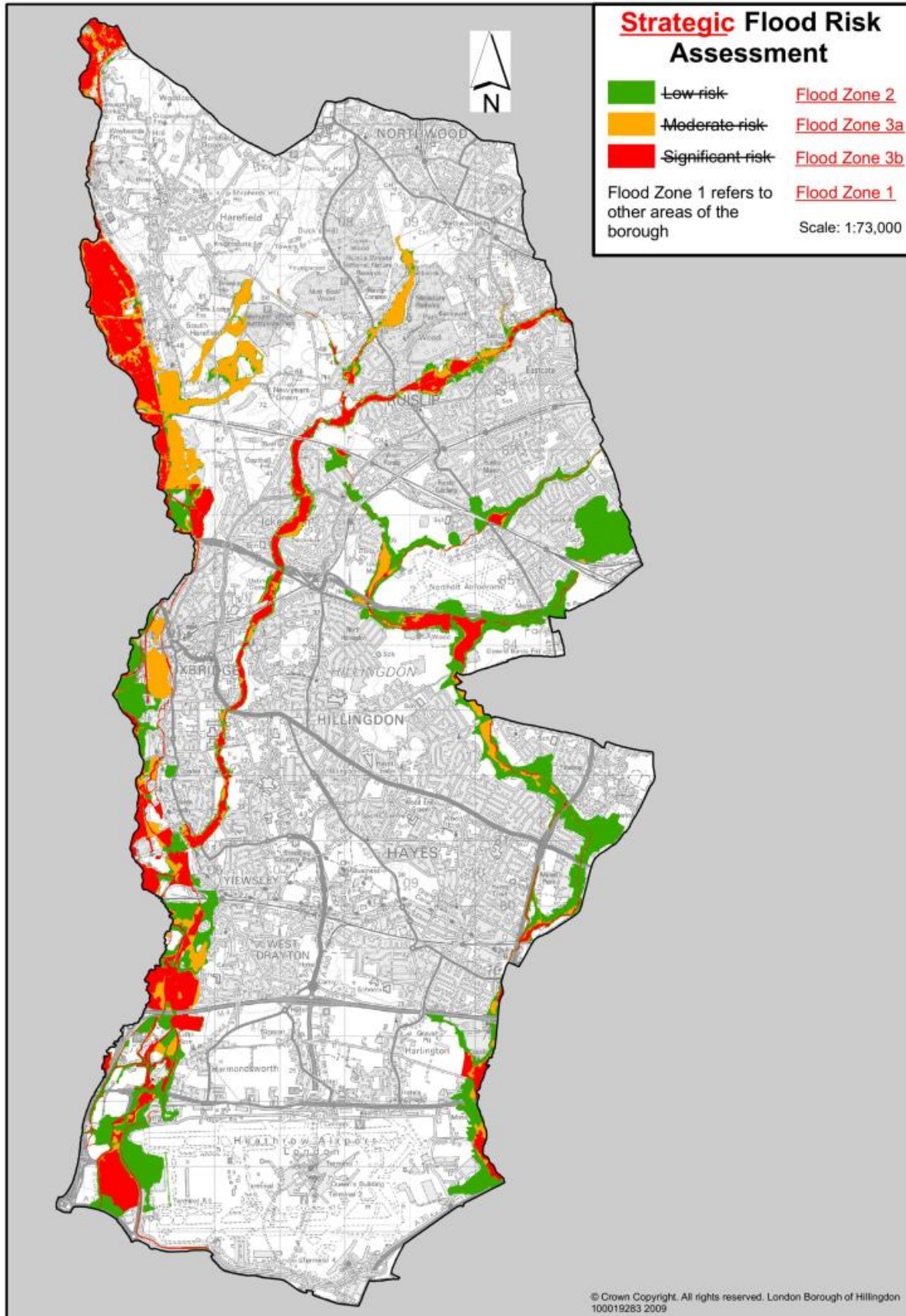
- Increase in the area of land open for sport and leisure
- Increase in the area of new sport and leisure space, in areas identified in the Open Space Study as deficient
- Review quality and accessibility of sport and leisure facilities borough-wide
- Review the quality of sport and leisure information in the Open Space Assessment submitted with planning applications
- Number of applications refused on play, sport or leisure grounds
- Active People KPI 1 (NI8) - At least 3 days a week x 30 minutes moderate participation (all adults)
- Active People KPI 2 - At least 1 hour a week volunteering to support sport (all adults)
- NI6 Participation in regular volunteering
- NI57 Participation in School PE & Sport and the take up and range of opportunities developed that contribute to the 5 hour offer.

**Flood Risk Management**

**8.73** There are approximately 7000 properties (6%) at risk of flooding within Hillingdon <sup>(55)</sup>. However, this is just a broad statistic; what this does not describe is the cost of flood defences, the possible impacts on businesses due to flooding, or the required responses on emergency services.

55 Source: Environment Agency Hillingdon Borough: Environment summary: [http://www.ea-transactions.net/static/documents/Research/HILLINGDON\\_factsheet.pdf](http://www.ea-transactions.net/static/documents/Research/HILLINGDON_factsheet.pdf)

Map 8.2 Flood Risk Assessment



**8.74** Due to the extensive network of waterways in Hillingdon, flooding is a significant consideration in local planning matters. The Council has produced a Strategic Flood Risk Assessment (SFRA)(2008)<sup>(56)</sup> incorporating the floodplain maps produced by the Environment Agency.

**8.75** Map 8.3 illustrates Hillingdon's flood zone areas. These are separated into:

- Flood Zone 1 – Low risk probability of flooding
- Flood Zone 2 – Medium risk probability of flooding
- Flood Zone 3a and 3b – High risk probability of flooding
- Flood Zone 3b - Functional Floodplain

### New development and Flood Risk

**8.76** The Local Development Framework has a role to play in reducing future levels of flood risk. Detailed policies to address the location of new development, design and layout will be developed through the Development Management DPD.

### **Main Challenges**

**8.77** Table 3.1 in Chapter 3 identifies ~~two~~ one main challenges relating to flood risk management:

- ~~The need to improve the quality of and access to open spaces, rivers and canals for all groups of people in the community~~
- Pressure to balance the demands of growth and the impacts of flood risk with minimal harm on the blue ribbon environment

**8.78** The key challenge is to balance the demands on growth with the impacts of flood risk. These impacts will become greater in a changing climate with more extreme weather events. In particular rainfall intensity is expected to increase resulting in a greater likelihood of flooding. Furthermore, waterfront development continues to attract developers. These types of development can provide a diverse setting, allowing access to some of the Borough's most attractive natural assets. However, it is also likely to increase the conflict between new development and increasing flood risk.<sup>aa</sup>

**8.79** The Core Strategy will need to have regard to the approach of the London Plan to flooding. It will be necessary to ensure that new development takes into account the increased risks of flooding as a result of changes to the climate, and how this affects Hillingdon and to protect vulnerable areas from river flooding. When assessing development sites and allocations, flood risk should also be considered alongside other spatial planning issues such as transport, economic growth, natural resources, regeneration, biodiversity and the historic environment.

**8.80** The Council will aim to avoid development in areas of flood risk in the first instance and only seek to manage the risk once it can be demonstrated that there is no alternative option.

56 Source: <http://www.hillingdon.gov.uk/index.jsp?articleid=16232>

**8.81** Development proposed in flood zones 2 or 3 (medium and high risk probability) will need to provide evidence of the Sequential Test outlined in Planning Policy Statement 25 (PPS25): Development and Flood Risk. The Sequential Test will need to be applied to the subsequent Site Allocations DPD. Development that is proposed in accordance with the Site Allocations DPD and the Sequential Test will not be required to submit further evidence justifying why it is proposed in flood zone 2 or 3. Where development is not in line with the Site Allocations DPD, it will need to submit clear evidence and justification that there are no other reasonably available sites in a lower risk flood zone.

**8.82** All development proposals in flood zones 2, 3a and 3b (medium and high risk probability) should be accompanied by a Flood Risk assessment (FRA) in accordance with PPS25. Development of over 1 hectare or identified as being within a problem surface water area should also be accompanied by a FRA. The flood risk assessment should also provide evidence of the Exception Test where appropriate as outlined in PPS25; however, the Sequential Test should be undertaken prior to the Exception Test for all new development proposed in flood zones 2 and 3, and areas identified as having surface water management problems.

**8.83** The probability of flooding can be reduced through the management of land, river systems and flood defences, and the impact reduced through influencing the type of development in flood risk areas, flood warning and emergency responses. New development should be designed and located with flood risk in mind and more space provided for water through better management of land for water storage and flood protection.

### **Surface and Foul Water Drainage**

The mismanagement of surface water flooding can also result in the increased risk of flooding. Sewage and drainage systems struggle to keep pace with the rate of development. The unchecked loss of natural drainage areas through increased hardstanding puts significant pressure on drainage systems, particularly in times of heavy rain. As development progresses and/or urban areas expand these systems become inadequate for the volumes and rates of storm water they receive, resulting in increased flood risk and/or pollution of watercourses. Allied to this are the implications of climate change on rainfall intensities, leading to flashier catchment/site responses and surcharging of piped systems.

The impacts of climate change will add to the pressure on the drainage systems and it is therefore essential that all new development is managed to minimise the problems.

The management of surface water drainage for new development comes in the form of Sustainable Urban Drainage Systems (SUDS). These seek to manage storm water as close to its source as possible, mimicking storm water flows arising from the site, prior to the proposed development. Typically this approach involves a move away from piped systems to softer engineering solutions inspired by natural drainage processes.

SuDS should be designed to take into account the surface run-off quantity, rates and also water quality ensuring their effective operation up to and including the 1 in 100 year design standard flood including an increase in peak rainfall of up to 30% to account for climate change.

SUDS come in a variety of different types, from infiltration techniques through to water harvesting. Wherever possible, a SuDS technique should seek to contribute to each of the three goals identified below with the favoured system contributing significantly to each objective. Where possible SuDS solutions for a site should seek to:

- Reduce flood risk (to the site and neighbouring areas);
- Reduce pollution; and
- Provide landscape and wildlife benefits.

Foul water flooding is also a problem that occurs where there is a lack of capacity or blockages within the receiving system. The Council will continue to work with the water authorities to identify problem drainage areas, particularly where new development could worsen the impacts.

Further surface and foul water studies will complement the existing strategic flood risk assessment and will be a material consideration in formulating planning decisions.<sup>ab</sup>

### **Policy EM6: Flood Risk Management**

The Council will require new development to be directed away from away from flood zones 2 and 3 in accordance with the principles of Planning Policy Statement 25.

The subsequent Site Allocations DPD will be subjected to the Sequential Test in accordance with PPS25. Sites will only be allocated within flood zones 2 or 3 where there are overriding issues that outweigh flood risk. In these instances, policy criteria will be set requiring future applicants of these sites to demonstrate that flood risk can be suitably mitigated.

The Council will encourage the use of sustainable urban drainage systems (SUDS) across the borough in all developments. The Council may require developer contributions to guarantee the long term maintenance and performance of SUDS is to an appropriate standard.

### **Implementation - how we will achieve this**

The Council will implement policy EM6 by:

- Working with the Environment Agency, British Waterways, Natural England and other partners to develop a management plan for the Grand Union Canal and other blue ribbon networks where they are not currently in place.
- Developing flood risk policies including SUDs in the Development Management DPD



**Monitoring - how we will measure success**

- Monitoring of policy EM6 will be through the AMR with a specific link to:
  - **E1 (Core) Indicator:** Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. **Target:** No planning permission will be granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.
- NI 189 - Flood risk management indicator.
- Number of planning permissions granted contrary to the advice of the Environment Agency.
- Number of new homes built in medium and high flood risk areas.

**Biodiversity and Geological Conservation****Strategic Objectives**

SO5: Safeguard and promote areas of geological importance and make a proportionate contribution to West London's target to extract 0.5 million tonnes of minerals.

SO8: Protect and enhance biodiversity to support the necessary changes to adapt to climate change. Where possible, encourage the development of wildlife corridors.

Related policies: EM1, EM7

**8.84 Biodiversity:** Hillingdon is one of the most biodiverse boroughs in London. It has a rich mixture of habitats including trees and woodlands, scrubs, grasslands, wetlands, rivers, gardens and parklands, which are home to a vast range of species, both common and protected.

**8.85** Hillingdon has a number of designated nature conservation sites to aid the protection of the most important areas. These are as follows:

- 6 Sites of Special Scientific Interest (SSSI) – National designation
- 1 is a Site of National Nature Reserve (NNR) (Ruislip Woods, the largest block of ancient, semi-natural woodland in Greater London)
- 4 Sites of Local Nature Reserve - Local designation
- 12 Sites of other Nature Reserves - Local designation
- 12 Sites of Metropolitan Grade Importance – London wide designation
- 15 Sites of Borough Grade 1 Importance – Hillingdon borough designation
- 25 Sites of Borough Grade II Importance – Hillingdon borough designation
- 7 Sites of Local Importance - Local designation
- 3 Sites of Countryside Conservation Area - Local designation

**8.86 Geodiversity:** Although there are no natural outcrops of rocks in Hillingdon, there are exposures from human activity and one site has been recognised as a Regionally Important Geological and Geomorphological Site (RIGS) - the Gravel Pits, Harefield. RIGS are selected on a regional basis using four nationally agreed criteria and are considered the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest.

### Main Challenges

**8.87** Table 3.1 in Chapter 3 identifies one main challenge relating to biodiversity and geological conservation:

- Threat to biological and geological interests of the borough from development pressures and climate change

**8.88** Hillingdon's biodiversity and geological interest is under threat from extensive economic and social activity. The biggest threat comes from the direct competition for land between wildlife habitats and the need to provide new development to deliver economic and social growth. Even if spatial policies could protect areas of wildlife importance from development pressures, there would be a residual threat from human interaction, air quality impacts and pollution. A key challenge for this Strategy is to maintain and strengthen our networks of natural habitats and green and open spaces.

**8.89** Policies in the London Plan go some way to ensure that biodiversity and geological conservation are taken into account in decision making and provide a commitment to protect important habitat, species and sites of geological interest. The Borough's NNR and SSSI's are the most important areas of nature conservation, and the Gravel Pits, the only RIGS in the borough, are generally in good condition. However, two of the SSSI's, the Fray's Farm Meadows and Harefield Pit are considered to be declining (see map 8.4)<sup>(57)</sup>.

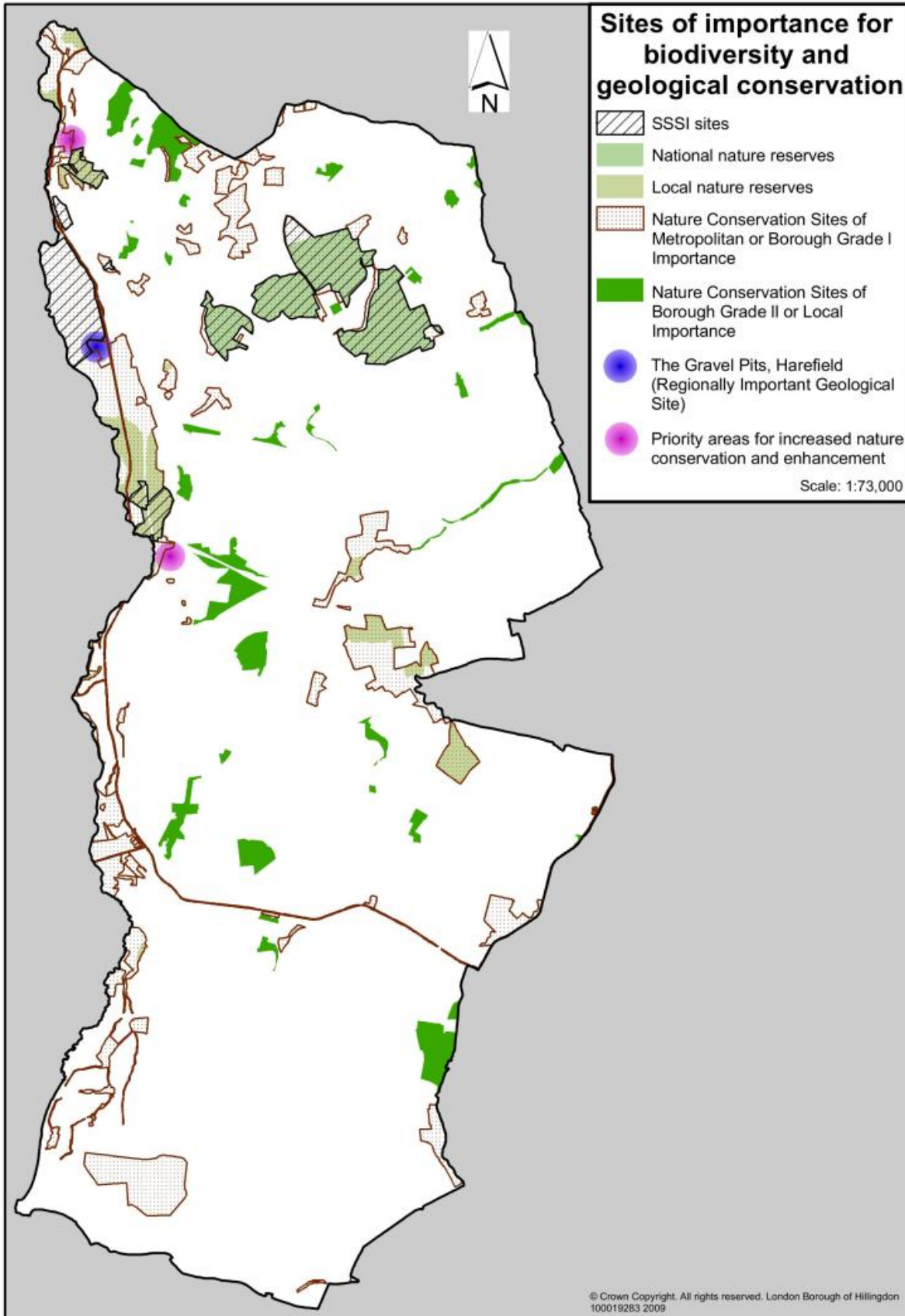
**8.90** However, the areas with least important or no designations are not eligible to receive the level of protection to ensure they remain vital to the borough. Furthermore, there is no requirement to reduce the indirect effects of development, such as increased access. As a result, active management is required within nature conservation areas to maintain appropriate standards.

**8.91** The Core Strategy will encourage greater access to some of these biodiversity and geological conservation areas, where greater pressures on them can be accommodated. The challenge is to balance continued growth, with a need to protect and more importantly enhance the conservation and geological interests of the borough.

**8.92** The Core Strategy will also ensure that biodiversity measures will be integrated into either the boundary of a development or the fabric of a building. Living roofs and walls can provide valuable natural habitat in an urban environment and can also help with the improvement of air quality. They will also act as natural carbon sinks that will help to tackle climate change.

57 Source: Environment Agency Hillingdon Borough: Environment Summary: [http://www.ea-transactions.net/static/documents/Research/HILLINGDON\\_factsheet.pdf](http://www.ea-transactions.net/static/documents/Research/HILLINGDON_factsheet.pdf)

Map 8.3 Sites of Importance for Biodiversity and Geological Conservation



## Policy EM7: Biodiversity and Geological Conservation

The Council will seek to designate further Borough Sites of Important Nature Conservation with grade 1, 2 and local designations in the Site Allocations Document. These designations will be based on previous recommendations from the made in discussions with the Greater London Authority.

In order to protect and enhance Hillingdon's biodiversity and geological conservation interests, priority will be given to:

Hillingdon's biodiversity and geological conservation will be preserved and enhanced with particular attention given to:

1. Fray's Farm Meadows and Harefield Pit for increased nature conservation and enhancement and the Gravel Pits (RIGS). The conservation and enhancement of the natural state of:
  - Harefield Gravel Pits
  - Colne Valley Regional Park
  - Fray's Farm Meadows
  - Harefield Pit<sup>ac</sup>
2. Sites of Importance for Nature Conservation as appropriate to the site's classification. These will be kept under review in partnership with Greenspace Information for Greater London (GIGL). The protection and enhancement of all Sites of Importance for Nature Conservation. Sites with Metropolitan and Borough Grade 1 importance will be protected from any adverse impacts and loss. Borough Grade 2 and Sites of Local Importance will be protected from loss with harmful impacts mitigated through appropriate compensation.<sup>ad</sup>
3. The provision of biodiversity improvements from all development, where feasible. The protection and enhancement of populations of protected species as well as priority species and habitats identified within the UK, London and the Hillingdon Biodiversity Action Plans.<sup>ae</sup>
4. The protection of priority species and habitats identified within the London Biodiversity Action Plan and the Hillingdon Biodiversity Action Plan. Appropriate contributions from developers to help enhance Sites of Importance for Nature Conservation (SINCs) in close proximity to development and to deliver/ assist in the delivery of actions within the Biodiversity Action Plan.
5. The provision of biodiversity improvements from all development, where feasible.
6. The provision of green roofs and living walls which contribute to biodiversity and help tackle climate change.

