

Local Plan: Part 2

# Development Management Policies

(Proposed Submission Version, September 2014)



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LONDON

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**LONDON BOROUGH OF HILLINGDON**

**LOCAL PLAN PART 2  
PROPOSED SUBMISSION VERSION**

**DEVELOPMENT MANAGEMENT  
POLICIES**

## **Making representations**

You are invited to comment on this Development Management Policies document, which forms part of the Proposed Submission Local Plan Part 2. The publication period for the Local Plan Part 2 begins on 22<sup>nd</sup> September 2014 and ends on Tuesday 04<sup>th</sup> November 2014.

This document, together with the others that make up the Local Plan Part 2, are available to view on the Council's website [www.hillingdon.gov.uk/planning](http://www.hillingdon.gov.uk/planning) and at public libraries throughout the borough and at Planning Information Services, Level 3, Civic Centre, Uxbridge (Monday to Friday 9.00am - 5.00pm).

Representations should be submitted to the Council on a representation form, which is available to download from the Council website, [www.hillingdon.gov.uk/planning](http://www.hillingdon.gov.uk/planning). Copies of the form can also be obtained from Planning Information Services at the Civic Centre and all borough libraries. Alternatively, you can request a copy of the form by contacting the Planning Policy Team on 01895 250230 or by email at: [localplan@hillingsdon.gov.uk](mailto:localplan@hillingsdon.gov.uk).

The representation forms can be submitted in the following ways:

- By email at: [localplan@hillingsdon.gov.uk](mailto:localplan@hillingsdon.gov.uk)
- By post to: Planning Policy Team, 3N/02, Residents Services, Civic Centre, High Street, Uxbridge, UB8 1UW.
- By fax to: 01895 250 223 marking your response for the attention of the Planning Policy Team.

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 submitted by 5.00 pm on Tuesday 04<sup>th</sup> November 2014. Comments received after the end of the publication period do not have the right to be considered.

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## 1. INTRODUCTION

1.1 The Hillingdon Local Plan: Part 1: Strategic Policies was adopted in November 2012 and is the key strategic planning document for Hillingdon. It sets out a long-term spatial vision and objectives for the Borough, what is planned to happen, where and how it will be achieved. Hillingdon is now moving to the next stage in the planning process – to identify actual sites and provide a framework of development management policies to ensure sustainable growth in the borough.

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

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

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

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

**Chapter 5 - Historic and the Built Environment:** sets out policies to ensure the protection of Hillingdon's heritage and all aspects of the built environment. This chapter also contains policies related to householder development.

**Chapter 6 - Environmental Improvements:** contains a range of policies related to environmental protection including sustainable design standards, air, water and land quality, the natural environment and green belt.

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

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

### Status of Development Plan Documents

1.3 The National Planning Policy Framework (NPPF) re-affirms the Government's commitment to a plan-led system. The adopted Local Plan and the published London Plan together form the 'development plan' for the London Borough of Hillingdon. Section 38(6) of the Planning and Compulsory

Purchase Act 2004 makes clear that determination of planning applications must be made in accordance with the development plan unless material considerations indicate otherwise.

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

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

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

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

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

### Hillingdon's Local Plan

1.5. Once adopted, the Development Management Policies and Site Allocations documents will be combined with the Local Plan Part 1: Strategic Policies to form Hillingdon's Local Plan. Part 3 (5) (a) of The Town and Country Planning (Local Planning) (England) Regulations 2012 (the "Regulations") states that:

*Local Development Documents will include any document prepared by the Local Planning Authority and will contain one or more of the following statements:*

- i). the development and use of land which the local planning authority wish to encourage during any specified period;*
  - ii). the allocation of sites for a particular type of development or use;*
  - iii. any environmental, social, design and economic objectives which are relevant to the attainment of the development and use of land mentioned in paragraph (i);*
- and*
- iv.) development management and site allocation policies, which are intended to guide the determination of applications for planning permission.*

Part 3 (6) of the Regulations states that any document referred to in regulation 5(1) (a) (i) (ii) or (iv) is a local plan. The Council's Local Plan Part 1 – Strategic Policies and Local Plan Part 2 (Development Management Policies, Site Allocations and Designations document and Policies Map) will be consistent with parts i, ii and iii and once adopted, will constitute the Local Plan for Hillingdon.

### **Supporting Technical Reports**

1.6 In line with EU and UK requirements, a sustainability appraisal (SA) (incorporating a Strategic Environmental Assessment) has been undertaken alongside policy preparation. The overall aim is to ensure that the preparation of the DMLP contributes to the achievement of sustainable development. This has involved a separate and concurrent evaluation of the policies, options and reasonable alternatives. The SA highlights the key social, economic and environmental impacts and identifies mitigation and avoidance measures to ensure effective implementation. The SA has contributed towards the reasoning and refinement of policies and is subject to public consultation. The SA is available to view as a separate document.