**Implementation - how we will achieve this**

The Council will implement policy EM7 by:

- Raising the profile of the biodiversity and geological interests both locally, regionally and nationally
- Supporting, improving and managing biodiversity interests and local geological sites through the planning process
- Protecting and where feasible extend habitat and improve ecosystems throughout the Borough and to areas beyond, by maintaining existing trees, native vegetation (adaptable to climate change) and open space and provide new areas of such vegetation (including the linking of existing fragmented areas) for the benefit of wildlife in accordance with the local Biodiversity Action Plan.
- Seeking and pooling contributions in accordance with the Planning Obligations Supplementary Planning Document towards the implementation of actions contained within Hillingdon's Biodiversity Action Plan.
- Working with partners, private landowners and other utility providers to achieve multi-functional use of land use that promotes and enhances biodiversity, adds to the green grid or achieves other open space outcomes, including improved accessibility.

**Monitoring - how we will measure success**

- Monitoring of policy EM7 will be through the AMR with a specific link to:
  - E2 (Core) Indicator: Change in areas of biodiversity importance including; change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. Target:
    - i) Preserve the area of wildlife habitats
    - ii) Minimise loss of designated areas to development (or any other target set by Government).
- Number of biodiversity and geological conservation sites lost to development
- Number of applications refused on biodiversity or geological interest grounds
- Number of local sites actively managed
- Number of additional nature conservation sites designated.
- Implementation of Hillingdon's Biodiversity Action Plan.

## Land, Water, Air and Noise

### Land, Water, Air and Noise Management

#### Strategic Objectives

SO9: SO10: Improve and protect air and water quality, reduce noise levels, reduce the impacts of contaminated land and safeguard quiet areas from noise pollution.

SO10 SO11: Address the impacts of climate change, ~~in particular, minimise carbon emissions~~ and minimise emissions of carbon and local air quality pollutants from new development and transport.

Related policies: EM1, EM8

**8.93 Water quality:** Water quality does not directly impact on human health in the same way as air quality. Nonetheless, water quality is integral to a healthy environment. Good quality water in rivers and streams feed the wider surroundings and plays a part in ensuring there is a diverse variety of wildlife within the borough.

**8.94** Industrial processes and human interference have a negative impact on the quality of water. Illegal dumping, the proliferation of poor quality discharges and urban diffuse pollution all undermine the quality of water, and in turn have impacts on wildlife and the natural setting. Diffuse water pollution can arise from many sources, which may be small individually, but their collective impact can be damaging. Diffuse pollution can be caused by current and past land use in agricultural and urban environments.<sup>(58)</sup>

**8.95** The Grand Union Canal has good overall ecological (biological and chemical) potential in the Thames River Basin Management Plan. The River Colne, River Pinn and Yeading Brook (West and East arm) have all been classified as having moderate overall ecological (biological and chemical) potential. The River Crane has been classified as having poor overall ecological (biological and chemical) potential<sup>(59)</sup>. All these water-bodies currently at moderate or poor should reach good overall ecological (biological and chemical) potential by 2027 under the Water Framework Directive. These are indicated on Map 8.5.

Groundwater provides a third of our drinking water in England and Wales, and it also maintains the flow in many of our rivers. Groundwater quality is also important in food production and agricultural processes. It is crucial that these sources are protected and that potable water is completely safe to drink and to use in the production of food and that surface water features are fed by clean, uncontaminated water.

58 <http://www.environment-agency.gov.uk/business/topics/pollution/32220.aspx>

59 <http://wfdconsultation.environment-agency.gov.uk/wfdcms/en/thames/Intro.aspx>

There are also a number of water abstraction points in the Borough which are fed from the underlying aquifers. These points are licensed by the Environment Agency and are responsible for providing potable water amongst other uses. The Environment Agency has established zones around these important abstraction points which are separated into three levels:

- Source Protection Zone 1: Inner Zone with a 50 day travel time to source
- Source Protection Zone 2: Outer Zone with a 400 day travel time to source
- Source Protection Zone 3: Whole catchment area.

All development within Source Protection Zones must be able to demonstrate there will a minimal impact on the abstraction point. Development proposed in Zones 1 and 2 will need to be of a use that is appropriate to the level of protection required.

Large parts of the Borough are situated on Principal Aquifers which are particularly sensitive to pollutants. The water quality of aquifers must be guaranteed and development that could result in significant harm will be opposed; development will only be able to proceed once a developer can demonstrate the quality of the aquifer will not be harmed.

The Development Management DPD will include policies that reflect the importance of maintaining and improving groundwater quality. The site allocations DPD will be assessed in accordance with the Source Protection Zones and Principal Aquifers.

**Water Resources:** The Environment Agency states that London has been classified as under serious water stress. Population density is high and water is scarcer than anywhere else in England and Wales. London has a comparatively high water consumption rate of 161 litres per person per day.

Climate change is acknowledged as having a significant threat to existing water resources, with the draft London Water Strategy suggesting an 18% decrease in summer rainfall. London is already one of the driest parts of the Country and this further reduction in rainfall will only exacerbate the risk of droughts.

Declining water resources are cross boundary problems. Impacts on Principal Aquifers in Hillingdon could have far reaching impacts. However, Hillingdon needs to be take a lead in ensuring the increasing population will not further increase the risks from a diminishing water supply.<sup>af</sup>

**8.96 Air Quality:** ~~The northern part of~~ North of the A40<sup>ag</sup> the borough is largely rural, with an abundance of green areas and open space. There are fewer major road routes, and industrial activity is relatively light. Overall, this has a positive impact on air quality where people can reap the benefits of good clean air. Nonetheless it is important to ensure that air quality impacts are still carefully considered in the north of the borough as they are in the south, particularly in the urban areas around Ruislip and Northwood.<sup>ah</sup>

**8.97** The situation is considerably different in the south of the borough, with more industry, commercial activity and the main gateways into and out of London impacting adversely on air quality. In addition, the presence of Heathrow, the world's busiest international<sup>ai</sup> airport,

~~has seen air quality rise in some parts to levels exceeding European standards.~~ adds to the poor air quality burden in this area and contributes to levels in air quality exceeding European standards.<sup>aj</sup>

**8.98** The southern two-thirds of the borough was designated an Air Quality Management Area (AQMA) in September 2003<sup>(60)</sup>. The boundary of the AQMA is shown in Map 8-4 8.5. It is clear that the road network in the AQMA carries a very high volume of traffic and congestion. Emissions from road traffic are recognised to be a major contributor to poor air quality in the area. which are major contributors to poor air quality in the area. In addition, the operation of the diesel trains on the Great Western Mainline adds a source of emissions in the southern part of the borough. Along with the operation of Heathrow Airport, all these different activities result in areas in the south of the borough subject to levels of pollution worse than many other UK towns and cities.<sup>ak</sup>

**8.99** ~~Heathrow airport is also a major source of emissions. The result of these activities is that the area is subjected to levels of air pollution worse than many other UK towns and cities.~~

**8.100** Poor air quality leads to adverse impacts on health and can undermine incentives to increase sustainable modes of travel, such as walking and cycling. ~~Schools closest to Heathrow are particularly vulnerable with outside play compromised by worsening air quality.~~ The borough needs to continue to promote sustainable forms of transportation which also consider the impacts of poor air quality.<sup>al</sup>

**8.101** The London Plan (2008) requires Hillingdon to work with key partners to prepare and implement a spatial planning framework for the Heathrow Opportunity Area. This will take the form of a Development Plan Document (DPD). This DPD will include a Low Emissions Strategy for the area to help tackle the current air quality problems. Specific policies to mitigate negative effects of airport operations such as air pollution has been addressed in policy E3 and will be delivered through the Heathrow Opportunity Area DPD.

The production of the Local Implementation Plan will further address some of the causes of air pollution, particularly in the Air Quality Management Area. This will set out the strategy for reducing traffic, and will be completed in partnership with surrounding boroughs and the GLA to provide a collective approach to managing transportation from outside of the Borough. Furthermore, the use of planning conditions and agreements will be used to realise air quality benefits, either on site or in the immediate surrounding area.<sup>am</sup>

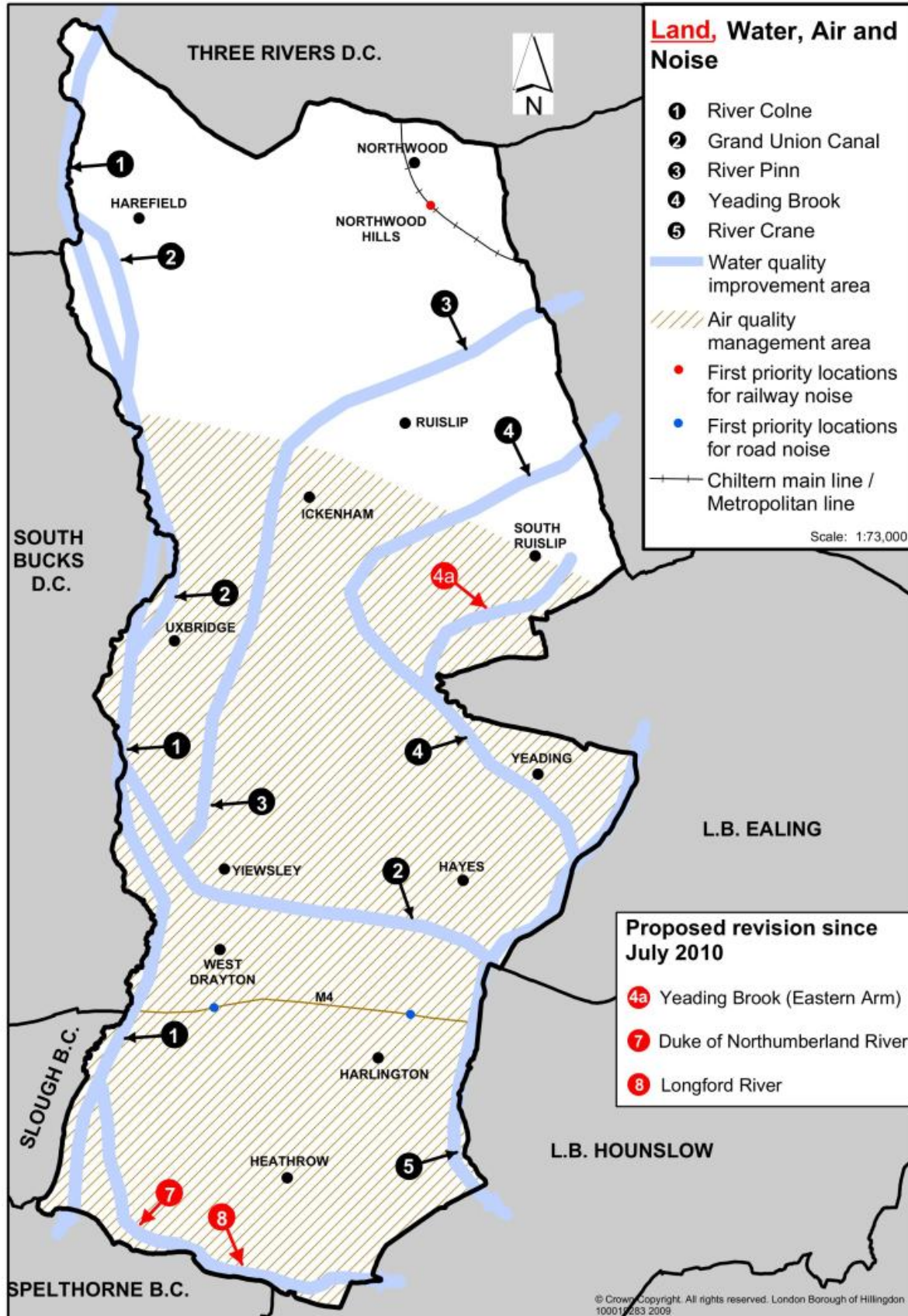
**8.102 Noise:** For the purpose of the Core Strategy, noise ~~(including associated vibrations (including vibration))~~<sup>an</sup> means:

- "environmental noise" which includes noise from transportation sources;
- "neighbour noise" which includes noise from inside and outside peoples homes; and
- "neighbourhood noise" which includes noise arising from within the community such as industrial and entertainment premises, trade and business premises, construction sites and noise in the street.

60 Source: London borough of Hillingdon Environment Act 1995 Part IV Section 83 (1)  
London borough of Hillingdon Air Quality Management Area Order 2003



Map 8.4 Land, Water Air and Noise



**8.103** Noise can have a significant effect on the environment and on the quality of life enjoyed by individuals and communities. In Hillingdon, environmental noise arises from a variety of different sources, in particular aircraft (Heathrow Airport & RAF Northolt), major roads (M4, A4 and A40) and railways (London Underground, the Paddington, Marylebone and Heathrow Express lines).

**8.104** ~~Operators of civil airports are required to produce their own Action Plans under the terms of the Environmental Noise (England) Regulations 2006. A draft Noise Action Plan was prepared in 2009 for Heathrow. In Heathrow, policy for issues such as noise levels and flight paths are set by the Department for Transport.<sup>60</sup>~~

**8.105** The GLA forecasts Hillingdon to be the largest outer London growth borough <sup>(61)</sup> and estimates that a large proportion of new jobs will be accommodated within the Heathrow Opportunity Area. These uses play a vital role in promoting a successful and vibrant economy in the borough, creating jobs and attracting business, though it is also important to note that such uses can create neighbourhood noise impacts.

**8.106** As such, noise remains a main challenge in the borough. The impact of existing noise and the possible impact of future noise remains a challenge to be considered as part of the Core Strategy.

**Land Contamination:** Land affected by contamination due to the presence of metals, liquid chemicals, gases and/or vapours, that remains untreated can present a risk to users of the land, cause damage to building and infrastructure and restrict development potential in the developed area of the Borough or prevent the introduction of uses involving public access, where it is left untreated. Contaminants may also migrate to and affect nearby land by polluting ground and surface water or areas of ecological value.

The Borough has a number of former industrial sites and landfill sites that are potentially contaminated. Land can also become contaminated as a result of accidental spills and leaks, unauthorised disposal of contaminated wastes and offsite migration and atmospheric deposition of contaminants.

The prevention of further contamination of land and remediation of land affected by contamination plays a key role in sustainable development by reducing damage to land and by bringing damaged land back into beneficial use. This contributes towards improving land and environmental quality and the quality of life in general the borough.

### Main Challenges

**8.107** Table 3.1 in Chapter 3 identifies two main challenges relating to water, air and noise management:

- National and European Union (EU) requirements to meet climate change and carbon dioxide emission targets
- The need to mitigate noise and air quality impacts, especially around Heathrow and the road network

61 Source: London Office Policy Review 2009 Greater London Authority, November 2009

**8.108 Water quality:** New development near to watercourses is likely to have an adverse impact on water quality unless proper measures are put in place to mitigate this. The rivers outlined above that are not meeting good ecological potential under the Water Framework Directive<sup>(62)</sup> are particularly vulnerable from uncontrolled new development. New development near these rivers will need to be delivered so as not to harm these important water features, and should actively contribute to their revival.

Water Resources: Accommodating a growing population and new development will be a major challenge for safeguarding water resources. All new development must be able to demonstrate that its impacts on water resources are minimised. The Council will be requiring that new residential development can achieve 105 litres per person per day in accordance with the London Plan.<sup>ap</sup>

In addition, the Council will work with the Environment Agency and water authorities to help manage and plan for future uses.

**8.109 Air quality:** Maintaining, promoting, and distributing growth is a primary goal of the Core Strategy. A growing population and the need to deliver more jobs puts pressure on areas already badly affected by poor air quality.

**8.110** Heathrow Airport remains an economic hub and cannot be ignored in the continued growth of the borough. The Heathrow Opportunity Area is a strategic growth point within the borough. It is also home to the main road corridors where air quality impacts generate from. These corridors are used by those entering London from the west of England, and some of the emissions will derive from vehicles that will not even stop within the borough.

**8.111** Increasing development and commercial activity around Heathrow is required to sustain the economic competitiveness of the borough; however, this will invariably lead to greater impacts on air quality through increased traffic and usage of existing services.<sup>aq</sup> This poses a significant challenge for the borough. The borough has limited control over vehicles using the strategic road network to travel throughout the borough. The Council can set higher standards for buildings but cannot control the type and number of vehicles that utilise them. The airport has its own emission targets, but there is no easy solution to redressing the existing air quality problems, nor is there a solution to delivering growth without adding to the impacts.

~~8.112 Airports are a major source of carbon dioxide and nitrogen oxide emissions which adversely impact on air quality. Travelling to and from Heathrow impacts on the borough regardless of the destination. Heathrow attracts a number of new businesses and commercial enterprises which also increases the impacts on air quality.~~ Airports are a major source of emissions that can have a damaging impact on local air quality as well as contributing to climate change. These impacts can be generated directly by aircraft, as well as the associated activities that occur on the ground. Heathrow is the busiest international airport and attracts a significant amount of visitors each year. It also attracts significant amounts of associated office and commercial uses.<sup>ar</sup> All development exploiting the benefits of Heathrow contribute

62 Source: Environment Agency River Basin Management Plan, Thames River Basin District Annex A Current state of waters December 2009

to the poor air quality in the area. Further growth will exacerbate the problem. All new development associated with Heathrow should be challenged to minimise its impacts on air quality as far as possible.

**8.113** Air quality issues in the borough are clearly linked to transportation, including Heathrow Airport, so an integrated approach is proposed to mitigate these issues. Air quality issues caused by transportation are also dealt with in the Transport chapter through policy T3. The planning process presents an opportunity to reduce air quality impacts through section 106 agreements and/or Community Infrastructure Levy (CIL) funding. These opportunities will be specifically investigated within the Heathrow Opportunity Area DPD.

**8.114** The use of certain renewable technologies also poses a threat to local air quality. In particular biomass units that operate by burning fuel may be considered to be a more sustainable form of energy generation, but the emissions can have an adverse impact on local air quality. The use of biomass cannot easily be constrained by planning policy as new technology and fuel types may result in improved systems that do not have the same level of air quality impacts. Accordingly, the Council will continue to promote the use of all renewable energy technologies providing it can be demonstrated they can show a neutral impact on air quality. The subsequent Development Management DPD will include policies on the use of biomass, particularly in areas designated as an air quality management area.

**8.115 Climate Change:** Water and air quality in Hillingdon is likely to decline with climate change as a result of increased temperatures and extreme weather events including flooding as predicted in the borough's Climate Change Strategy. The Core Strategy will need to include measures to protect and improve the quality of the borough's water and air.

**8.116 Noise:** Guidance has already been set out at the national level by Planning Policy Guidance 24: Planning and Noise. This guidance sets out a clear rationale as to where sensitive development should be located in relation to existing noise/pollution sources, and also provides guidance on where potentially noise polluting (~~including noise~~) development should be located.

**8.117** The Secretary of State for Environment, Food and Rural Affairs formally adopted Noise Action Plans for 23 agglomerations (large urban areas), major roads, and major railways in England on 15 March 2010<sup>(63)</sup>. The Plans identify Hillingdon as one of several target areas including 'First Priority Areas' through a series of noise maps for noise reduction measures. Hillingdon will investigate these areas to see what further noise mitigation can be carried out. The 'First Priority Areas' for road and rail noise are shown on Map 8.4 8.5.

**8.118** The Environmental Noise (England) Regulations 2006 require identification of Quiet Areas, which Noise Action Plans should aim to protect.<sup>as</sup> The Replacement London Plan (2009) also requires borough's to identify and protect Quiet Areas. ~~The process of establishing Quiet Areas will begin in July 2010.~~ The Mayor's Ambient Noise Strategy contains a number of policies for minimising the adverse impacts of noise on people living and working in, and visiting London and will be reflected in the Development Management DPD.

63 Source: Noise Action Plan London Agglomeration Environmental Noise (England) Regulations 2006, as amended March 2010

Operators of civil airports are required to produce their own Action Plans under the terms of the Environmental Noise (England) Regulations 2006. A draft Noise Action Plan was prepared in 2009 for Heathrow. In Heathrow, policy for issues such as noise levels and flight paths are set by the Department for Transport.<sup>at</sup>

**8.119** The Council will prepare a strategy for the Heathrow Opportunity Area that will mitigate negative effects of airport operations such as air and noise pollution (see policy E3 and transport policy T4).

**Land contamination:** New development is normally directed to Brownfield land in the first instance. This removes pressure on the Greenbelt, and minimises the impacts on natural habitats. However, it does increase the chance of developing land that is in a contaminated state. New development can mobilise dormant pollutants and provide a pathway to sensitive receptors such as people using the site or the water environment.

New development also provides the opportunity to clean up land that is contaminated from historic uses which helps to improve environmental quality significantly.

PPS23 sets the framework for assessing land contamination in new development and the requirements for mitigation, although developers should be seeking more innovative ways to treat contamination. Historically, contaminated land may be sent to landfill sites but this may not be the most sustainable solution. Developers will be required to assess contamination to a level where a planning application can be determined with all the impacts known. Major development proposals will also be required to demonstrate sustainable forms of managing contaminated land which reduces the need to landfill, and minimises the impacts on climate change.

## Policy EM8: Land, Water, Air and Noise

EM8: Water, Air and Noise

### Water Quality

The Council will seek to safeguard and improve the all water quality, ~~of the~~ both ground and surface. Principal Aquifers, and Source Protection Zones will be given priority along with the:

- River Colne
- Grand Union Canal
- River Pinn
- Yeading Brook
- Porter Land Brook
- River Crane
- Ruislip Lido<sup>av</sup>

### Air Quality

~~All new development within the Air Quality Management Area (AQMA) should actively contribute to the promotion of sustainable transport measures, deliver increased planting, where appropriate.~~

All development should not cause deterioration in the local air quality levels and should ensure the protection of both existing and new sensitive receptors.

All major development within the Air Quality Management Area (AQMA) should demonstrate air quality neutrality (no worsening of impacts) where appropriate; actively contribute to the promotion of sustainable transport measures such as vehicle charging points and the increased provision for vehicles with cleaner transport fuels; deliver increased planting through soft landscaping and living walls and roofs; and provide a management plan for ensuring air quality impacts can be kept to a minimum.

The Council seeks to reduce the levels of pollutants referred to in the Government's National Air Quality Strategy and will have regard to the Mayor's Air Quality Strategy. London Boroughs should also take account of the findings of the Air Quality Review and Assessments and Actions plans, in particular where Air Quality Management Areas have been designated.<sup>av</sup>

### Noise

The Council will investigate Hillingdon's target areas identified in the Defra Noise Action Plans, promote the maximum possible reduction in noise levels and will minimise the number of people potentially affected.

The Council will seek to identify and protect Quiet Areas in accordance with Government Policy on sustainable development and other Local Development Framework policies.

The Council will seek to ensure that noise sensitive development and noise generating development are only permitted if noise impacts can be adequately controlled and mitigated.<sup>aw</sup>

#### Land Contamination

The Council will expect proposals for development on contaminated land to provide mitigation strategies that reduce the impacts on surrounding land uses. Major development proposals will be expected to demonstrate a sustainable approach to remediation that includes techniques to reduce the need to landfill.

#### **Implementation - how we will achieve this**

The Council will implement Policy EM8 by:

- Setting high standards for reducing water, air and noise pollution and resisting amenity and environmental impacts that affect how we enjoy the environment in which we live and work. This includes making sure developments are designed to cope with climate conditions as they change during the development's lifetime.
- Preparing a Development Plan Document for the Heathrow area set out in policy E3 and paragraph 5.25 of Chapter 5.
- Requiring developments to minimise water use and use local sources of water where possible.
- Revising the existing Air Quality SPG into an updated Air Quality SPD.
- Using planning conditions and Section 106 agreements to improve air quality and where appropriate, apply a Community Infrastructure Levy (CIL) on new developments.
- Implementing the Climate Change Strategy to secure reductions in local air pollutants and mitigate climate change.
- Implementing the borough Transport Strategy to ensure reductions in emissions from transport within the borough.

#### **Flexibility**

Figures for reducing CO2 emissions in Hillingdon take account of national targets and regional targets in the London Plan (2009). Proposed figures in the Replacement London Plan (2009) have not been agreed and may change as a result of the London Plan EIP.

**Monitoring - how we will measure success**

- Monitoring of policy EM8 will be through AMR with a specific link to:
  - **E1 (Core) Indicator:** Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. **Target:** No planning permission will be granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality (or any other target set by Government).
- ~~Number of planning applications granted contrary to Environment Agency advice on water quality grounds<sup>ax</sup>~~
- Number of planning applications refused on noise grounds
- Number of Section 106 agreements for improvements to air quality
- Number of electric vehicle charging points established in the borough
- On-going air quality monitoring throughout the borough to identify trends in the air quality concentrations
- On-going traffic count monitoring to identify trends in flow volumes and vehicle types
- Number of new developments with sustainable forms of transport

**Minerals and Waste****Minerals****Strategic Objective**

SO5: Safeguard and promote areas of geological importance and make a proportionate contribution to West London's target to extract 0.5 million tonnes of minerals.

Related policies: EM9, EM10

**Main Challenges**

**8.120** Table 3.1 in Chapter 3 identifies one main challenge relating to minerals:

- The need to meet the London Plan mineral apportionment figures

**8.121** The Core Strategy sets in place a framework to contribute to the apportionment figure for west London of 0.5 million tonnes of **land won** aggregates per year, whilst ensuring that any mineral extraction in Hillingdon does not have an unacceptable impact on the environment or human health.

**8.122** It is important that there is an adequate supply of raw materials to provide the infrastructure, buildings and goods that society, industry and the economy needs and, therefore, it is a key component in sustaining economic prosperity. Aggregates come from a variety of sources, including recycling of construction waste. However, an important source of supply will remain from mineral deposits.



### Safeguarding mineral resources

**8.123** It is clear that Hillingdon could not make a significant contribution to meeting future aggregates demand without using sites in the Green Belt and sites in relative close proximity to housing. Extraction in such locations has already taken place in the Borough in the past, and continues to do so.

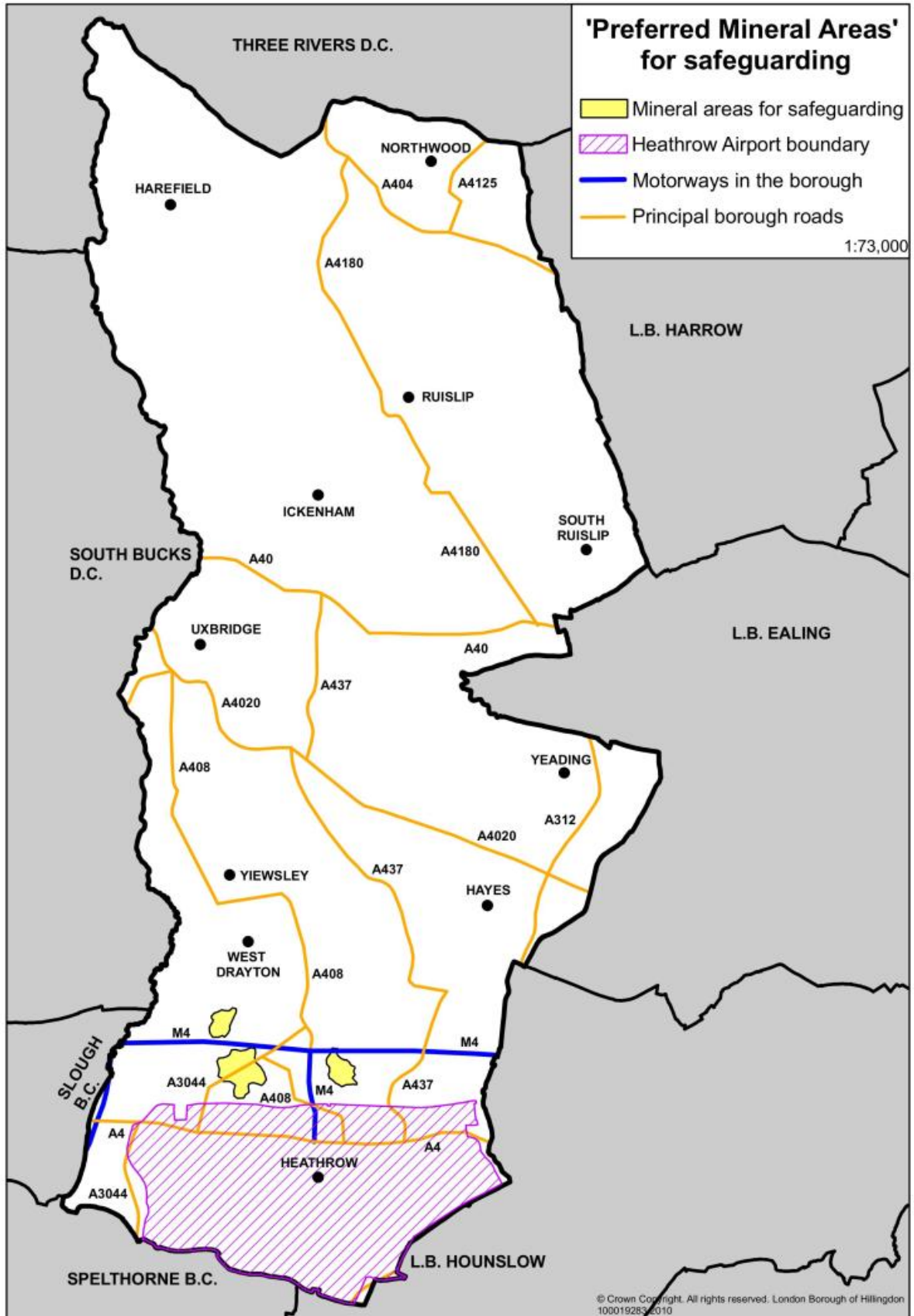
**8.124** Government advice in PPG2 is that mineral extraction need not be inappropriate in the Green Belt provided that high environmental standards are maintained and the site is well restored. Judgements about the acceptability of extraction in the vicinity of houses have to be taken case-by-case, based on the likely specific impacts of individual schemes.

**8.125** The Minerals Technical Background Report (2008) <sup>(64)</sup> concludes there are three sites able to provide the defined aggregates requirement for the borough over the Plan period:

- Land west of the present Harmondsworth Quarry
- Land north of the village of Harmondsworth, and
- Land at Sipson Lane, east of the M4 spur.

64 Source: <http://www.hillingdon.gov.uk/index.jsp?articleid=15283>

Map 8.5 Mineral Areas for Safeguarding



**8.126** The above three sites are defined as 'Preferred Mineral Safeguarding Area', indicated on Map 8.6.

**8.127** To safeguard the mineral resource in its entirety, and to account for the inexact nature of mapped geological boundaries, it may be necessary to extend the Preferred Mineral Safeguarding Area beyond the resource boundary. This approach is intended to safeguard the resource from the impact of 'proximal development'.

### **Policy EM9: Safeguarding Mineral Resources**

The Council will safeguard mineral resources in Hillingdon from other forms of development that would prejudice future mineral extraction. The Council will define the 'Preferred Mineral Safeguarding Area' in the Site Allocations DPD to include land west of the present Harmondsworth Quarry, land north of the village of Harmondsworth, and land at Sipson Lane, east of the M4 spur.

The Council will also safeguard areas within 250m of the Preferred Mineral Safeguarding Area as a buffer for the future extraction of the sand and gravel reserve, to safeguard the resource from the impact of 'proximal development'.

### **Mineral extraction**

**8.128** Over the years the main concentrations of sand and gravel working have been in the area between the A40 and the northern boundary of Heathrow, and in the Colne Valley west of Harefield. Currently the main area of activity is between the M4 and the A4 north of Heathrow.

**8.129** Hillingdon is required to meet the Borough's apportionment figure 0.50 million tonnes per year of sand and gravel extraction. To meet these requirements a comparative assessment of all potential sand and gravel-bearing sites in the Borough has been undertaken in order to identify those where mineral extraction is likely to have the least adverse impact.

### **Policy EM10: Mineral Extraction**

The Council will make an appropriate contribution towards the West London apportionment figure in the London Plan of 0.5 million tonnes per annum.

The Council will seek to safeguard areas for mineral extraction outside of the Preferred Mineral Safeguarding Area where:

- it is demonstrated that the proposal is sustainable, essential to maintain the West London land bank in accordance with national policy, and necessary to maintain apportioned provision for West London as set out in the London Plan
- suitable measures and controls can be put in place to ensure there is not an unacceptable adverse impact on the environment or human health
- the mineral workings can be restored to the highest standards using progressive restoration techniques, and secure a beneficial and acceptable after use in line with Green Belt objectives.

### **Implementation - how we will achieve this**

The Council will implement policies EM9 and EM10 by:

- Reviewing the Site Specific Allocations DPD.
- Determining individual planning applications. This will include the use of conditions and Section 106 legal agreements as appropriate.
- Monitoring the west London land bank of at least 7 years in the Annual Monitoring Report (AMR) and, if necessary maintaining it.
- Promoting the restoration of the site to the highest standards.

### **Flexibility**

Figures for mineral apportionment in Hillingdon take account of targets set in the London Plan (2008). Proposed figures in the Replacement London Plan (2009) have not been agreed and may change as a result of the London Plan EIP.

### Monitoring - how we will measure success

- Monitoring of policies EM9 and EM10 will be through AMR with specific links to:
  - **M1 (Core) Indicator:** Production of primary land won aggregates by mineral planning authority. **Target:** To contribute to West London's apportionment to produce 500,000 tonnes of land-won aggregates per year until 2016 (or any other target set by Government).
  - **M2 (Core) Indicator:** Production of secondary/recycle aggregates by mineral planning authority. **Target:** To contribute to West London's apportionment to produce 500,000 tonnes of land-won aggregates per year until 2016 (or any other target set by Government).
- The number of preferred sites for mineral working being brought forward
- The volume of sand and gravel being worked
- The number of planning applications approved for mineral workings

## Waste Management

### Strategic Objective

SO13: Support the objectives of sustainable waste management.

Related policy: EM11

### Main Challenges

**8.130** Table 3.1 in Chapter 3 identifies one main challenge relating to waste management:

- The need to minimise waste.

**8.131** The Council supports the objectives of sustainable waste management set out in Planning Policy Statement 10 (PPS10), the London Plan and through the implementation of the 'Waste Hierarchy'. The London Plan sets out targets for recycling and composting for waste from households, businesses and industry. The London Plan requires that the majority of waste generated in London is managed in London to enable the capital to move towards self-sufficiency. Overall, the target states that 85% of London's waste must be managed within London by 2020.

**8.132** In response to the need to address the future management of waste arisings, the West London Waste Plan (WLWP) is being prepared jointly by the six west London borough's of Harrow, Brent, Ealing, Hillingdon, Hounslow and Richmond upon Thames. The WLWP is being prepared in accordance with the national planning policy in PPS10, and will take account of the London Plan waste apportionment figures and targets for self-sufficiency and recycling up to 2026. This will identify locations suitable for waste management facilities to meet the London Plan apportionment and land use policies to support these.

**8.133** With regard to the location of sites, the Council will be guided by the locational criteria provided in PPS10 and the broad locations of Strategic Employment Locations, Local Employment Areas provided within the London Plan and existing waste management sites. To support this, the Council will safeguard existing waste sites unless compensatory provision is made and it will support the redevelopment of existing sites to maximise their throughput.

### **Policy EM11: Sustainable Waste Management**

The Council will aim to reduce the amount of waste produced in the Borough and work in conjunction with its partners in West London, to identify and allocate suitable new sites for waste management facilities within the Joint West London Waste Plan to provide sufficient capacity to meet the apportionment requirements of the London Plan.

The Council will require all new development to address waste management at all stages of a development's life from design and construction through to the end use and activity on site, ensuring that all waste is managed towards the upper end of the waste hierarchy.

The Council will promote waste as a resource and encourage increased re-use of materials and recycling and seek to maximise the use of existing waste management sites through intensification or co-location of facilities.

#### **Implementation - how we will achieve this**

The Council will implement Policy EM11 by:

- Coordinating with the other Borough members of the West London Waste Authority and the Council's Waste Minimisation Strategy.
- Working with west London Boroughs to produce the Joint Waste DPD, and this will reflect the provisions of The London Plan (2008) and Mayor's Municipal Waste Management Strategy.
- Developing detailed development control policies in the Development Management DPD to ensure that new development makes sufficient provision for waste management facilities on sites that promote increased recycling.

#### **Flexibility**

Figures for waste apportionment in Hillingdon take account of targets set in the London Plan (2008) and the Mayor's Municipal Waste Management Strategy. Proposed figures in the Replacement London Plan (2009) have not been agreed and may change as a result of the London Plan EIP.

### Monitoring - how we will measure success

Monitoring of policy EM11 will be through the AMR with specific links to:

- **W1 (Core) Indicator:** Capacity of new waste management facilities by waste planning authority. **Target:** Specific monitoring details will be included in the Joint West London Waste Plan that will cover the monitoring of changes in the stock of waste management facilities, waste arisings, and the amount of waste recycled, recovered and going for disposal. It is premature at this stage to include these in the Hillingdon's Core Strategy, however, the timing for preparing both documents will allow for this at a later stage.
- **W2 (Core) Indicator:** Amount of municipal waste arising, and managed by management type by waste planning authority. **Target:** BV82a & BV82b.

**End Notes**

- a. Greater London Authority (107/29)
- b. Environment Agency (90/1)
- c. Lichfield Planning on behalf of British Airways (79/20)
- d. BAA Heathrow on behalf of Heathrow Airport Ltd (75/38)
- e. Ruislip Residents Association (50/9), Planner, Peacock and Smith on behalf of WM Morrison Supermarkets (81/2)
- f. Ruislip Residents Association (50/29), Northwood Residents Association (53/8)
- g. Individual (88/2)
- h. Ruislip Residents Association (50/9), Environment Agency (90/4)
- i. Greater London Authority (107/26)
- j. English Heritage (116/8)
- k. British Waterways Planning (115/4)
- l. British Waterways Planning (115/45, 115/51)
- m. British Waterways Planning (115/44, 115/46, 115/50, 115/72)
- n. British Waterways Planning (115/48)
- o. British Waterways Planning (115/49)
- p. British Waterways Planning (115/51)
- q. Environment Agency (90/1), British Waterways
- r. South Bucks District Council (65/4), Individual (21/5), LB Hillingdon Labour Group (103/4), British Waterways Planning (115/44, 115/46, 115/50, 115/52, 115/53, 115/72), Ruislip Residents Association (50/13)
- s. South Bucks District Council (65/4), Individual (21/5), British Waterways Planning (115/53)
- t. English Heritage (116/21)
- u. British Waterways (115/55, 115/69)
- v. Greater London Authority (107/31)
- w. Ickenham Residents Association (59/13)
- x. Greater London Authority (107/27)
- y. Planning Perspectives (69/9)
- z. Greater London Authority (107/22)
- aa. British Waterways Planning (115/67)
- ab. Thames Water Utilities Ltd (31/7), Individual (084/3), Environment Agency (90/4, 90/5)
- ac. Ickenham Residents Association (59/4)
- ad. Ickenham Residents Association (59/4)
- ae. Ickenham Residents Association (59/4)
- af. Environment Agency (90/4, 90/5, 90/7, 90/9)
- ag. Ickenham Residents Association (059/14)
- ah. Ruislip Residents Association (50/15)
- ai. Greater London Authority (107/32)
- aj. BAA Heathrow on behalf of Heathrow Airport Ltd (075/43)
- ak. BAA Heathrow on behalf of Heathrow Airport Ltd (075/43)
- al. BAA Heathrow on behalf of Heathrow Airport Ltd (75/43)
- am. Y&WDT CAG (044/10)
- an. Greater London Authority (107/33)
- ao. BAA Heathrow on behalf of Heathrow Airport Ltd (75/44)
- ap. Environment Agency (90/4, 90/5) Ruislip Residents Association (50/9)
- aq. BAA Heathrow on behalf of Heathrow Airport Ltd (75/45)



- ar. BAA Heathrow on behalf of Heathrow Airport Ltd (75/45)
- as. Greater London Authority (107/34)
- at. BAA Heathrow on behalf of Heathrow Airport Ltd (075/44)
- au. Environment Agency (90/4, 90/5, 90/9), Ruislip Residents Association (50/14)
- av. Greater London Authority (107/35)
- aw. Greater London Authority (107/28)
- ax. Environment Agency (90/7)

## 9 Core Policies - Transport and Infrastructure

**9.1** The transport policies set out in this chapter promote sustainable forms of transport with an overall aim of improving quality of life and reducing private car dependency. This chapter considers where links and connections can be improved, how public transport can support growth and regeneration, what transport measures are needed for Heathrow Airport, and how the Council can improve accessibility to services and encourage active travel.

**9.2** The delivery of a sufficient amount of physical, social and green infrastructure to underpin planned growth in Hillingdon is also a key priority for this Core Strategy. The provision of community infrastructure is central to the delivery of key objectives in the Sustainable Community Strategy, such as 'improving health and wellbeing' and 'strong and active communities'. This chapter will outline the findings of Hillingdon's infrastructure planning process and identify the key infrastructure proposals that will enable delivery of growth.

### Main challenges

**9.3** The principal challenge is to enable access to 9,000 new jobs and an average of 620 new homes per annum within the Heathrow Opportunity Area during the plan period. Access will have to be provided within the context of a congested road network and crowded public transport system. In order to accommodate this growth, high trip generating uses will only be located where they have good access to public transport. Uses that have to rely on the road network, for example distribution, will be located only at sites with good existing road access. New developments will be steered towards locations with minimal impact on the transport system and all developments will have good cycling and pedestrian provision.

**9.4** The current public transport provision in Hillingdon has an east-west orientation while the borough has a distinct north-south shape, as shown on the key diagram (Map 4.1). It is vital that this Core Strategy addresses the challenge of poor north-south links in Hillingdon.