1.7 An Equalities Analysis Assessment (EAA) of Part 2 has been prepared by the Council. An EAA is the process of systematically analysing a proposed or existing policy or strategy to identify what effect, or likely effect, will follow from the implementation of a policy for different groups in the community. Local authorities have a duty under race, disability and gender legislation to carry out an EAA of their Local Plans. The assessment seeks to ensure that, as far as possible, any negative consequences for a particular group or sector of the community are eliminated, minimised or counterbalanced by other measures. The EAA highlights key issues needing further consideration and the recommendations were used in the preparation of the policies in Part 2.

## 2. THE ECONOMY

### BACKGROUND

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

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

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

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

### EMPLOYMENT

#### Designated Employment Sites

2.5 Hillingdon has four Strategic Industrial Locations (SILs), which are protected by policy 2.17 of the London Plan as being the main reservoirs of industrial land in the borough. SILs fall into two broad categories:

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

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

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

2.7 The uses permitted on locally designed employment sites are comparable with the different categories of SIL. LSIS are primarily for industrial activities, LSELS have more flexibility to accommodate ‘business park’ type activities. The Council expects proposals in LSELS to promote a high quality business environment that respects local amenity. Particular attention should be given to building design and landscaping. Depending on the PTAL, proposals in some LSELS will be required to address issues of accessibility, including the provision of travel plans where appropriate.

2.8 In addition to ‘B’ class uses, the Council may also permit proposals for appropriate small and medium sized enterprises and small scale “walk to” services for industrial occupiers, such as workplace crèche or cafes on SILs and locally designated sites. Proposals for these uses should be discussed with the Council in advance of the submission of a planning application.

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<sup>1</sup> London Plan 2011 para 2.79

**Policy DME1: Employment Uses In Designated Employment Sites**

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

**B) The Council will support industrial and warehousing uses (use classes B2-B8) and Sui Generis uses that are appropriate in an industrial area within Locally Significant Industrial Sites (LSIS).**

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

**D) Other uses will be acceptable in LSIS and LSES only where:**

- There is no realistic prospect of the land being used for industrial or warehousing purposes in the future; and
- Sites have been vacant and consistently marketed for a period of 2 years; and
- The proposed alternative use does not conflict with the policies and objectives of this plan.

**(E) Development adjacent to SILs, LSISs and LSEs must be located and/or designed so as to not to compromise the integrity or operation of these employment areas by inappropriate location of sensitive uses, inadequate mitigation measures, (in particular for noise, vibration and light), configuration of access arrangements or any other activity which may inhibit, or cause the loss of employment land.**

**Employment Uses Outside SILs, LSISs and LSEs**

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

2.10 As a first principle the Council will aim to retain employment uses on non designated sites to meet the needs of different sectors of the economy, provided that they meet other relevant requirements of the Local Plan and mitigate any issues in relation to traffic, congestion, parking, noise, emissions, vibration, lighting or other potential adverse impacts on neighbours.

2.11 Proposals for changes to a non-employment use will only be supported where it can be demonstrated that the site is unable to be used for employment purposes and that the new proposal better meets the objectives of the Local Plan.

#### **Policy DME2 Employment Sites Outside Designated Employment Areas**

**Proposals which involve the loss of industrial floorspace or land outside of designated industrial and business areas will normally only be permitted if:**

- the existing use negatively impacts on local amenity, through disturbance to neighbours, visual intrusion or has an adverse impact on the character of the area; or
- the site is unsuitable for industrial reuse or development because of its size, shape, location or lack of vehicular access; or
- Sufficient evidence has been provided to demonstrate there is no realistic prospect of land being reused for employment purposes in the future\*; or
- The new use will not adversely affect the functioning of any adjoining employment land; or
- The proposed use does not conflict with other policies and objectives of the Local Plan and better meets the Local Plan's objectives.

*\*Note that sufficient evidence should include details of marketing of the site for a period of 2-5 years (depending on location). In this regard reference should be made to the industrial Site Retention/Release criteria (see 4.14 – 4.16) in the London Plan's land for Industry and transport Supplementary Planning Guidance.*

#### **Accommodation for Small and Medium Sized Enterprises (SMEs)**

2.12 A vital aspect of assisting new businesses both to start up and to grow is ensuring an adequate supply of suitable accommodation. Small businesses are acknowledged to be important in maintaining a strong economy, providing the seed bed for future larger businesses. This principle is reflected in the London Plan and in the National Planning Policy Framework.