**9.5** Hillingdon's carbon emissions from transportation are much higher than the London average<sup>(65)</sup>. The number of people travelling into and out of Hillingdon is major contributing factor. It has also led to impacts on air quality, particularly around Heathrow where hotels and office accommodation have been developed.

**9.6** Uxbridge is a Metropolitan town centre, shown on the key diagram (Map 4.1), but is deficient in good public transport links despite being the terminus of the Metropolitan and Piccadilly Underground Lines and numerous bus routes. Uxbridge lacks direct and fast connections with its neighbouring Metropolitan town centres and does not compare favourably with other equivalent urban centres in terms of journey time to central London by public transport<sup>(66)</sup>.

**9.7** The aim of the transport policies in this section is to provide a sustainable transport system that addresses whole length journeys, reduces car dependency, supports the economy, encourages active travel and improves quality of life. The policies also aim to reduce congestion and smooth traffic flow.<sup>a</sup> These aims reflect the six goals set out in the draft

65 National Indicator 186 Local and Regional CO2 Emissions Estimates for 2005-2007 (Department of Energy and Climate Change, November 2009)

66 Comparisons from journey planners at [www.tfl.gov.uk](http://www.tfl.gov.uk) and [www.nationalrail.co.uk](http://www.nationalrail.co.uk)

Mayor's Transport Strategy (MTS)<sup>(67)</sup>. The Core Strategy supports sustainable travel by locating new growth including housing, retail, commercial, leisure and community facilities near public transport interchanges.

**9.8** The cycling and walking networks form part of a comprehensive transport network. Journeys by foot have reduced in recent years, while there has been only a slight increase in cycle journeys. These modes of transportation have an important role in helping to create healthier lifestyles and reduce the level of harmful emissions from vehicles.

**9.9** The quantity, quality and accessibility of social and community infrastructure, such as schools, culture and leisure facilities, make a direct contribution to the quality of life in Hillingdon. Further social infrastructure provision will be required to meet the needs of Hillingdon's growing population and also to accommodate additional housing and employment growth

The Infrastructure planning process has also identified the importance of other forms of physical infrastructure to the delivery of the Core Strategy objectives. The Development Management Development Plan Document (DMDPD) will need to contain appropriate policies to ensure this is delivered in support of planned growth and individual development proposals.

b

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67 Mayor's Transport Strategy: Public Draft (Greater London Authority, October 2009). The goals are: Support economic development and population growth; Enhance the quality of life for all Londoners; Improve the safety and security of all Londoners; Improve transport opportunities for all Londoners; Reduce transport's contribution to climate change and improve its resilience; Support delivery of the London 2012 Olympic and Paralympic Games and its legacy.

## Accessible Local Destinations

### Strategic Objectives

- SO3: Improve the quality of and accessibility to, the borough's open spaces, including rivers and canals as areas for sports, recreation, visual interest and bio-diversity. In addition, address open space needs by providing new space identified in Hillingdon's Open Space Study.
- SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.
- SO12: Reduce the reliance on the use of the car by promoting safe and sustainable forms of transport, such as improved walking and cycling routes and encouraging travel plans.
- SO17: Link deprived areas with employment benefits arising from the development of major sites and existing key locations.
- SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.
- SO25: Maintain support for operational uses within the existing airport boundary and seek to minimise the environmental impacts from the airport wherever possible<sup>c</sup>

Related Policy: T1

**9.10** Table 3.1 in Chapter 3 identifies three main challenges relating to accessible local destinations:

- Congestion causing traffic delays, particularly in the 30 identified congestion hotspots
- Poor and unsustainable access to and from local destinations, including shopping centres, employment and leisure concentrations/areas
- High dependency on private vehicles and low proportion of trips made by cycling, walking and public transport

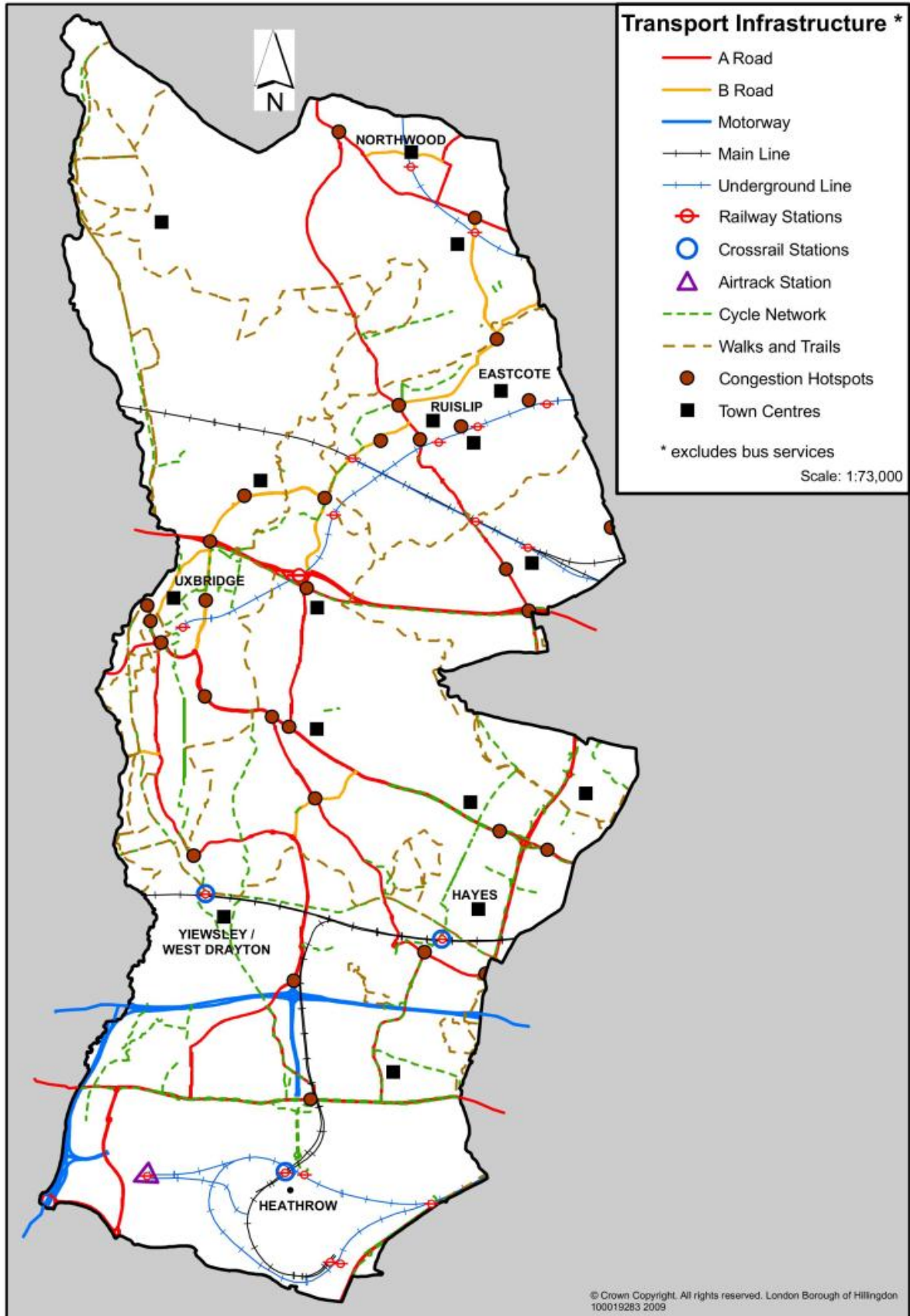
**9.11** Ensuring that local destinations are accessible by good quality, safe and convenient transport is essential to achieving sustainable development. 'Local destinations' are locations which provide services and amenities including health, education, employment and training, local shopping, community, culture, sport and leisure facilities. It is vital for people to be able to access these types of destinations through well planned routes and integrated public transport, especially for those without a car and for those in more remote parts of the borough.

**9.12** A central aim of national, regional and local transport plans, programmes and strategies is to meet an increasing proportion of travel demand by walking and cycling, both for short journeys and as part of longer journeys by public transport. If more people switch from cars to cycling and walking this would make a major contribution to meeting targets for reducing climate change emissions. This Core Strategy plans for sustainable and active travel which

means services and amenities will be more accessible by walking, cycling and public transport. Many services are located in existing town and neighbourhood centres which are shown on Map 9.1. The river and canal network in Hillingdon provide opportunities for sustainable transport, including walking and cycling, and water based leisure and recreation (see policy EM3 and Map 9.1). The Council is working with schools to introduce sustainable means of transport to and from school through engineering works, education and encouragement of walking and cycling. Schools are encouraged to prepare and implement Travel Plans to reduce congestion and improve safety. Further details of community infrastructure can be found at Appendix 2 and Policy C11.

**9.13** The Council will encourage walking and cycling through initiatives such as improved street signage showing distances and likely journey times between major destinations. Provision for cyclists include the integration of facilities at either end of the journey in both new developments and through retrofitting, for example at interchanges and business parks. New development can contribute to these much needed provisions through developer contributions or other initiatives. The Council will also require developers to think about more forms of sustainable transportation methods beyond cycling, walking and public transport. The installation of electric vehicle charging points can help those who are car-dependant to reduce their emissions and in turn their contribution to climate change. Other initiatives as prioritising car parking for low emissions vehicles and car clubs are simple measures that can also contribute to the reduction of harmful emissions. Developers will be expected to demonstrate the integration of some or all of these sustainable transport measures through the submission of travel plans.

Map 9.1 Transport infrastructure



**9.14** The Core Strategy growth areas of Uxbridge and the Heathrow Opportunity Area, including the Hayes/West Drayton Corridor, are important destinations for employment and services. A number of these are located in proximity to existing congestion hotspots on Hillingdon's road network<sup>(68)</sup> which are shown on Map 9.1. The options for addressing congestion on the road network do not include new road construction and the extent of new growth will depend on the implementation of other measures, such as highway improvements and more efficient public transport services.

### **Policy T1: Accessible Local Destinations**

The Council will steer development to the most appropriate locations in order to reduce their impact on the transport network. All development should encourage access by sustainable modes and include good cycling and walking provision

The Council will ensure access to local destinations which provide services and amenities.

The Council will promote active travel through improvements to Hillingdon's public rights of way.

### **Implementation of Policy T1: how we will achieve this**

Policy T1 will be delivered through the Local Implementation Plan which includes targets for cycling, provides the basis for considering all highway, maintenance and cycling schemes, as well as the allocation of resources.

Providing demand-responsive transport to link deprived areas with employment benefits arising from the development of major sites and existing key locations.

Through the Rights of Way and Permissive Routes Improvement Plan (2009-2019).

Travel planning, implementing policies T2 and T3.

Working with TfL, Highways Agency, transport providers and other partners.

Developer contributions, TfL funding.

Encouraging freight road transport to use the highest order roads wherever possible.

68 Congestion hotspots are identified in Hillingdon's Local Implementation Plan 2006/6-2010/11 (London Borough of Hillingdon, March 2006): Appendix 9

**Monitoring of Policy T1: how we will measure success**

Policy T1 will be monitored through regular travel and congestion surveys of road users, public transport users, pedestrians and cyclists.

BV178 - Hillingdon's Public Rights of Way performance indicator

**Public Transport Network****Strategic Objectives**

- SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.
- SO20: Improve facilities at bus and underground/rail interchanges to promote sustainable growth in Uxbridge, Heathrow, the Hayes/West Drayton corridor and accessibility to other town centres.
- SO21: Improve public transport services between the north and the south of the borough to ensure easier access between residential areas such as Northwood and South Ruislip, Hillingdon Hospital, Brunel University, Stockley Park and Heathrow Airport.
- SO22: Promote efficient use of public transport and particular, the enhancement of Underground services to Uxbridge and faster services to central London.

Related Policies: T2, T3

**9.15** Table 3.1 in Chapter 3 identifies four main challenges relating to public transport:

- Poor north/south public transport links
- Slow and deficient public transport access between Uxbridge and central London and other key centres.
- Delivery of planned public transport improvements at Heathrow, Hayes, West Drayton Uxbridge and West Ruislip.
- High dependency on private vehicles and low proportion of trips made by cycling, walking and public transport.

**Public Transport Interchanges**

**9.16** The development of an efficient, integrated public transport network is a key factor in ensuring sustainable growth in Hillingdon over the period of the Core Strategy. Should proposed housing and employment growth take place without such improvements, the resulting levels of private car use would place considerable pressure on Hillingdon's road network, particularly around congestion hotspots.



**9.17** There are opportunities to enhance public transport interchanges at five key locations in the borough; Uxbridge, Heathrow, Hayes, West Drayton and West Ruislip. Heathrow is well connected to the rest of the country, with five rail stations and the UK's second busiest coach station. There is substantial potential for improved transport interchanges, both between Airtrack and Crossrail, and between the UK's busiest bus and coach station and the rest of the borough in general, and Uxbridge in particular.

### **Uxbridge**

**9.18** Uxbridge is home to a regionally important Underground / bus interchange that cannot accommodate current or forecast future demand without significant improvements. The bus station has inadequate capacity for the number of vehicles which currently use it. The surrounding area is in need of upgrading to improve accessibility for people with restricted mobility.

**9.19** Uxbridge town centre has, despite its attractive geographic position, deficient rail connections with its neighbouring Metropolitan and out of London town centres, central London, counties to the west and even Heathrow Airport. Public transport and cycle access to its catchment area is very deficient in general and to the villages located to the west and north-west of the M25 in particular.

**9.20** This Core Strategy identifies Uxbridge Metropolitan town centre for employment and retail growth, along with new housing at RAF Uxbridge, which will create significant new users of public transport in Uxbridge (see Policy E4). The redevelopment of the bus/Underground station is an important infrastructure improvement which will help to exploit the town's Metropolitan status and create a gateway to Uxbridge and the borough as a whole. There is scope to improve both the frequency and travel times of Underground services between Uxbridge and London, and establish public transport links to the north and south of the borough.

**9.21** The Core Strategy provides opportunities to encourage more active forms of transportation, particularly for shorter journeys. New development will be required to promote cycling and walking, and the Council will seek developer contributions where appropriate. There is limited cycle parking at Uxbridge underground station and addressing this issue could help facilitate an increase in cycling.

### **Hayes and West Drayton**

**9.22** Crossrail will provide a direct link from Maidenhead via Heathrow Airport to the City, east London, Essex and Kent, travelling through the southern part of Hillingdon on the route of the existing Paddington line. Two existing stations (Hayes and West Drayton) will be upgraded as part of the Crossrail works. It is envisaged that these works will take place during the period 2015/ 2016. The improved Crossrail stations will provide the catalyst for the regeneration of Hayes and West Drayton (see Table 5.3).

**9.23** Proposed public transport improvements, such as improved interchanges, are located in close proximity to growth areas (see Map 5.1). The location of public transport interchanges and Crossrail stations are shown in Map 9.1.

As noted elsewhere in this Core Strategy, the Council will seek to make the most of the Grand Union Canal as a regeneration opportunity. Projects that help to meet this objective, such as the upgrade of the canal towpath as a pedestrian cycle link, will be supported.<sup>d</sup>

### West Ruislip

**9.24** West Ruislip station offers good access to central London from the north of the Borough (via the Underground Central Line and Chiltern Railway to Marylebone). This station serves a substantial and expanding residential catchment and also acts as a railhead/park and ride facility to cyclists and car users. West Ruislip station needs to be enhanced to maximise its potential, particularly to facilitate more feeder trips by public transport, walking and cycling. The option of a new station close to the current location will be investigated to offer direct access to the Central, Metropolitan and Piccadilly Underground lines and the Chiltern Railway.

### Policy T2: Public Transport Interchanges

The Council will facilitate improved public transport interchanges at Uxbridge, Hayes, West Drayton, Heathrow Airport, West Ruislip and other locations as appropriate in the future. These interchanges will accommodate measures to encourage subsequent shorter journeys to be completed on foot or by cycle.

### Implementation of Policy T2: how we will achieve this

Policy T2 will be delivered through the Local Implementation Plan (LIP) and partnership working with TfL, transport providers and other partners. Land will be safeguarded through the Site Allocations DPD. Developer contributions will be required where appropriate.

### Monitoring of Policy T2: how we will measure success

Policy T2 will be monitored through regular travel and congestion surveys of road users, public transport users, pedestrians and cyclists, and through analysis of third party reports.

### North-south sustainable transport links

**9.25** Whilst there are strong east-west public transport links to and from the borough, north-south journeys are usually slow and often indirect. Road traffic pressures across the A40 create a major barrier severing the north from the south. There is a need for better orbital bus and rail routes to supplement the radial corridors and to create a more effective total network across the whole Borough. There is insufficient bus capacity in parts of the Borough, with passengers having to stand up on buses or not able to board at all, especially

at peak times. Equally important is the need to achieve reliable and reasonably frequent services as the norm. Greater integration of transport modes through improved interchanges at key locations in the borough would also benefit the network.

**9.26** Poor accessibility impacts heavily on the capacity of the borough to deliver jobs<sup>(69)</sup>. Better north-south links will help connect local people with jobs in the borough, for example connecting Stockley Park to Hayes and West Drayton will make it a more accessible and sustainable office location. Routes for improved north-south public transport links are shown on the key diagram (Map 4.1).

**9.27** ~~The Government's paper on High Speed Rail (see chapter 3) sets out the draft proposed London-Birmingham route which would run through Ruislip, with connections to Heathrow via a Crossrail interchange at Old Oak Common station. The draft proposed scheme is outside the time frame of this Core Strategy, although clearly there will be implications for Hillingdon in the future.~~ The proposed preferred London-Birmingham route for HS2 would run from London Euston via Old Oak Common (near Wormwood Scrubs prison) then via Ruislip, through the Chilterns to Birmingham. A connection to Heathrow is proposed to be provided by an interchange with Crossrail at a new Old Oak Common station. The proposal is to start pre-construction works in 2015 and begin construction in 2017. Given the uncertainty about HS2, particularly in terms of the preferred route and timescales for implementation, the implications of the proposal have not been fully considered in the Core Strategy at this stage.

### Policy T3: North-South Sustainable Transport Links

The Council will improve north-south public transport links in the borough and link residential areas directly with employment areas and transport interchanges.

#### Implementation of Policy T3: how we will achieve this

Policy T3 will be delivered through the Local Implementation Plan and partnership working with TfL, transport providers and other partners, making effective use of the most up to date intelligent transport systems to promote increasingly sustainable travel, and implementation of Policies T1, and T4.

#### Monitoring of Policy T3: how we will measure success

Policy T3 will be monitored through regular travel and congestion surveys of road users, public transport users, pedestrians and cyclists.

69 GLA Economy Working Paper 39: Borough employment projections to 2031 (Greater London Authority, November 2009)

## Heathrow Airport

### Strategic Objectives

- SO18: Improve access to local services and facilities, including health, education, employment and training, local shopping, community, cultural, sport and leisure facilities, especially for those without a car and for those in more remote parts of the borough through well planned routes and integrated public transport.
- SO21: Improve public transport services between the north and the south of the borough to ensure easier access between residential areas such as Northwood and South Ruislip, Hillingdon Hospital, Brunel University, Stockley Park and Heathrow Airport.
- SO24: Optimise the potential employment and educational benefits of Heathrow airport for local residents.

Related Policy: T4

**9.28** Table 3.1 in Chapter 3 identifies four main challenges relating to Heathrow:

- Delivery of planned public transport improvements at Heathrow, Hayes, West Drayton Uxbridge and West Ruislip.
- Pressures on the road and public transport network from the high volume of vehicles associated with Heathrow Airport
- Poor and unsustainable access to and from local destinations, including shopping centres, employment and leisure concentrations/areas
- High dependency on private vehicles and low proportion of trips made by cycling, walking and public transport.

**9.29** Heathrow is the largest and busiest airport in the United Kingdom and has a significant impact on the London Borough of Hillingdon, particularly as the largest single generator of traffic in the UK<sup>(70)</sup>. There are currently over 76,500 people directly employed at the airport and just under 9,000 of these are Hillingdon residents<sup>(71)</sup>. The airport also has a significant impact on travel patterns in the borough. A high proportion of Heathrow employees travel to the airport by car (61.4% lone, 6.9% car share), including nearly 50% of Hillingdon residents<sup>(72)</sup>. Parking at the airport has been regulated and bus services have been extensively improved in recent years. A network of cycle routes has been created on the airport and there is an ongoing effort to raise awareness of travel options. Single occupancy car use has reduced by 10 percentage points since 2004<sup>(73)</sup>. The target will be revisited as the next

70 The Heathrow Airtrack Order, Heathrow Airtrack Environmental Statement, Volume 6: Transport Assessment (Heathrow Airport Ltd and Temple Group Ltd, June 2009)

71 Heathrow Employment Survey 2008/09: summary report (Heathrow Airport Limited, March 2010)

72 Heathrow Employment Survey 2008/09: summary report (Heathrow Airport Limited, March 2010)

73 Heathrow Employment Survey 2008/09: summary report (Heathrow Airport Limited, March 2010)

Surface Access Strategy for Heathrow is developed and will undoubtedly strive for a further improvement on these figures.<sup>e</sup> However, this still means a very high number of trips being taken by car which impact on air quality and the capacity of road networks, particularly in the Air Quality Management Area (see Map 8.4 and Policy EM8). Activities related to the operation of Heathrow, and associated businesses such as logistics and distribution, also impact on the capacity of road networks.

**9.30** Heathrow is a major public transport interchange, and includes air, rail, underground, coach, bus, cycle and road links to London and the UK. The airport and transport interchange will play an essential part in delivering the 2012 Olympic and Paralympic Games as both an international gateway to London and by enabling participants and spectators to continue their journey to the Games. This Core Strategy will increase the number of journeys to the airport by public transport, for both employees and passengers.

**9.31** Heathrow Airport makes an important contribution to the economy in Hillingdon (see Chapter 5 and Policy E3). The Heathrow Opportunity Area (see Key Diagram and Map 5.1) is one of the key areas for employment growth in this Core Strategy and the Council will support access to 9,000 new jobs and 620 new homes per annum in the Heathrow Opportunity Area during the plan period. The infrastructure required to support this level of growth is identified in the schedule contained in Appendix 2 of this document. Where appropriate, Hillingdon will work and consult with adjoining authorities on improved cross boundary sustainable transport links.<sup>f</sup>

#### **Policy T4: Heathrow Airport**

This Core Strategy will support the ~~function~~ sustainable operation of Heathrow and growth in the Heathrow Opportunity Area by facilitating improvements to public transport and cycle links, enhancing the public transport interchange to provide the opportunity for a modal shift from the use of private cars and from short haul air to sustainable transport modes and providing transport infrastructure to accommodate economic and housing growth whilst improving environmental conditions, for example noise and local air quality for local communities.

#### **Implementation of Policy T4: how we will achieve this**

Policy T4 will be delivered through the Local Implementation Plan, partnership working with TfL, transport providers and other partners, including the Heathrow Transport Forum. The Council will continue to work with BAA who have identified a significant on-going capital programme to ensure the operational capacity of the airport.

The Council will require developers within the Heathrow Opportunity Area to develop a sustainable transport solution that includes public transportation, walking, cycling and as well the use of electric vehicles, low emission vehicles and car clubs.

**Monitoring of Policy T4: how we will measure success**

Policy T4 will be monitored through regular travel and congestion surveys of road users, public transport users, pedestrians and cyclists.

**Community Infrastructure****Strategic Objectives**

SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.

SO8: Promote healthier and more active lifestyles through the provision of access to a range of sport, recreation, health and leisure facilities.

Related policies: CI1, CI2 and CI3.

**Hillingdon's Strategic Infrastructure Plan**

**9.32** Hillingdon's infrastructure planning process has been undertaken through the production of a Strategic Infrastructure Plan (SIP). This document is currently being prepared in support of the Core Strategy to identify:

- Existing provision of physical, social and green infrastructure in the borough;
- Current shortfalls in infrastructure provision based on current standards of provision; and
- Additional infrastructure required to accommodate future population growth and deliver the policies and proposals contained in the Core Strategy.

**9.33** The following aspects of infrastructure provision will be addressed in the SIP: :

- **Transport and Connectivity:** Roads, public transport provision, walking, air
- **Energy, Utilities and Waste:** Electricity, gas, water, waste
- **Health:** Primary and acute care
- **Education and Learning:** Primary, secondary, further, higher
- **Recreation:** Provision of green spaces [and water resources](#)<sup>9</sup>
- **Other Community Infrastructure:** such as emergency services and affordable housing provision

**9.34** The SIP has been produced to meet the requirements of PPS 12 and is in accordance with the guidance prepared by the Planning Advisory Service (PAS). As far as possible, the document identifies the needs, costs and timescales for delivery; funding sources and

responsibilities for infrastructure development. It also identifies the extent to which infrastructure plans are realistic and where possible identifies a contingency where proposals are uncertain.

**9.35** The production of the SIP has highlighted the high level of uncertainty associated with the infrastructure planning process. Infrastructure providers work to different timescales and many have not identified considered long term plans up to 2026. Many providers have not identified the cost of provision or an appropriate contingency should proposals not go ahead.

**9.36** The SIP recognises the above challenges and will be refined over the period of the Core Strategy as more information on the infrastructure planning process becomes available.

### **Social and Community Infrastructure Provision**

**9.37** The quantity, quality and accessibility of social infrastructure such as libraries, health facilities, community and faith centres, cultural facilities, emergency services and educational services, make a direct contribution to the quality of life in Hillingdon.

### Policy CI1: Community Infrastructure Provision

The Council will ensure that community and social infrastructure is provided in Hillingdon to cater for the needs of the existing community and future populations by:

- 1) Resisting of the loss of community facilities, and where the loss of these facilities is justified it will seek to ensure that resulting development compensates these uses to ensure no net loss;
- 2) Supporting the retention and enhancement of existing community facilities;
- 3) Supporting extensions to existing schools and the development of new schools and youth facilities<sup>h</sup>;
- 4) Encouraging the development of multi-purpose facilities that can provide a range of services and facilities to the community at one accessible location;
- 5) Promoting innovation in service provision and recognising that there are a range of modes appropriate for providing for all sections of the community;
- 6) Requiring development to contribute towards the provision of community facilities to meet the needs of new communities and mitigate impacts on existing communities;
- 7) Locating libraries, health facilities, police facilities, leisure facilities and community centres in town centres or other accessible locations to maximise community access, sustainable transport and build a sense of local community identity;<sup>i</sup>
- 8) Ensuring new facilities demonstrate how they will tackle climate change, in line with Policy EM1; and
- 9) Providing facilities and services that are accessible and inclusive to all potential users regardless of age, ability, gender or socio-economic status.

**9.38** Social infrastructure is essential in providing people with better life opportunities and creating a sustainable community. Hillingdon has benefited from significant capital spend on social infrastructure provision. New library, sport and leisure facilities are currently being delivered and further improvements are expected to come on stream over the period of the Core Strategy.

**9.39** Chapter 3 of this Core Strategy notes the contrasts that exist in Hillingdon. Improved access to social infrastructure will form a key part of the Council's Strategy to address deprivation, particularly in and around areas of identified need. Further work will be undertaken to clearly identify the extent deficiencies and the measures to address this issue.

**9.40** Further social infrastructure provision will be required to meet the needs of Hillingdon's growing population and also to accommodate additional housing growth. The Council's SIP highlights that recent above average birth rates have put particular pressure on school provision. Ensuring that sufficient primary places are available will be a key strategy for the Council going forward to 2026.



**9.41** ~~Wherever possible,~~ It is essential that<sup>j</sup> the capacity of social infrastructure should be increased to reflect the inevitable increase in demand as new people move into the borough. In the case of expansion of existing facilities required to meet the needs of additional housing, this will be negotiated through planning obligations, where appropriate. The provision of social infrastructure will need to reflect the changing needs of the population over the period of the Core Strategy. Policies in subsequent DPDs will need to make provision for the facilities required by an ageing population.<sup>k</sup>

**9.42** It will be important to safeguard sites for future education, health and community service needs and also to protect existing sites and premises. Furthermore, community facilities and services should be located so they have maximum accessibility for potential users. Some may be best located in a town centre or key local centre. The Council recognises key services will have an important role to play in protecting the vitality and viability of town and local centres over the period of the Core Strategy.

**9.43** Birth rates in Hillingdon have risen for several consecutive years with record highs in 2006, 2007 and 2008. Births in 2008 were exceptionally high at 4,126 children and demographic projections indicate a prolonged period of births at or around this level. Hillingdon's primary and secondary school provision will need to react to changing demographics and<sup>l</sup> this Core Strategy supports proposals to address the needs arising from an increase in the school age population. In the short term the most pressing of which need is to provide an estimated 18 new forms of entry in Hillingdon's primary school. The Council recognises that the capacity of existing school sites is becoming increasingly limited and that these exceptional circumstances may necessitate the release of greenfield sites through the production of the Site Allocations DPD.

In addition to primary and secondary provision, Hillingdon contains highly respected places of further and higher education. Policies will be developed in subsequent DPDs to ensure that a high standard of teaching can continue to be provided in these establishments over the period of the Core Strategy.<sup>l</sup>

**9.44** ~~Secondary school provision in Hillingdon has been reviewed through the Council's Building Schools for the 21st Century (BSF21) capital programme. BSF21 is part of the National Building Schools for the Future programme, the single biggest national programme for improving school buildings for more than 50 years. BSF21 funding will initially be focused on secondary schools in the south of the borough where needs are greatest. The Core Strategy supports proposals that come forward through this programme.~~<sup>mno</sup><sup>pq</sup>

#### **Implementation of Policy CI1: how we will achieve this**

Provide school places to accommodate an additional 400 children by 2012, through the expansion of existing schools and the development of new schools.

The development of integrated health centres in areas to be agreed in areas to be agreed with the Primary Care Trust.

Delivery of appropriate social infrastructure through the consideration of planning applications for new housing development.

Monitoring of Policy CI1: how we will measure success

- Addressing the issues identified in Hillingdon's Joint Strategic Needs Assessment
- Implementation of Hillingdon's Building Schools for the 21st Century programme
- Completion of the refurbishment of libraries

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### **Leisure, Recreation and Culture**

**9.45** The focus on delivering a sporting and cultural legacy is significant. In order to deliver real legacy for residents in Hillingdon, the focus is on expanding much of the creative and dynamic work that is already beginning to happen within local communities around sports, arts and culture as well as maximising opportunities to create new and innovative events, activities and projects.

**9.46** Sport and cultural activities can also make a real and lasting contribution towards developing civic pride within local communities and a sense of being part of and proud of their local environment. The importance of these issues is reflected in priority two of the Council's Sustainable Community Strategy: A borough where communities are strong and cohesive, and local people have a real opportunity to take an active part in local life, leisure and culture.

## Policy CI2: Leisure and Recreation

The Council will, in partnership with other bodies, seek to secure good quality, well maintained leisure and recreation facilities to address identified deficiencies and meet the needs of local communities, particularly deprived groups, by:

- Safeguarding the existing viable leisure and recreational facilities and supporting proposals for new and improved facilities;
- Seeking to improve the geographical spread of leisure and recreational facilities across the borough by:
  - Promoting 'community sport hubs'
  - Improving and upgrading facilities to both modernise and maximise their capacity to meet current leisure trends and demands including refurbishment of Highgrove Pool, extension of facilities at Minet cycle track and Hillingdon Sports & Leisure Complex.
  - Increased and improved facilities for specialist sports facilities to accommodate year round provision and standard of competition where local need can be identified. Such potential opportunities currently include indoor tennis courts, velodrome facilities and indoor bowls.
  - Encouraging cultural and sporting facilities for schools and other institutions which can be shared with the community through new facilities provided from the Building Schools for the 21st Century programme, existing providers (at Brunel University and Uxbridge College) and sports club facilities (such as Eastcote Hockey Club).
  - Opening up formal pay and play community access to school facilities.
- Increasing the provision of indoor facilities to address the needs of older people;
- Ensuring that development proposals will not result in the loss of existing leisure and recreational facilities unless satisfactory alternative provision is made or it can be demonstrated that the asset is no longer needed;
- Encouraging shared use of private leisure and recreational facilities;
- Capitalising on opportunities to supply new sporting and associated facilities in the Borough to support the legacy of the 2012 Olympics; and
- Seeking developer contributions towards improvements to the quality and quantity of leisure and recreational facilities.

**9.47** Sport and physical activity are a means to achieve outcomes across a number of crosscutting themes, both in terms of promoting healthy, active lifestyles, promoting community participation and improving general health and well-being. This work can also contribute to providing sustainable communities, reducing levels of obesity and providing positive activities for young people that can in turn aid community safety work by providing diversionary activities.

**9.48** Sport and physical activity gives people opportunities to learn skills, to express their identities, and to share experiences. It gives them a sense of community and a stake in the places where they live, contributing to a feeling of Civic Pride.

**9.49** 'Active Hillingdon'- A Sport and Physical Activity Strategy, 2007-2012 (revised July 2009) reinforces the Council's commitment to becoming a more active, healthy successful sporting borough. This includes enhancing the borough's cultural offer (including sport and

leisure) as well as making further improvements to sports provision, increasing the participation of residents in active recreation and using the 2012 Olympics as a springboard to encourage the uptake of healthy lifestyles.

### Securing the legacy of 2012

**9.50** Although the regeneration legacy of the London 2012 Olympic and Paralympic Games will focus on east London, the benefit of the Games themselves should be felt throughout the capital.

**9.51** Hillingdon intends to use the Games to inspire young people, residents and businesses, using this as a vehicle to encourage volunteering and community engagement. A part of this will be to ensure the borough continues to have good access to sports and recreational facilities. The Games also offers the opportunity to raise the profile of Hillingdon as a place to stay within London and to stimulate local tourism.

### Assets

**9.52** The Borough has a wide range of leisure and recreational facilities and hosts a variety of different events across the Borough each year. These include 6 swimming pools (including the open air-pool at Hillingdon Sports & Leisure complex), 3 sports centres, an athletics stadium and a separate stand alone fitness centre. The new flagship leisure centres in Uxbridge and Hayes. Hillingdon Sports and Leisure Complex in Uxbridge includes not only the refurbished lido but also the first new 50m, 8 lane pool in London for over 40 years. Botwell Green Sports & Leisure Centre provides new and extended facilities including a dedicated gymnastics facility to replace ageing and inefficient buildings in the Hayes area.

#### Implementation of Policy CI2: How we will achieve this

- Through the criteria contained in policy CR2
- Development of new sport and leisure facilities outlined in the SIP
- The promotion of 'community sport hubs' across the borough.

**Monitoring of Policy CI2: how we will measure success**

Provision and protection of leisure and recreational facilities will be considered in determining planning applications. Individual allocations of land relating to leisure and recreation will be set out in the Site Allocations document.

The performance measure by which the Council will be judged is through the new National Indicator 8. This measures the percentage of adults (16+) taking part in 30 minutes of moderate sport and physical activity on at least 3 occasions per week. Data will come from the Active People survey that Sport England will continue to co-ordinate. Local Authorities will be expected to co-ordinate efforts to meet a 1% annual increase in participation. Active People will also measure volunteering and satisfaction with local sports and leisure provision.

In addition, national indicator 157 measures the increase in participation in sport of all young people (5-19 year olds).

Reporting on progress in implementing the 'Active Hillingdon' Strategy will provide information which will be included in the Annual Monitoring Report, when available.

**Culture**

**9.53** Hillingdon is relatively well served by cultural facilities such as libraries. Some existing facilities need to be upgraded to provide shared facilities to reflect the varying cultural interests of different communities. Where there is a recognised need for new facilities, these will be encouraged.

**Policy CI3: Culture**

To ensure that cultural uses help improve the quality of life of residents and visitors, a strong and well-developed cultural provision will be established by:

- Safeguarding the quality of existing viable cultural facilities and supporting proposals for new and improved cultural facilities;<sup>s</sup>
- Identifying the need for new culture and arts facilities in the north of the borough and in the identified Opportunity Areas of Yiewsley/ West Drayton;
- Promoting Uxbridge Town Centre, Compass Theatre (Ickenham), Manor Farm (Ruislip) and Beck Theatre (Hayes) as key cultural centres for the arts serving Hillingdon and the wider sub-region;
- Ensuring smaller facilities are accessible by walking and cycling;
- In locations where new development needs access to cultural facilities, developer contributions will be sought to provide for new and expanded services.

**9.54** All libraries are being upgraded as part of the 'Libraries Refurbishment Plan'. Libraries at Ickenham, Yiewsley, Charville, Northwood, Manor Farm, Harefield and West Drayton have been completely refurbished and a brand new library at Ruislip Manor has been built. Policy CI 1 notes that further refurbishment projects will come forward over the period of the Core Strategy. The aim is to transform the borough's local libraries as local 'community hubs' that

are accessible to all members of the community offering a range of facilities from reading materials, free access to electronic information and increasing opportunities for informal learning that can lead to qualifications and employment.

**9.55** Data from the 'Culture Map London' indicates that the highest numbers of visitors to arts facilities live in the north-east of the borough which is not well served by cultural facilities. In addition, new cultural facilities will need to be provided in the proposed Heathrow Opportunity Area particularly Yiewsley/ West Drayton. Uxbridge Town Centre has been identified as a night-time economy cluster of sub-regional importance in the London Plan (2008). The development of a 'cultural quarter' within the RAF Uxbridge site would mean that Uxbridge has the potential to become a cultural 'hub' with national quality facilities.

**9.56** Limited access to cultural opportunities is one of the key barriers to broadening cultural experience and enhancing people's quality of life. Understanding the needs of Hillingdon's existing and future communities will assist in removing some of these barriers and increase participation levels.

**9.57** Protection and enhancement of existing facilities will remain a key aspect of future strategy and opportunities to maximise the historic environment as a cultural resource will be identified wherever possible.<sup>†</sup> More emphasis will be placed upon their improved and more flexible use to meet the needs of local communities, particularly the needs of young and older people. Opportunities will be created through new development, particularly in towns, to improve the range of facilities on offer.

#### **Implementation of Policy CI3: How we will achieve this**

The Council will support the implementation of Council's strategies which help to identify current and future needs for culture and arts facilities in the Borough, including:

- Culture Strategy (to be implemented in 2010);
- Library Improvement Plan (2002-06).

As this work progresses, the outcomes will continue to be fed into the Local Development Framework, via the Development Management Document and Supplementary Planning Documents.

**Monitoring of Policy CI3: how we will measure success**

Provision and protection of leisure and recreational facilities will be considered in determining planning applications. Individual allocations of land relating to leisure and recreation will be set out in the Site Allocations document.

The Annual Monitoring Report will review the progress of Policy CI3 against the objectives of the Council's Cultural Strategy, which incorporates the main provisions of National Indicator 11<sup>u</sup>

~~The Annual Monitoring Report will review progress on the implementation of the Culture Strategy and Policy CI3 and an increase in the engagement in the arts.~~



## End Notes

- a. Greater London Authority (107/40)
- b. Thames Water Utilities Ltd (31/6)
- c. BAA Heathrow on behalf of Heathrow Airport Ltd (75/11, 75/47)
- d. British Waterways Planning (115/27)
- e. BAA on behalf of Heathrow Airport Ltd (075/49)
- f. Surrey County Council (063/2)
- g. British Waterways Planning (115/74)
- h. Hayes Town Partnership (057/11)
- i. Metropolitan Police Authority (083/05)
- j. Ruislip Residents Association (050/26)
- k. Metropolis PD on behalf of Mr Denis Oates (045/1), Ruislip Residents Association (050/25), Northwood Residents Association (053/2)
- l. GVA Grimley on behalf of Brunel University (041/2)
- m. Northwood Hills Residents Association (030/9)
- n. Individual (033/05)
- o. Northwood Residents Association (053/13)
- p. Hayes Town Partnership (057/11)
- q. Individual (021/4)
- r. Theatres Trust 040/3
- s. Hillingdon Arts Association (009/4)
- t. English Heritage (116/17)
- u. Hillingdon Arts Association (009/1)

## Appendix 1 Evidence Base

### Studies

A requirement of the LDF process is that the policies are based on a robust evidence base. As the LDF is required to last a minimum of 15 years, the evidence base is subject to a continual revision process with regular updates.

### Sustainability Appraisal

All development plan documents must contribute to the delivery of sustainable development. Sustainability Appraisals are required to assess each policy in the Local Development Framework on the environment and on social and economic considerations. The SA considers the full range of policy strategies that have been considered as realistic alternatives and their likely effects, and sets out the reasoned justification for the preferred option in favour of the rejected alternatives. The Sustainability Appraisal Report for this document is available separately and can be viewed on the Council's website.

### Appropriate Assessment

The Appropriate Assessment report is an assessment of the potential effects of the plan on European Sites (Special Areas of Conservation). Only plans which will not adversely affect the integrity of such sites can be approved. The Appropriate Assessment Report is available as a background document to the LDF evidence base and can be viewed on the Council's website.

### Other Information Sources

Among the key information studies used in the production of the Hillingdon LDF is the Census carried out by the Office of National Statistics every 10 years with regular projection updates, the Annual Business Inquiry, also carried out by the ONS, and the Valuation Office Agency reports. The GLA produce a range of reports and information on such topics as Retail Expenditure/Needs, Employment Land Floorspace, and tourism, whilst the LDA consider among other considerations business and employment trends. The Council also use the London Development Database record of planning permissions and the National Land Use Database.

### Annual Monitoring Report

Local Planning Authorities are required to produce an Annual Monitoring Report (AMR) containing information on the implementation of the Local Development Scheme and the extent to which the policies contained in the Development Plan Documents are being implemented. The AMR contains key indicators which are used to assess the progress of the plan's objectives.