2.13 The Council aims to maintain and wherever possible improve the provision of SME accommodation. Part 1 Policy E6 encourages affordable accommodation for small and medium businesses in appropriate sustainable

locations. As part of major employment proposals, the provision of smaller units will be sought in appropriate locations.

2.14 In applying this policy the Council will take into account any evidence indicating a need for accommodation for small and medium sized firms and the scale of any new development proposed. The Council will encourage proposals to provide a range of unit sizes and proposals which are designed flexibly so as to accommodate a range of uses.

### **Office Development**

2.15 The most recent London Office Policy Review (2012) (LOPR) highlights the poor performance of the Outer London office market in recent years. However, not all Outer London office centres are in structural decline. West London provides, and will continue to provide, primary locations for office development including Stockley Park and Uxbridge. It is also noted however that these centres have suffered recessionary pressures on rental values.

2.16 Overall the LOPR indicates that the pipeline supply of offices exceeds demand in Hillingdon. This supports the case for the managed conversion of surplus capacity in accordance with policy 4.2 of the London Plan. The conversion of offices will be supported, subject to the provisions of other policies in this plan.

2.17 The Council will require new proposals for offices to be appropriately served by public transport and a travel plan will be required for qualifying developments to reduce dependency on the private car. For Stockley Park in particular, proposals should include measures to improve accessibility by public transport, walking and cycling to reduce car dependence. Public Transport improvements should improve north-south links and also links to Hayes and West Drayton town centres.

2.18 Office proposals as part of mixed use schemes may be appropriate in accessible locations in town centres outside the primary frontage. The Local Plan Part 1 identifies Hayes town centre as being suitable for smaller scale offices as part of mixed use regeneration schemes. Yiewsley and West Drayton are identified as being suitable for mixed use development with modern business accommodation, including affordable business units.

2.19 The Local Plan Part 1 Policy E2 directs office development to three core areas of Uxbridge town centre, Stockley Park and Heathrow Perimeter.

### **Uxbridge**

2.20 Businesses are attracted to Uxbridge due to its good road access, the quality of the townscape and service provision, availability of suitable premises, Brunel University and the local skills base. Issues constraining



growth include a shortage of good quality stock available in the town and problems with car parking ratios. In particular, relatively low parking allowances for new office developments in Uxbridge have been considered to affect it in terms of competition with centres outside Greater London. Parking provision for offices in Uxbridge will be considered against the requirements of Appendix A, taking into account its outer London location.

### **Stockley Park**

2.21 Stockley Park has a reputation as being one of Europe's premier business parks, occupying 150 acres with 25 buildings, which accommodate over 165,000 sqm of high quality offices. The site will retain its importance as a key outer London office location over the period of the plan. Opportunities to expand employment opportunities and to include a hotel to add to the Park's offer are noted in Part 1. As it is an out of town location, any further growth will need to address sustainable transport provision as well as an appropriate level of car parking.

### **Heathrow Perimeter**

2.22 Heathrow attracts major hotels, offices, employment, hotel and airport related uses, all of which compete for sites in this location. To ensure the most sustainable outcomes, airport related uses are intended to be located within the airport boundary and other activities are directed to appropriate locations around the perimeter. The most suitable locations for offices are identified as being the Bath Road, BA Waterside, Harmondsworth and the South West Road.

### **Policy DME3: Office Development**

**A) The Council will seek to accommodate the majority of planned office floorspace growth in Uxbridge town centre, Stockley Park and the Heathrow perimeter.**

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

- i. the scale of provision is appropriate to the role and function of the town centre, subject to other relevant policy considerations; and**
- ii. The mixed use element of the scheme is outside of a designated primary retail frontage.**

**C) Proposals for any loss of office floorspace in the areas identified in A) above will be supported where the building is no longer fit for purpose, having regard to:**

- i. The age and condition of the building and the potential refurbishment; and
- ii. The existing layout of the building and potential adaptation to smaller/ more flexible office units; and
- iii. The needs of potential occupiers in the local office market; and
- iv. Evidence that the site has been continuously vacant for a minimum period of 12 months; and
- v. Evidence of continuous attempts to market the site over the period of vacancy.

**D) The loss of office floorspace in areas of the borough not identified in A) above including in designated centres, will be supported, subject to the provision of evidence of continuous vacancy and marketing over a 12 month period.**

## **TOURISM AND VISITOR FACILITIES**

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

2.24 Hillingdon's Tourism Strategy identifies the benefits to be gained from linking tourism development with regeneration schemes and the enhancement of the historic and natural environment in the borough. The strategic policies of Hillingdon's Local Plan Part 1 and in particular Policy E7 (Raising Skills), reflects this approach by linking tourism development with access to training and new jobs for local people. The Council will secure strategies with developers to maximise employment and training opportunities for local residents from qualifying developments through the Planning Obligations SPD.