### Surveys

Surveys are a key part of assessing the implementation of local policies and to provide a picture of how the Borough is changing. As part of the Annual Town Centre Health Checks, all the retail and employment uses are surveyed. Similarly all designated employment areas are recorded, as are hotel developments and housing development. These surveys are

normally carried out during the summer. There are also other studies undertaken by other Council departments and Local Strategic Partners which further help to add clarity to the Hillingdon picture, such as the Joint Area Need Assessment carried out jointly by the Council and Hillingdon Primary Care Trust and Air Quality and Noise Data collected by the Council's Environment Protection Unit.

### **Additional evidence base**

In developing Hillingdon's Core Strategy, the following sources of evidence have been used. These include work undertaken by the Council, studies undertaken by consultants on behalf of the Council, GLA research published as part of the London Plan evidence base and demographic data and Government/ Census information.

### **Evidence Base**

#### **London Borough of Hillingdon LDF Background Technical Reports:**

- Annual Town Centre Health Checks
- Development Plan Annual Monitoring Report 2008/2009 (December 2009)
- Eastcote Park Estate Conservation Appraisal (2007)
- Eastcote Park Estate Conservation Area Management Plan (2008)
- Employment Land Study (July 2009)
- Evidence Base for Joint West London Waste Plan (Mouchel, September 2008);
- The Glen, Northwood Conservation Appraisal (2008)
- The Glen, Northwood Conservation Area Management Plan (2008)
- Green Belt Land Review (LBH, 2006)
- Habitats Regulation Assessment of the Core Planning Strategy (LBH with Scott Wilson 2007)
- Harmondsworth Conservation Appraisal (2007)
- Housing Needs Survey (2005)
- Local Parades (September 2006)
- Longford Conservation Appraisal (2007)
- Minerals Background Paper (Jacobs Babbie 2008)
- Open Space Assessment (LBH, Community First Partnership 2010)
- PPS25 Sequential Test based on joint Strategic Flood Risk Assessment (LBH, November 2008)
- Ruislip Village Conservation Appraisal (2010)
- SA Report on 'Joint West London Waste Plan: Issues and Options' (LB Hillingdon in partnership with LB Brent, LB Ealing, LB Harrow, LB Hounslow, LB Richmond upon Thames)
- Strategic Flood Risk Assessment Level 1 (LBH/Scott Wilson 2008)
- Tourism Study (January 2007)
- Town Centres and Retail Study 2006 (January 2007)
- West London Waste Plan DPD

#### **London Borough of Hillingdon Planning Policy and Guidance**

- Affordable Housing SPD (adopted May 2006)
- Air Quality SPG (adopted May 2002)

- Biodiversity Action Plan (due to be published 2010)
- Botwell Green Planning Brief (adopted April 2002)
- Community Safety By Design (adopted July 2004)
- Former NATS site, Porters Way, West Drayton SPD (September 2009)
- Hillingdon Design and Accessibility Statement: Accessible Hillingdon (2009)
- Hillingdon Design and Accessibility Statement: Public Realm Draft (April 2006)
- Hillingdon Design and Accessibility Statement: Residential Extensions (adopted 2006, updated December 2008)
- Hillingdon Design and Accessibility Statement: Residential Layouts (adopted 2006, to be updated 2010)
- Hillingdon Design and Accessibility Statement: Shopfronts (adopted 2006)
- Hillingdon Design and Accessibility Statement: Transport Interchanges (adopted 2006)
- Hillingdon House Farm Planning Brief (adopted May 2003)
- Houses in Multiple Occupation and Other Non-self Contained Housing SPG (adopted August 2004)
- Live/ Work SPD (adopted May 2006)
- Local Development Framework Core Strategy 'Preferred Options' DPD 2005
- Local Development Framework Core Strategy Revised core strategy preferred options (March 2007)
- Noise SPD (adopted May 2006)
- Planning Obligations SPD (adopted July 2008, to be updated 2010)
- Porters Way Planning Brief SPD (adopted December 2005)
- RAF Uxbridge Supplementary Planning Document (January 2009)
- Unitary Development (adopted 1998) Saved Policies (27th September 2007)

### London Borough of Hillingdon Strategies

- A Prosperous Borough: Hillingdon's strategy for a sustainable economy 2005-2015 (June 2005)
- Active Hillingdon - A Sport and Physical Activity Strategy, 2007-2012 (revised July 2009)
- Air Quality Action Plan 2004-2010
- Children's and Families Trust Plan 2008-11
- Climate Change Strategy 2008 -2011
- Community Cohesion Framework 2007-2010
- Culture Strategy (to be implemented in 2010)
- Green Spaces Strategy 2002
- Hillingdon's Children and Families Trust – Needs Assessment (Emerging 2010)
- Hillingdon's Disabled People's Plan 2009 – 2012
- Housing Market Assessment 2009 (Emerging)
- Joint Allotments Strategy 2003-8
- Joint Municipal Waste Management Strategy 2005-2020
- Joint Draft Strategic Needs Assessment 2008-2013
- LB Hillingdon Housing Strategy 2007-2010
- Library Improvement Plan (2002-06)
- Local Implementation Plan 2006-2011 (March 2006)
- Plan for Older People 2008-2011
- Safer Hillingdon Partnership Plan 2008-11 (2009/10 edition)

- Strategic Infrastructure Plan (Emerging)
- Strategy for Sports and Physical Activity 2007-2012
- Supporting People Priorities 2008-2010
- Supporting People Strategy 2005-2010
- Sustainable Community Strategy 2008-2018 (Hillingdon Partners, 2008)
- The Council Plan 'Fast Forward to 2010'

### Regional

- 2009 London Town Centre Health Check Analysis Report (Greater London Authority, December 2009)
- Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (Greater London Authority, March 2009)
- Cultural Metropolis: The Mayor's Priorities for Culture 2009-12 (Greater London Authority, November 2008)
- Economic Development Strategy: Sustaining Success: Developing London's Economy (London Development Agency, 2005)
- Draft Mayor's Transport Strategy (Greater London Authority, October 2009)
- Draft Regional Flood Risk Appraisal (Greater London Authority, 2007);
- Evidence Base: Climate Change in the FALP (Greater London Authority, 2007)
- GLA Economics Working Paper 38: Employment projections for London by sector and trend-based projections by borough (Greater London Authority, November 2009)
- GLA Economics Working Paper 39: Borough employment projections to 2031 (Greater London Authority, November 2009)
- Industrial Capacity: London Plan (Consolidated with Alterations since 2004) Supplementary Planning Guidance (Greater London Authority, March 2008)
- Local Area Tourism Impact Model: Hillingdon borough report (London Development Agency, July 2009)
- London Carbon Scenarios to 2026 (Greater London Authority, 2006)
- London Office Policy Review 2009 (Greater London Authority, November 2009)
- The London Plan Consolidated with Alterations since 2004 (Greater London Authority, February 2008)
- The London Plan: Interim Housing Supplementary Planning Guidance (Greater London Authority, April 2009)
- The London Plan Spatial Development Strategy for Greater London Consultation draft replacement plan (Greater London Authority, October 2009)
- The London Plan Sub-Regional Development Framework West London (Greater London Authority, May 2006)
- The London Plan Supplementary Planning Guidance: Housing (Greater London Authority, November 2005)
- London Plan Supplementary Planning Guidance: Providing for Children and Young People's Play and Informal Recreation (2007)
- London Plan Supplementary Planning Guidance: Sustainable Design and Construction; Greater London Authority (May 2006)
- The London Strategic Housing Land Availability Assessment and Housing Capacity Study (SHLAA/HCS) (2009)
- London Waste Apportionment Study (Greater London Authority, 2006);
- Mayor's Air Quality Strategy 'Cleaning London's Air' (Greater London Authority, 2002);

- Mayor's Ambient Noise Strategy (Greater London Authority, March 2007);
- Mayor's Biodiversity Strategy: Connecting with London's Nature (Greater London Authority, 2002);
- Mayor's Climate Change Action Plan (February 2007);
- Mayor's Draft Municipal Waste Management Strategy London's Wasted Resource (Greater London Authority, January 2010);
- Mayor's Energy Strategy: Green Light to Clean Power (Greater London Authority, 2004);
- Mayor's Transport Strategy (Greater London Authority, 2001)
- Rising to the challenge: The Mayor's Economic Development Strategy for Greater London Public Consultation Draft (Greater London Authority, October 2009)
- Tomorrow's Suburbs: Tools for Making London's Suburbs More Sustainable (June 2006) (URBED, 2006)
- West London: Developing a Sub-regional Transport Plan: Interim report on challenges and opportunities (Greater London Authority, February 2010)

### National

- Air Quality Strategy for England: Working Together for Clean Air (DEFRA, 2007)
- [Be Active, Be Healthy: A plan for getting the nation moving \(Department of Health in partnership with other Government Departments, 2009\)<sup>a</sup>](#)
- Biodiversity: UK Action Plan (DEFRA 1994)
- Building a Greener Future: Towards Zero Carbon Development (CLG, 2006)
- [Building in Context \(English Heritage/CABE, 2001\)<sup>b</sup>](#)
- By Design: Urban Design in the Planning System - Towards Better Practice - (May 2000)
- Climate Change Bill (2008)
- Code for Sustainable Homes: Setting the Standard in Sustainability for New Homes (CLG, Feb 2008)
- Draft Planning Policy Statement: Planning for a Natural and Healthy Environment (Department for Communities and Local Government, March 2010)
- Energy White Paper 2003: Our Energy Future: creating a low carbon economy (DEFRA, 2003)
- Environmental Noise (England) Regulations 2006
- Environmental Quality in Spatial Planning: An Environmental Vision (jointly prepared by Countryside Agency, English Heritage, English Nature and the EA, 2005)
- The Future of Air Transport: Cm 6046 (Department of Transport, December 2003)
- Good Practice Guide on Planning for Tourism (Department for Communities and Local Government, May 2006)
- [Government's Statement on the Historic Environment in England \(2010\) \(Department for Culture, Media and Sport, March 2010\) English Heritage \(116/25\)](#)
- Homes for the future: more affordable, more sustainable. Green Paper Cm 7191 (TSO, July 2007)
- Household Waste Recycling Act 2003
- Indicative Flood Plain Map (Environment Agency, 2009)
- Landfill (England and Wales) Regulations 2002
- Looking after our town centres (Department for Communities and Local Government, April 2009)
- Minerals Policy Statement 1: Planning and Minerals (2006)

- Minerals Policy Statement 2: Controlling and mitigating the environmental effects of mineral extraction in England (2006)
- National Waste Strategy 2007
- The Planning Act 2008 Chapter 29 (OPSI, November 2008)
- The Planning and Compulsory Purchase Act Chapter 5 (OPSI, May 2004)
- Planning for a Sustainable Future. White Paper Cm 7120 (TSO, May 2007)
- Planning for Town Centres: Guidance on Design and Implementation tools (ODPM, March 2005)
- Planning Policy Statement 1: Delivering Sustainable Development (ODPM, January 2005)
- Planning Policy Statement 1: Planning and Climate Change – Supplement to Planning Policy Statement 1 (Department for Communities and Local Government, December 2007)
- Planning Policy Guidance 2: Green Belts (DOE, January 1995, amended March 2001)
- Planning Policy Statement 3: Housing ((Department for Communities and Local Government, November 2006)
- Planning Policy Statement 4: Planning for Sustainable Economic Growth (Department for Communities and Local Government, December 2009)
- Planning for Town Centres: Practice guidance on need, impact and the sequential approach (Department for Communities and Local Government, December 2009)
- PPS4 Impact Assessment (Department for Communities and Local Government, December 2009)
- Planning Policy Statement 5: Planning for the Historic Environment (Department for Communities and Local Government, March 2010)
- PPS5: Planning for the Historic Environment: Historic Environment Planning Practice Guide (Department for Communities and Local Government, March 2010)
- Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, August 2004)
- Planning Policy Guidance 8: Telecommunications (ODPM, August 2001)
- Planning Policy Statement 9: Biodiversity and Geological Conservation (ODPM, August 2005)
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- Planning Policy Statement 10: Planning for Sustainable Waste Management (ODPM, July 2005)
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- Thames Catchment Flood Management Plan: Thames Region (Environment Agency, July 2008)
- Thames Water Draft Business Plan (August 2008)
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- The Town and Country Planning (Local Development) (England) Regulations 2004 (Statutory Instrument 2204)
- The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 (Statutory Instrument 1371)
- The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009 (Statutory Instrument 401)
- UK Climate Change Programme (DEFRA)
- [Understanding Place: An Introduction \(English Heritage, 2010\)<sup>c</sup>](#)
- Waste and Emissions and Trading Act 2003
- The Waste Management (England and Wales) Regulations 2006
- White Paper: Planning for a Sustainable Future (DEFRA, 2007)
- White Paper: A Future for Transport: A network for 2030 (July 2004)
- 

### International

- Directive on Ambient Air Quality and Management (1996/62/EC)
- Directive on the Assessment and Management of Environmental Noise (2002/49/EC)
- Directive on the Conservation of Natural Habitats of Wild Fauna and Flora (92/43/EEC)
- Directive on the Conservation of Wild Birds (79/409/EEC)
- Directive on Hazardous Substances in Electrical and Electronic Equipment (2002/95/EC)
- Directive on Packaging and Packaging Waste (1994/62/EC)
- Directive on the Management of Waste from Extractive Industries (2006/21/EC)
- Directive on Waste Electrical and Electronic equipment or 'WEEE Directive' (2002/96/EC)
- European Directive 2001/42/EC on Strategic Environmental Assessment or 'SEA Directive'
- European Spatial Development Perspective (1999)
- European Sustainable Development Strategy (2001)
- Johannesburg Declaration on Sustainable Development (United Nations 2002)
- Kyoto Agreement 1997
- Landfill Directive 1999/31/EC
- Waste Framework Directive (2006/12/EC)
- Water Framework Directive (2000/60/EC)



## End Notes

- a. British Waterways Planning (115/39)
- b. English Heritage (116/2)
- c. English Heritage (116/2)

## Appendix 2 Infrastructure Schedule

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**LONDON BOROUGH OF HILLINGDON DRAFT INFRASTRUCTURE SCHEDULE**

**May 2010**

The projects, programmes and schemes in this schedule have been identified through discussion with and the investigation of key documents from infrastructure providers. Many of the projects, programmes or schemes will require further approval, either from the London Borough of Hillingdon or other statutory bodies. Inclusion of a project, programme or scheme in this schedule does not constitute an indication that such approval will be granted, either in principal or otherwise.

SOCIAL AND COMMUNITY INFRASTRUCTURE								
Lead Development Agency	Scheme	Need for Scheme	Requirements of Scheme	Approximate Cost	Indicative Delivery/ Phasing	Funding Arrangements	Contingency Planning Required	Opportunities for other Organisations
<b>Health</b>								
Hillingdon PCT	New centralised PCT facility in Yiewsley	Renew and improve existing PCT facilities	Identify site of approximately 2,500 sqm floor space & parking.	£6 million	Hillingdon Primary Care Trust / London Borough of Hillingdon/Private Sector	Hillingdon PCT	Alternative sites. Further discussions with LBH.	Hillingdon Hospital Trust
Hillingdon PCT	New centralised PCT facility in Hayes	To develop out of hospital services and improved access	New building of approximately 3,000 sqm	£9 million	Hillingdon Primary Care Trust / London Borough of Hillingdon/Private Sector	Hillingdon PCT	Alternative sites. Further discussions with LBH	Hillingdon Hospital Trust
Hillingdon Hospital Trust	Redevelopment of Hillingdon Hospital.	Improvements to acute healthcare provision in the borough	Outline consent obtained for demolition works at Hillingdon Hospital and the phased redevelopment of the site.	To be determined	To be determined. Planning application received to extend the timescale of the outline consent.	Hillingdon Hospital Trust Capital Programme.	To be determined	PCT.
<b>Education, Learning and Youth Provision</b>								
London Borough of Hillingdon – Education	Expansion of primary school estate	To accommodate recent 8% increase in birth rates and associated increase in school age population	Requirement for an additional 18 primary forms of entry across the borough.	£70 million	New facilities need to be in place by 2012	London Borough of Hillingdon / Section 106 / DCSF central gov't	Alternative siting options/ expansion of existing facilities	Partner organisations to be identified

London Borough of Hillingdon	Buildings Schools for the 21st Century (BS21)- part of the wider-Building Schools for the Future:	To modernise secondary school estate	Refurbishment and/or rebuilding of secondary and special schools in the borough	Approx. £150m	2009-2018	London Borough of Hillingdon / Section 106 / DGSF-central government	None	Opportunities for joint-use of facilities	
Uxbridge College	Expansion of Uxbridge College Uxbridge Campus	To accommodate 16.8% increase in student numbers at the Uxbridge campus and 6.4% increase at the Hayes site between 2007-2013	Planning application received for the development of new sports facilities, improved access arrangements, equivalent on-site parking and landscaping enhancements.	Undisclosed	Up to 2013	Self funded	To be determined	Working in partnership with the Council	
Brunel University	Completion of University Masterplan Completion of Brunel University masterplan and future development to be considered in next masterplan. <b>a</b>	To address the needs of existing students and provide updated facilities. To enable the University to deliver international standards of academic and teaching facilities. Reason: To recognise the importance high quality facilities to the University's success. <b>b</b>	Key outstanding project from the existing masterplan is the Eastern Gateway Business School, which is due for completion in 2012.  A number of future projects are being considered for the next masterplanning period (2014-2021). The existing masterplan contains a number of remaining phases covering the period to 2014. The key outstanding project from the existing masterplan is the Eastern Gateway Building school, which is due for completion in 2012. A number of future projects are being considered for the next masterplanning period from 2014 to 2021. <b>c</b>	Expected annual spend of £13 million during the next masterplanning period	Current masterplanning period comes to an end in 2014. Production of new masterplan is currently being considered.	Self-funded Primarily self funded. Grant funding and enabling development may also need to be considered. <b>d</b>	Future masterplans will involve an appraisal of development options. Further discussions with LBH are required.	Partner organisations to be determined.	
London Borough of Hillingdon	Improved Youth Centres	Continue to support access to youth facilities Enhance the overall youth offer-Continue to develop services for young people	Development of three new youth centres at South Ruislip, Northwood and Hayes:	To be determined	To be determined	To be determined	To be determined	To be determined <b>e</b>	
<b>Other Community Infrastructure</b>									
Metropolitan Police	Need to review police facilities in the borough as part of the asset management process, in accordance with the Metropolitan Police Estates Strategy. <b>f</b>	To provide more effective policing and to comply with Asset Management Strategy	As defined in the Asset Management Plan, additional neighbourhood bases and patrol bases to serve new development Need for additional custody and patrol base facilities.	Undisclosed	Undisclosed	Undisclosed	Undisclosed	Undisclosed	
London Fire Service	Plans to redevelop two sites in the Borough	Maintain the provision of fire services in Hillingdon	Redevelopment of two stations in the borough	Undisclosed	Undisclosed	Undisclosed	Undisclosed	Undisclosed	

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London Borough of Hillingdon	Places of Worship	Development of appropriate locations for places of worship in response to population growth,	Appropriate locations to be identified and developed in accordance with LDF policy.	To be determined	To be determined	To be determined	To be determined	To be determined
London Borough of Hillingdon and Partner Organisations	Affordable Housing	To address housing needs in Hillingdon	Development of affordable housing on a number of key sites and its delivery through S106 contributions	Undisclosed	Undisclosed	Direct RSL funding, central government and S106 contributions	Alternative sites	Hillingdon Homes, RSLs and central government agencies.

PHYSICAL INFRASTRUCTURE									
Lead Delivery Agency	Scheme	Need for Scheme	Requirements of Scheme	Approximate Cost	Indicative Delivery/Phasing	Funding Arrangements	Contingency Planning Required	Opportunities for other organisations	
Energy, Utilities and Waste									
National Grid	Upgrades to North Hyde and Iver electricity sub-stations	To accommodate anticipated demand, as identified in National Grid's Seven Year Statement.	Exact nature and specification of the work has yet to be defined. Install a third 275/66kV SGT banked between the existing two SGTs. 9	Undisclosed	Identified to take place in the next 7 years	Undisclosed	Undisclosed	Undisclosed	
National Grid	Upgrades at Iver sub station	To accommodate anticipated demand	Replace the 180 MVA SGT3A with the new 240MVA rated SGT. h	Undisclosed	Undisclosed	Undisclosed	Undisclosed	Undisclosed	
Scottish and Southern Electricity	Division or alteration of electricity distribution infrastructure for new development. New and / or reinforced electricity infrastructure.	Facilitate new development and provide new or increased supplies	As required by the site	Cost of Primary substation = £4 million Cost of Distribution substation = £50,000	One year or less for low voltage and most 11kV work. Typically two years for 33kV work. Up to five years for 66kV and 132kV work.	Normally funded by developer	Undisclosed	Most new connections work is 'contestable' and can be completed by others.	
Thames Water	Mogden STW improvements	To improve water quality. Scheme may be required to continue to support population growth.	Site located in London Borough of Hounslow	Undisclosed	By 2012	Thames Water	Undisclosed	Undisclosed	
Thames Water	Improvements to the Colne Valley Trunk, Crane Valley Trunk and Bath Road Trunk	Additional capacity may be required to address growth in the south of borough, particularly in the Bath Road employment area.	Dependant on level of growth	Dependant on nature of works	Improvements will be undertaken as required	Funded through developer contributions and Thames Water Capital Programme	Improvements are like to be required	Undisclosed	
Three Valleys Water	Various projects	To protect drinking water supplies over the period of the Core Strategy, based on TVW's capital programme.	A range of demand and supply measures inside and outside Hillingdon. Proposals include the development of Upper Thames Reservoir and a programme of investment to minimise leakage.	£18 million to be invested in leakage prevention.	Up to 2031	Projects administered through TVW's capital programme.	A range of measures are being considered to protect supplies.	A range of organisations including OF-WAT and LBH.	
West London Waste Partnership	Development of an appropriate number of waste management facilities in Hillingdon and the west London region.	To ensure the sustainable management of waste in Hillingdon over the period of the Core Strategy and meet waste appointment targets.	To be determined through the development of the West London Waste Plan.	To be determined	Up to 2026	To be determined	Safeguarding appropriate sites for waste management facilities.	Other West London partners.	
London Borough of Hillingdon	Harlington Road Depot	Increase recycling rates and the amount of waste sent to landfill.	Relocation of facility to New Years' Green Lane.						
Transport and Connectivity									

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DFT/ Crossrail	Crossrail	To improve public transport access across London. Scheme is likely to benefit economic growth in the south of the borough.	New station facilities at West Drayton and Yiewsley/Bridges and viaducts. Track works and electrification will also take place.	Approximate overall cost of £1.2 billion. Cost in LBH to be determined	2015-2017	DFT/Crossrail/ Mayor of London/ TfL/ s106	Need to consider growth options for Hayes/West Drayton Corridor without Crossrail.	LBH is currently being consulted on Crossrail works.
London Borough of Hillingdon	Upgrade works to Hayes Station	To improve station setting and appearance.	Relocation of station ticket office	Safeguarded S106 funding + Crossrail funding	Before 2015	Section 106 funding	Alternative station layout to accommodate Crossrail	Crossrail, Network Rail, First Great Western
London Borough of Hillingdon	Maintenance of existing highway network	To maintain the existing highway network. Works will be required to address congestion hotspots.	Programme of prioritised improvements for borough wide highway network.	Budget to be determined	2010-2011. Further maintenance programmes will come forward on an annual basis over the period of the Core Strategy.	Schemes funded by the Council	Alternative improvements may need to be considered	To be determined
London Borough of Hillingdon	'Area-Based' Various schemes to be implemented through the LIP programme.	LBH LIP has been developed to respond to the requirements of the Mayor's Transport Strategy. Projects reflect different local needs. Works to minimise impact of congestion hotspots.	Requirements and nature of LIP schemes will vary.	£4 million to be split between approximately 40 projects	2010-2011. Further projects will come forward from subsequent LIPS over the period of the Core Strategy. (particularly 2011/12, 2012/13, 2013/14)	TfL	Funding for LIP projects has already been identified.	Partner organisations will be depend on the nature of individual projects.
London Borough of Hillingdon	LIP major scheme Transportation improvements in Yiewsley/West Drayton	Need to address various transport issues in Yiewsley/ West Drayton High Street. Schemes will benefit growth of these district centres.	Comprehensive programme of improvements to address footway, cycle routes, parking issues, transport congestion, bus flow and other aspects of transport provision.	£2.4 million	3 year programme	TfL	Funding is secure so no contingency required.	TfL
London Borough of Hillingdon	The Core Strategy Key Diagram proposes improved transport interchanges at Hayes, West Drayton, Uxbridge and West Ruislip.	To encourage public transport usage and accessibility and support growth in town centres. Improved interchanges will support growth in Uxbridge town centre.	Exact nature of the scheme is still to be determined but is likely to include a revised bus interchange in Uxbridge.	To be determined	2011-2026	Funding sources to be identified with TfL	Further work required to determine extent of growth that could take place without improvements.	TfL, GLA and other local groups
London Borough of Hillingdon	Core Strategy proposes improved north/south public transport links	Improved accessibility from the north of the borough to employment areas in the south.	Indicative routes for 'Fastbus' identified on Core Strategy Key Diagram. Detailed development required.	To be determined	2011-2026	Funding sources to be identified with TfL.	Alternatives may be required if proposed routes do not receive funding.	TfL, GLA and other partner organisations
Highways Agency	Managed Motorways	To address congestion on the M4	Hard shoulder running between junctions 3-12 on the M4	£6 billion for entire work programme. LBH cost not determined.	By 2015	Department of Transport/Highways Agency	Alternative solutions may need to be identified if proposal does not come forward	To be determined
Transport for London	TfL schemes to be determined through developer-led contributions	Maintenance of TfL network	Minor works to Bath Road Car Park	£25,000	Coming financial year	To be funded through developer-led contributions	Undisclosed	Developer funding improvements would be involved in the scheme.



Transport for London	TfL Road Renewal Programme	To maintain TfL's road network	Programme of works to maintain the TfLRN including resurfacing and footway works.	Approximately £4.5 million	Three year programme of works	TfL	Undisclosed	Undisclosed	Undisclosed
Transport for London	Signals works	To ensure the smooth running of TfLRN	Programme of signalisation works.	Undisclosed	Financial year 2009/10	Work to be funded by a number of organisations, including developers, LBH and Highways Agency	Undisclosed	Undisclosed	Undisclosed
Transport for London/London Borough of Hillingdon	Improved London Underground links to central London	To increase capacity, improve reliability and reduce journey time to and from central London	Improved Metropolitan Line. Proposals are still at pre-conception stage but likely to include upgrades of sub-surface lines and new rolling stock.	To be determined	2011-2026	Funding sources to be identified through discussion with TfL	None	To be determined	To be determined
Transport for London	Improved Underground links	Improved transport links	Interchange between the Metropolitan and Piccadilly lines and the Central line and Chiltern Railway in the Ruislip area.	To be determined	To be determined	To be determined	To be determined	To be determined	To be determined
GLA/Transport for London	Cycle Super-Highway	To improve cycle connections in London	'Cycle Superhighways' are proposed in the Replacement London Plan (2009) and will provide direct routes into central London from outer London. The first two routes open in Summer 2010 with ten more being introduced by 2015.	To be determined	2015	TfL	Detailed routes to be considered	Local partnerships to be determined	
BAA	Airtrack	Provide new rail access to South West Trains rail network to the south of Heathrow Airport	New track signalling and possibly rolling stock	£673 million	2015	BAA/other	Undisclosed	Undisclosed	Undisclosed
Chiltern Railways	Chiltern Railways	To increase capacity, improve reliability and reduce journey time to and from central London and other destinations.	Upgraded track and signalling at Northolt Junction	To be determined	To be determined	Chiltern Railways/DfT	Undisclosed	Undisclosed	Undisclosed
HS2	HS2	Reduce journey time between London and Scotland.	HS2 route is likely to pass through Hillingdon	Estimated £34 billion	2019-2026 is identified as a possibility	Government funded/private finance	Unknown	A wide range of stakeholders.	
<b>PHYSICAL INFRASTRUCTURE: BAA</b>									
Lead Delivery Agency	Scheme	Need for Scheme	Requirements of Scheme	Approximate Cost	Indicative Delivery/Phasing	Funding Arrangements	Contingency Planning Required	Opportunities for other organisations	
BAA	Eastern Apron redevelopment	Improved airfield operations	Improved aircraft stands	To be determined £232 million	2009-2013	BAA	To be determined	None	

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BAA	Eastern Campus energy and infrastructure	Improved environmental performance	Power, heating and cooling infrastructure	To be determined £68 million	June 2011	BAA	To be determined	None
BAA	MSCP East and Forecourt	Need to improve infrastructure adjacent to Terminal 2.	Works to access roads and forecourt area	To be determined £135 million	Spring 2014	BAA	To be determined	None
BAA	Construction of new satellite pier	Improved operational efficiency	Construction of new satellite pier	To be determined £552 million	2013-March 2014	BAA	To be determined	None
BAA	Terminal 2A	Operational efficiency	Provision of replacement terminal building, and associated infrastructure	To be determined £1.14 billion	2013-April 2014	BAA	To be determined	None
BAA	Terminal 4 check in	Improved check-in times	Refurbishment and extension of check-in	To be determined £92 million	2013-August 2013	BAA	To be determined	None
BAA	Improvements to Terminal 5 baggage system	Reduce number of lost bags	Links between T5-T3-T1 baggage system	To be determined £256 million	2012-January 2012	BAA	To be determined	None
BAA	T1-T4 tunnel refurbishment	Existing facilities require upgrade	Refurbishment of baggage connection between T1-T4	To be determined £9 million	2009-March 2009	BAA	To be determined	None
BAA	Cargo tunnel refurbishment	Maintain safe cargo link	Refurbish cargo tunnel	To be determined £3 million	2010-June 2010	BAA	To be determined	None
BAA	Jetty works	Minimise connection times between jetties	Refurbished cargo jetties	To be determined £5 million	March 2013	BAA	To be determined	None
BAA	Taxiway improvements	Airfield Safety	Rebuild areas of the existing airfield	To be determined £16 million	December 2009	BAA	To be determined	None
BAA	London underground station refurbishment	Increased passenger flow	Refurbishment	To be determined £17 million	July 2014	BAA	To be determined	None
BAA	New aircraft hangar	Efficient use of land in airport boundary	Diversion of internal roads, relocation of facilities	To be determined £28 million	March 2013	BAA	To be determined	None
BAA	New Satellite Pier T5SC	Improved Operational efficiency	Construction of new satellite pier	£342 million	April 2011	BAA	To be determined	None
BAA	T3 integrated baggage facility	Reduce number of bag misconnects	Construction of new baggage building	£224 million	June 2013	BAA	To be determined	None
BAA	Storm water system improvements	Manage polluted airfield runoff	Investment in pollution control run-off	£17 million	Spring 2013	BAA	To be determined	None
BAA	Enabling works for implementation of full runway alternation (ending Cranford agreement)	Operational reliability	Additional taxiways and associated mitigation	£35 million	Spring 2013	BAA	To be determined	None
BAA	Airtrack	Improve sustainable access/mode share	New rail infrastructure	TBC	TBC	BAA/others	To be determined	None

BAA	Other capital programme works	Cost and time not scheduled	Dates not scheduled	BAA	To be determined	None		
<b>GREEN INFRASTRUCTURE</b>								
Lead Delivery Agency	Scheme	Need for Scheme	Requirements of Scheme	Approximate Cost	Indicative Delivery/Phasing	Funding Arrangements	Contingency Planning Required	Opportunities for other organisations
<b>Leisure, Recreation and Green Space</b>								
<b>British Waterways</b>	Off-line residential mooring scheme above Station Road bridge in Hayes	Permanent presence on water to discourage area's anti-social behaviour issues and to help meet large demand for moorings	Waterway wall works and infrastructure	£200,000-400,000 more design needed and in progress	2010-2011	Contributions from British Waterways, LBH and Section 106 contributions	Undisclosed	LBH and TfL
<b>British Waterways</b>	Water passenger transport service	To improve public transport access and promote leisure/tourism use of waterway.	Details of scheme to be discussed with British Waterways. <b>Need to discuss such a scheme with South Bucks Council.</b>	Not yet determined	Not yet determined	Contributions from British Waterways, TfL, Section 106 contributions	Undisclosed	LBH and TfL
<b>British Waterways</b>	Waterway wall repairs at Ironbridge Narrows, adjacent to Stockley Park	Repair to waterway walls to ensure fit for purpose and not a risk to passing craft/ closing navigation.	Scoping of works required, feasibility of possible options for repairs, design and implementation	£200,000	2009-2010	British Waterways	Emergency works	Undisclosed
<b>London Borough of Hillingdon</b>	Ruislip Woods Management Plan	To manage Hillingdon's only National Nature Reserve	Outlined in the Ruislip Woods Management Plan	To be determined	Current Plan (2003-2008) has been rolled forward to this year. New plan is being produced.	London Borough of Hillingdon/Forestry Commission	None	Forestry Commission
<b>London Borough of Hillingdon</b>	Improving the quality of open space provision	To increase the number of high quality open spaces in the borough.	Obtain 13 additional Green Flag designations.	Unknown until the development of the revised Open Space Strategy (OSS).	To be determined by the emerging OSS	LBH and partner organisations	None	Partner organisations to be identified.
<b>Environment Agency</b>	Aiklyne Kennels Project	To prevent overtopping of Bingley Ditch and flooding of properties between Colne/Wraysbury.	Details of the scheme to be discussed with the Environment Agency	Undisclosed	Undisclosed	Undisclosed	Undisclosed	British Waterways
<b>London Borough of Hillingdon</b>	Upgrade of Hillingdon Sports and Leisure Centre	Improved leisure facilities to encourage active lifestyles in Hillingdon	Two-phased developments: Phase 1: Athletics stadium, pavilion and astro-turf pitches. Phase 2: 50 metre pool, indoor sports hall, mixed use sports centre	Total cost of Phase 1 and 2 (Approximately £32 million)	Phase 1 completed May 2006 Phase 2 completed	Funded through LBH Capital programme + input from external partners London Development Agency: 2.925 million Sport England: £1.5 million Heritage and Lottery Funding: £1 million Football Foundation: £500,000	None - funding already in place	LBH, Sport England
<b>London Borough of Hillingdon</b>	Botwell Green Sports and Leisure Centre	Improved leisure facilities to encourage active lifestyles in Hillingdon	Replacement for Hayes Pool and Sports Hall. Facilities include: 25 metre Pool, Sports Hall, Gym, Centre, Outdoor Astro turf Pitch, 2x multi-use	£20.3 million	Completion May 2010	£250,000 football foundation £50,000 Greenwich Leisure Limited	None - funding already in place	LBH, Sport England

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<b>London Borough of Hillingdon</b>	Libraries Refurbishment Plan	To upgrade all library facilities in Hillingdon	Games area Health and Fitness Replacement of Heyes Library	To be determined	Further refurbishment projects in 2010/11 are under consideration.	Rollout of Libraries refurbishment and new build capital programme	None, funding already in place	Partnerships to be formed with key organisations
<b>London Borough of Hillingdon</b>	Upgrade of sports and leisure facilities in Hillingdon	Longer term aspirations for improved leisure facilities at Highgrove Pool.	8 refurbishments completed. Further conversions and new builds are under consideration.	To be determined	These programmes are longer term and look beyond the current Core Strategy	Some programmes already have funding in place. Others are TBC	To be determined	Partnerships formed with key organisations
<b>London Borough of Hillingdon</b>	Improved children's play areas	To continue to provide for the needs of Hillingdon's children.	Phased development of 22 new children's play areas.	To be determined	Areas will be delivered in two batches of 11. First phase to be delivered by spring 2010, second phase to be delivered by March 2011.	Funding agreed	None required	Partnerships already formed with key organisations through Hillingdon sport and leisure.

## End Notes

- a. GVA Grimley on behalf of Brunel University (41/5)
- b. GVA Grimely on behalf of Brunel University (41/6)
- c. GVA Grimley on behalf of Brunel University (41/7)
- d. GVA Grimley on behalf of Brunel University (041/8)
- e. LB Hillingdon Labour Group (103/6)
- f. CGMS Consulting on behalf of the Metropolitan Police (83/6)
- g. National Grid (111/2)
- h. National Grid (111/2)
- i. Transport for London (107/48)
- j. Transport for London (107/50)
- k. BAA on behalf of Heathrow Airport Ltd (075/52)
- l. South Bucks District Council ( 065/6)

### Appendix 3 London Borough of Hillingdon Housing Trajectory

The following extract from Hillingdon's Annual Monitoring Report 2008/2009 shows the current London Plan annual housing target and housing completions by year since 1997. Figures 10 and 11 show Hillingdon's housing trajectory, which forms the basis of its five year land supply.

<b>Indicator:</b>	<b>H1 (Core) - Plan period and housing targets</b>
<b>Target:</b>	8,890 new dwellings to be provided between 1997-2016/7 (London Plan) 3,650 new dwellings to be provided between 2007/08 to 2026/2027 (revised London Plan)
<b>Progress:</b>	See housing trajectory table below

<b>Indicator:</b>	<b>H2 (Core) Housing Trajectory</b>
<b>Target:</b>	440 units per annum from 1997 to 31st March 2007 and 365 units per annum from 1st April 2007 to the end of the plan period.
<b>Progress:</b>	See housing trajectory table below

Figure 10: Housing Trajectory 2009

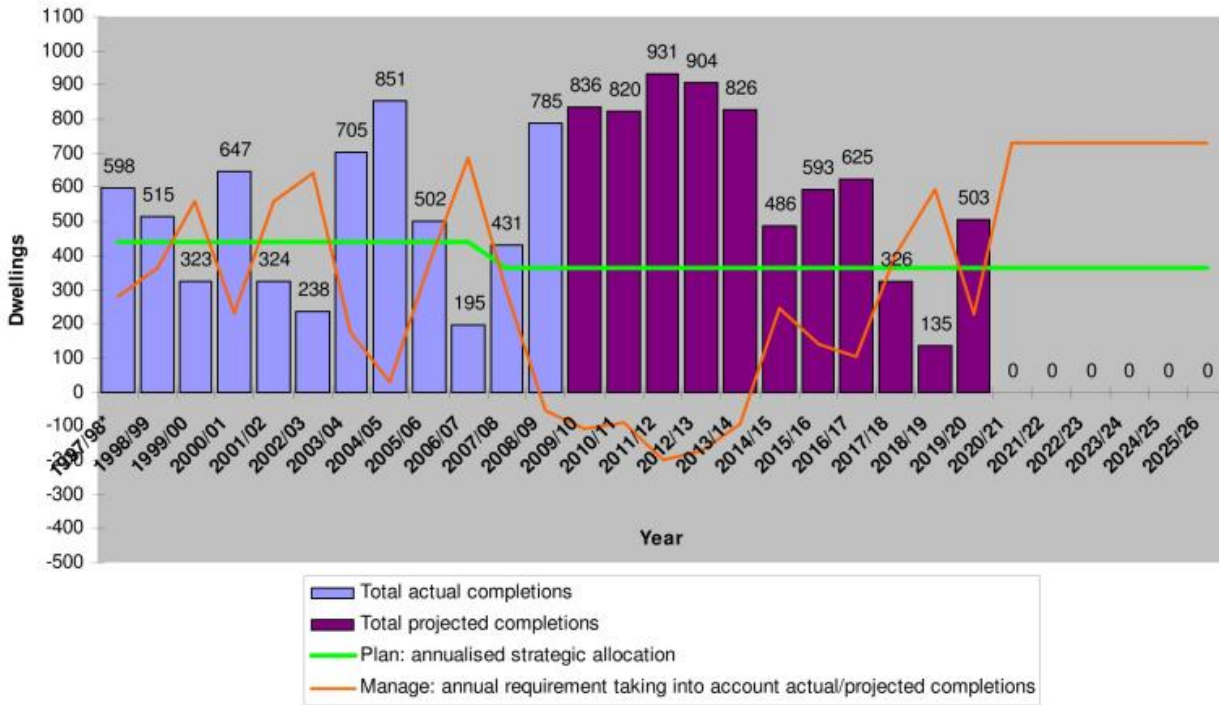
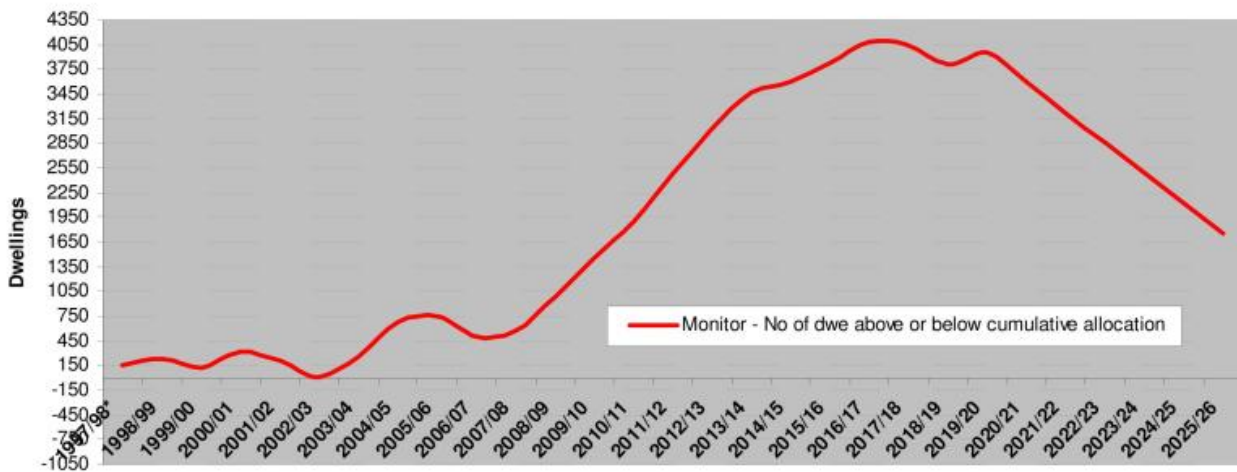


Figure 11: Monitor – Number of dwellings above or below cumulative target



Housing trajectory includes the following core output indicators:

- H2(a) – Net additional dwellings – in previous years
- H2(b) – Net additional dwellings – for the reporting year
- H2(c) – Net additional dwellings – in future years
- H2(d) – Managed delivery target

Hillingdon's LDF Housing Trajectory compares the levels of actual and projected completions over the 1997 – 2026 period against the London Plan strategic housing requirement.

Completions information is obtained from various sources including building control data, street naming and numbering, NHBC records, etc. The redevelopment, conversion and change of use to residential use are also recorded as part of the monitoring in the Housing Trajectory.

All data is presented in financial years with the exception of the first year, which include 92 units completed during the period 1 January 1997 to 31 March 1997, and needs to be counted against the London Plan targets.

Projections information is based on the data in the 2004 London Housing Capacity Study, published July 2005 and updated by new information on housing allocations which came forward from the LDF process.

The period covering beginning of April 2008 to the end of March 2009 acknowledged 785 additional housing completions. Completions data show large fluctuations from one year to another, this is mainly due to the way the Council collects completion data. This year's completions and those dating back to April 2004 reflect the information as contained in the London Development Database and the Council's Housing Monitoring Database as of the time of writing this report. Housing monitoring is based on building control data and does not reflect the progressive completion of residential units. Single residential units are not recorded as completed until all residential units on a development site are completed. Although this should not affect the accuracy of data in long-term calculations, it may make the year to year monitoring less representative.

**Annual Monitoring Report Table 12: Housing Completions by Year**

	Year	Total actual completions	Plan: annualised strategic allocation	Cumulative gains above target
Completions	1997/98*	598	440	158
Completions	1998/99	515	440	233
Completions	1999/00	323	440	116
Completions	2000/01	647	440	323
Completions	2001/02	324	440	207



Completions	2002/03	238	440	5
Completions	2003/04	705	440	270
Completions	2004/05	851	440	681
Completions	2005/06	502	440	743
Completions	2006/07	195	440	498
Completions	2007/08	431	365	564
Completions	2008/09	785	365	984

### Sources

Figure 10: London Borough of Hillingdon, Planning, Environment and Community Services and London Development Database.

Figure 11: London Borough of Hillingdon, Planning, Environment and Community Services.

## Appendix 4 Glossary

### Glossary

Term	Meaning
<b>Accessibility</b>	The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.
<b>Air Quality Management Area</b>	A designated zone where specific air quality management proposals (defined in an Air Quality Action Plan) are implemented by a local authority to improve air quality.
<b>Affordable Housing</b>	<p>Housing subsidised in some way for people unable to rent or buy on the open housing market. PPS3 Housing defines affordable housing as follows: "Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.</p> <p>Affordable housing should:</p> <ul style="list-style-type: none"> <li>• Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.</li> <li>• Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision."</li> </ul>
<b>Amenity</b>	A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.
<b>Back-land development</b>	Development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas. Such sites often have no street frontages.
<b>Biodiversity</b>	Literally the 'variety of life' - the innumerable species of animals and plants on earth, and the wide range of urban and rural habitats where they live.

Term	Meaning
<b>Biomass</b>	Living matter within an environmental area, for example plant material, vegetation, or agricultural waste used as a fuel or energy source.
<b>Blue Ribbon Network</b>	A spatial policy covering London's waterways and water spaces and land alongside them. The Blue Ribbon Network includes the Thames, the canal network, the other tributaries, rivers and streams within London and London's open water spaces such as docks, reservoirs and lakes. It includes culverted (or covered over) parts of rivers, canals or streams.
<b>Biodiversity Action Plan</b>	A plan that sets objectives and actions for the conservation of biodiversity in Hillingdon. The action plan also identifies priority species and habitats for conservation.
<b>Building of Townscape Merit</b>	A building or group of buildings that are not on the statutory list of buildings of special architectural or historic interest but that contribute positively and significantly to the character and appearance of an area.
<b>BREEAM</b>	BREEAM (BRE Environmental Assessment Method) is an environmental standard that rates the sustainability of buildings in the UK. The BREEAM environmental assessment aims to minimise environmental impact by ensuring sustainability best practises are in place while also lowering organisations' costs through energy efficiency.
<b>Brownfield Site</b>	Both land and premises are included in this term, which refers to a site that has previously been used or developed and is not currently fully in use, although it may be partially occupied or utilised. It may also be vacant, derelict or contaminated. This excludes open spaces and land where the remains of previous use have blended into the landscape, or have been overtaken by nature conservation value or amenity use and cannot be regarded as requiring development.
<b>Carbon Footprint</b>	A carbon footprint is a measure of the impact our activities have on the environment, and in particular climate change. It relates to the amount of greenhouse gases produced in our day-to-day lives through burning fossil fuels for electricity, heating and transportation etc. The carbon footprint is a measurement of all greenhouse gases we individually produce and has units of tonnes (or kg) of carbon dioxide equivalent.

Term	Meaning
<b>Character</b>	A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.
<b>Code for Sustainable Homes</b>	A new national standard for sustainable design and construction of new homes launched in December 2006, covering water use, waste generation, and the use of low-polluting materials and processes. Developed by the Building Research Establishment, the Code for Sustainable Homes (CSHs) subsumes the requirements of the BREEAM / EcoHomes System. The Code is based on levels, level 1 being the lowest and level 6, the zero-carbon level, the highest.
<b>Combined Heating and Power / Decentralised Energy</b>	Combined Heat and Power (CHP) is the term used when electrical energy is made on-site and the waste heat from the engine is utilised for a heating application such as making hot water or space heating. A decentralised energy scheme provides heat and /or power from a central source to more than one building, dwelling or customer as an alternative to providing individual national grid-connected systems to each dwelling. Schemes can vary in size from a few dwellings to city-wide networks, and reduce costs for tenants and cut carbon dioxide emissions.
<b><u>Community Facilities</u></b>	<u>Community facilities provide for the health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.</u> <sup>a</sup>
<b>Comparison goods</b>	Items not bought on a frequent basis, for example televisions and white goods (fridges, dishwashers etc). Customers often compare items and prices between several stores before making a purchase.
<b>Community Strategies</b>	These are practical tools for promoting or improving the economic, social and environmental wellbeing of the area of jurisdiction of a local authority. Such strategies are prepared allowing for local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities.
<b><u>Conservation</u></b>	<u>The process of maintaining and managing change to a heritage asset in a way that sustains and where appropriate enhances its significance.</u> <sup>b</sup>

Term	Meaning
<b>Conservation Area</b>	An area declared by a local planning authority in accordance with the Town and Country Planning Act 1990 (as amended), as being of special architectural, historical or landscape interest, the character or appearance of which it is desirable to preserve or enhance. Consent is required for the demolition or partial substantial demolition of unlisted buildings in Conservation Areas.
<b>Convenience goods</b>	Everyday essential items, such as food and newspapers.
<b>Core Strategy Development Plan Document (DPD)</b>	The Core Strategy Development Plan Document sets out the key elements of the planning framework for the area. It comprises a spatial vision and strategic objectives for the area; a spatial strategy; core policies; and a monitoring and implementation framework with clear objectives for achieving delivery. Once adopted, all other Development Plan Documents must be in conformity with it.
<b>Culture</b>	Culture includes arts, media, sports, libraries, museums, parks, and the countryside, built heritage, tourism, and the creative industries.
<b>Density (Residential)</b>	As stated in PPS3 Housing: "Density is a measure of the number of dwellings which can be accommodated on a site or in an area". Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas, where these are provided.
<b>Design and Access Statements</b>	A statement that accompanies a planning application to explain the design principles and concepts that have informed the development and how access issues have been dealt with. The access element of the statement should demonstrate how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development and how inclusion will be maintained and managed.
<b>Designated Shopping Frontage</b>	Divided into 2 categories:  <u>Key frontage</u> : Shopping area which is to be retained primarily in retail use and from which further non-shop uses will normally be excluded.

Term	Meaning
	<u>Secondary frontage</u> : Area intended for shopping use where complementary non-retail uses such as cafés, laundrettes, estate agents etc. may be permitted.
<b>Developer Contributions</b>	See Planning Obligations.
<b>Development</b>	Defined and qualified by the Town and Country Planning Act 1990 (s.22) as the carrying out of building, engineering, mining or other operations in, on, over, or under land, or the making of any material change in the use of any building or other land.
<b>Development Control &amp; Development Management</b>	The process whereby a local planning authority receives and considers the merits of a planning application and whether it should be given permission having regard to the development plan and all other material considerations.
<b>Development Plan Document (DPD)</b>	DPDs form part of the Local development Framework and can be the Core Strategy, Site Allocations, Proposals Map, Development Management Policies and sometimes Area Action Plans. Development Plan Documents together with the London Plan form the Development Plan for the area.
<b>District Centre</b> <b>(e.g. Hayes, Yiewsley &amp; West Drayton)</b>	<del>District centres have traditionally provided convenience goods and services for more local communities while some District centres have developed specialist shopping functions. Developing the capacity of District centres for convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars. Many have a linear nature, which may need to be consolidated to make more efficient use of land and transport capacity (London Plan 2008 definition).</del> <u>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 sq.m of retail floorspace. Some District centres have developed specialist shopping functions.</u> <sup>c</sup>
<b>District Park</b>	A park of at least 20 hectares providing a fairly wide range of activities, including outdoor sports and recreational facilities for households within about 1.2km of the park.
<b>Eco-Homes</b>	See Code for Sustainable Homes.

Term	Meaning
<b>Employment Land / Site</b>	Land / sites defined by the Council for employment uses (usually B class uses) <u>and appropriate sui-generis uses.</u> <sup>d</sup>
<b>Examination</b>	Undertaken on the 'soundness' of the Submission Local Development Framework Documents. The examination is held by an independent inspector appointed by the Secretary of State. The final report is binding on the Council. For Development Plan Documents an examination is held even if there are no representations.
<b>Green Belt</b>	Green belts are a national policy designation that helps to contain development, protect the countryside and promote brownfield development, and assists in the urban renaissance. There is a general presumption against inappropriate development in the green belt.
<b>Green Chains</b>	A series of linked open spaces forming extended parkways for the public and wildlife corridors in natural surroundings. These can cross borough boundaries.
<b>Green Corridor</b>	This refers to relatively continuous areas of open space leading through the built environment, which may be linked and may not be publicly accessible. They may allow animals and plants to be found further into the built-up area than would otherwise be the case and provide an extension to the habitats of the sites they join.
<b>Historic Environment</b>	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible or buried, and deliberately planted or managed fauna.
<b><u>Heritage Asset</u></b>	<u>A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (as defined in PPS 5) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).</u> <sup>e</sup>
<b>Infrastructure</b>	Essential services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Term	Meaning
<b>Industrial Business Park (IBP).</b>	Strategic Industrial Location designed to accommodate general industrial, light industrial and research and development uses that require a higher quality environment and less heavy goods access than a PIL. They can be accommodated next to environmentally sensitive uses.
<b>Issues and Options</b>	Prior to June 2008, part of the production stage for the preparation of DPDs. This has effectively been replaced with Regulation 25 of the amended Town and Country Planning (Local development) (England) Regulations.
<b>Lifetime Homes Standards</b>	Criteria developed by a group convened by the Joseph Rowntree Foundation in 1991 to help house builders produce new homes flexible enough to deal with changes in life situations of occupants e.g. caring for young children, temporary injuries, declining mobility with age.
<b>Listed Building</b>	A building of special architectural or historic interest included on a statutory list. Listed buildings are graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage). English Heritage is responsible for designating buildings for listing in England. Permission is required for their demolition or alteration.
<b>Local Centre (eg Harefield, South Ruislip)</b>	Provides a range and choice of local shops and services for people within walking distance.
<b>Local Development Framework</b>	Sets out, in the form of a 'portfolio' or 'folder', the documents which collectively deliver the spatial planning strategy for the Council. The Local Development Framework comprises Development Plan Documents, Supplementary Planning Documents, the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.
<b>Local Strategic Partnership (LSP)</b>	Non-statutory, multi-agency partnership which matches a local authority boundary. LSPs bring together, at a local level, different parts of the public, private, community and voluntary sectors, allowing different services to support one another so that they can work more effectively together. LSPs are charged with developing Sustainable Community Strategies and Local Area Agreements. In Hillingdon, LSPs are referred to as Hillingdon Partners.



Term	Meaning
<b>Local Park</b>	A park of at least 2 hectares providing court games, children's play, sitting out areas, including nature and landscape conservation, a landscaped environment and possibly playing fields for households within about 400m of the park.
<b>Locally Significant Employment Location (LSEL)</b>	Designated employment area suitable for light industrial, office and research uses that require a higher quality environment and good public transport access.
<b>Locally Significant Industrial Site (LSIS)</b>	Designated industrial area suitable for general industrial, light industrial and warehousing uses.
<b>London Plan</b>	The plan is a spatial development strategy for Greater London, to deal with matters of strategic importance to the area. The plan was first published by the Greater London Authority (GLA) in 2004 and has since been amended.
<b>Mayor's Transport Strategy (MTS)</b>	The draft MTS was published in October 2009 for consultation. It sets out the Mayor's vision for transport in the Capital over the next 20 years. The final MTS will be published in spring 2010.
<b>Metropolitan Centre (e.g. Uxbridge)</b>	Metropolitan centres serve wide catchment areas covering several boroughs and offer a high level and range of comparison shopping. They typically have over 100,000 square metres of retail floorspace, including multiple retailers and department stores. They also have significant employment, service and leisure functions (London Plan 2008 definition).
<b>Metropolitan Open Land</b>	Open land within built-up areas which has a London-wide significance and receives the same presumption against development as the Green Belt, defined in the Mayor's London Plan.
<b>Minor Centre (eg Ruislip Manor, Northwood Hills)</b>	Provides a full range and choice of local shops and services, including comparison goods, for people within approximately a three kilometre radius.
<b>Mixed Mode</b>	A method of operating two runways allowing for a mix of both take-offs and landings on each.
<b>Mixed Use Development</b>	A development that combines a mix of uses either on a site or in individual buildings, such as flats or offices over shops. It can refer to a small site or individual building

Term	Meaning
	with a mix of uses within the same building, or to a variety of uses in an area such as a neighbourhood, a town centre or an urban village.
<b>Neighbourhood Centres</b>	Used in this Core Strategy to refer collectively to District, Minor and Local Centres.
<b>Nature Conservation</b>	Protection, management and promotion for the benefit of wild species and habitats, as well as the human communities that use and enjoy them. This also covers the creation and re-creation of wildlife habitats and the techniques that protect genetic diversity and can be used to include geological conservation.
<b>Other Open Land of Townscape Importance</b>	Open areas, which are not extensive enough to be defined as Green Belt or Metropolitan Open Land, but act as pockets of greenery of local significance, contribute to the local character, and are valued by residents as open spaces in the built up area. These areas include public and private sports grounds, some school playing fields, cemeteries, some large private gardens and some allotments.
<b>Open Space</b>	All land in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers a the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted.
<b>Planning Obligations/ Section 106 Agreements</b>	A legally binding agreement between a developer and a council or undertaking by a developer to undertake works or to meet costs in connection with their development to enable it to become acceptable.
<b>Planning Policy Guidance note (PPG)</b>	Statements of Government planning policy covering a range of issues. They are being replaced by Planning Policy Statements.
<b>Planning Policy Statement (PPS)</b>	Statements of national (England only) policy and principles on aspects of the town planning framework. They are legally binding and may be treated as material considerations in the determination of planning applications. They were introduced under the provisions of the Planning and Compulsory Purchase Act 2004 and are gradually replacing PPGs.
<b>Preferred Industrial Location (PIL)</b>	Strategic Industrial Location normally suitable for general industrial, light industrial and warehousing uses.

Term	Meaning
<b>Preferred Options</b>	Prior to June 2008, part of the production stage for the preparation of DPDs. This has effectively been replaced with Regulation 25 of the amended Town and Country Planning (Local development) (England) Regulations.
<b>Previously Developed Land</b>	Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.
<b>Proposals Map</b>	An Ordnance Survey based map showing the location and extents of policies, site allocations and constraints in Development Plan Documents, updated as necessary to reflect any changes in such documents.
<b>Public Open Space</b>	All open spaces of public value, including not just land, but also areas of water such as rivers and canals which offer important opportunities for sport and recreation and can also act as a visual amenity. The definition covers a broad range of types of open spaces within the borough, whether in public or private ownership and whether public access is unrestricted, limited or restricted.
<b>Public Realm</b>	That part of the built environment to which the public have free access, including streets, squares, parks, etc. Public realm issues embrace the social interaction and use of spaces as well as their servicing and management.
<b>Public Transport Accessibility Levels (PTAL)</b>	A measure of the relative accessibility of buildings and uses by public transport. The higher the PTAL score, the better the accessibility.
<b>SSSI (Site of Special Scientific Interest)</b>	A classification notified under the Wildlife and Countryside Act (1981 as amended). All the London sites of biodiversity interest are included within sites of Metropolitan Importance for Nature Conservation.
<b>Regional Park</b>	A large area of over 400 hectares primarily providing for informal recreation with some non-intensive active recreational uses for households within 3.2 to 8km of the park
<b>Renewable Energy/Renewables</b>	Energy generated from sources that are non-finite or can be replenished, e.g. solar power, wind energy, power generated from waste, biomass etc.

Term	Meaning
<b>Site Allocations DPD</b>	A Development Plan Document that sets out detailed proposals for the development of land in the area, with specific or mixed uses, locations and extents clearly shown.
<b>Strategic Environmental Assessment (SEA)</b>	Required by European and UK law, SEA is a way of systematically identifying and evaluating the impacts that a plan is likely to have on the environment. The aim is to provide information, in the form of an Environmental Report, that can be used to enable decision makers to take account of the environment and minimise the risk of the plan causing significant environmental damage. Government guidance advises that where a plan requires both strategic environmental assessment and sustainability appraisal, that the former process should be integrated into the latter one.
<b>Strategic Flood Risk Assessment</b>	<p>The Environment Agency produce maps to show which areas of the country are most likely to be affected by flooding. The maps show three different zones covering the whole of England and referring to the probability of river and sea flooding, ignoring the presence of flood defences. The zones illustrate: the area that could be affected by flooding from a river by a flood that has a 1% (1 in 100) or greater chance of happening each year (Zone 3, divided into: 3a: High probability; and 3b: Functional floodplain), areas that are likely to be affected by a major flood, with up to a 0.1% (1 in 1000) chance of occurring each year (Zone 2: Medium probability), and all other areas (Zone 1: Low probability) (see PPS25: Development and Flood Risk for further information).</p> <p>The Strategic Flood Risk Assessment (SFRA) for Hillingdon has been based on these maps, but has also taken into account other types of flooding to produce more detailed flood risk maps that can be used to help guide land use allocations within the borough.</p>
<b>Strategic Industrial Location</b>	Regionally important industrial areas designated through the London Plan. These should be promoted, managed and, where appropriate, protected as London's main reservoirs of industrial capacity. SILs are divided into Preferred Industrial Locations (PIL) and Industrial Business Parks (IBP).

Term	Meaning
<b>Supplementary Planning Guidance/Documents (SPG/SPD)</b>	Included in the Local Development Framework, SPDs may cover a range of issues, both topic and site specific, which may expand policy or provide further detail to policies in a Development Plan Document.
<b>Sustainability Appraisal</b>	The Planning and Compulsory Purchase Act 2004 requires Development Plan Documents to be prepared with a view to contributing to the achievement of sustainable development. The purpose of Sustainability Appraisal is to appraise the social, environmental and economic effects of the strategies and policies in a Development Plan Document from the outset of the preparation process. This will ensure that decisions are made that accord with sustainable development.
<b>Sustainable Communities</b>	Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.
<b>Sustainable Community Strategy</b>	Local authorities are required by the Local Government Act 2000 to prepare these, with aim of improving the social, environmental and economic well being of their areas. Through the Sustainable Community Strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors.
<b>Sustainable Development</b>	This covers development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
<b>Sustainable Transport</b>	Sustainable transport is used to describe all forms of transport which minimise emissions of carbon dioxide and pollutants. It can refer to public transport, car sharing, walking and cycling as well as technology such as electric and hybrid cars and biodiesel.
<b>Sustainable Urban Drainage Systems (SUDS)</b>	An alternative approach from the traditional ways of managing runoff from buildings and hardstanding. They can reduce the total amount, flow and rate of surface water that runs directly to rivers through stormwater systems.
<b>Townscape</b>	The general appearance of a built-up area, for example a street a town.

Term	Meaning
<b>Unitary Development Plan (UDP)</b>	Plans previously produced by each council, which contained policies and proposals for the development and use of land in their areas.

## End Notes

- a. Theatres Trust (040/2)
- b. English Heritage (116/26)
- c. Planning Potential on behalf of ASDA Store Ltd (85/3)
- d. RPS on behalf of Costco wholesale UK Ltd (43/2)
- e. English Heritage (116/26)