### **Visitor attractions**

2.25 Hillingdon offers a range of specific tourist destinations and reasons to visit the borough. Firstly, there is a substantial hotel industry based around the international tourist and business traveller destination of Heathrow Airport. The development of new hotels is addressed in policy DME6 below. However, the Council will seek to ensure good public transport links between visitor accommodation, visitor attractions and other key destinations in the borough.

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

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

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

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

- The RAF Uxbridge Battle of Britain WWII Bunker;
- Nature based attractions including the walking, cycling and bridleways of the Colne Valley Park, the Grand Union Canal and the Willow Tree Marina, Yeading;
- Ruislip Lido and the Woodland Centre;
- Golf courses including Haste Hill, Northwood, Ruislip, Uxbridge and Stockley Park;
- the Hillingdon Sports and Leisure Complex including the 50m indoor pool and the listed lido; and
- A number of historical features including inns, barns and churches.

#### **Policy DME4: Visitor Attractions**

**The Council will support, in principle, proposals that enhance the visitor offer in the Borough, subject to:**

- **No deleterious impact on neighbouring land use by noise, traffic and congestion, visual intrusion, safety, loss of privacy or amenity;**
- **Provision of access by sustainable transport, together with an appropriate level of onsite parking;**

- Improvement and enhancement of the environmental attributes of the site;
- Provision of a high standard of building design, consistent with the amenity of the area, that respects local architectural form and responds to and enhances features of environmental, historic or cultural significance and addresses inclusive access;
- For employment generating development, an agreement in relation to employment and training for local people in accordance with the requirement of the Planning Obligations SPD; and
- Consistency with other policies of this DPD in particular, environmental improvement and the historic and built environment.

### Hotels and Other Visitor Accommodation

2.30 Hillingdon holds 7% of London's estimated hotel stock. This is the highest proportion by borough outside of Central London. The hotel industry based around Heathrow Airport is the main contributor to this and a significant part of Hillingdon's economy. In 2012 there were 11,500 rooms in Hillingdon, with the majority of accommodation located near the airport, adjacent or south of the M4 and in the vicinity of Hatton Cross. On a smaller scale there are also guest houses, B&B's and non-graded hotels, which in 2006 made up approximately 381 rooms in the Borough on 37 sites.

2.31 London Plan Policy 4.5 sets a London-wide target to achieve another 40,000 additional bedrooms by 2031 and a borough-wide target for Hillingdon to deliver 3,800 new bedrooms over the same period. In addition to hotel rooms these targets can be met through other forms of visitor accommodation, such as guest houses, bed and breakfast accommodation and extensions to appropriately located public houses.

2.32 Interconnected with the hotel industry is the conference market. Many of Heathrow's hotels offer a range of conference facilities. The inclusion of these facilities as part of hotel proposals, or as individual proposals, subject to compliance with other development management policies is sought in the town centres.

2.33 The Heathrow area is subject to specific pressures for land uses related to the airport, which include a mix of industrial, warehouse and storage, offices and tourist development. Policies in Part 1 of the Local Plan set a requirement to ensure that airport related development remains within the airport boundary and does not put pressure on the Green Belt in terms of encroachment.

2.34 New hotels should not be developed on designated employment land around Heathrow. Additionally, the Heathrow area is subject to pressure for off-site airport-related car parking. To ensure that wider objectives in terms of sustainability and air quality are met, car parking for hotel proposals should be for hotel guests only and not accommodate unrelated vehicles.

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

#### **Policy DME5: Hotels and Visitor Accommodation**

**The Council will support a range of visitor accommodation, conference and related uses in accessible locations as specified in Policy E2 of Part 1 of the Local Plan, subject to:**

- **A high standard of building and site design, including landscaping and placement of signage that makes a positive contribution to local amenity and the streetscape;**
- **Provision of an accessible layout and rooms in accordance with policy DME13;**
- **No adverse impact on nearby land uses or on the amenity of either adjoining occupants or proposed occupants by virtue of noise, lighting, emissions, privacy, overlooking, any other potential nuisance, parking or traffic congestion;**
- **Consistency with BREEAM “Very Good” standard and other policies of the Local Plan in particular, built environment, sustainability and transport; and**
- **For employment generating development\*, an agreement in relation to employment and training for local people in accordance with the requirement of the Planning Obligations SPD.**

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

2.36 The provision of visitor accommodation that is accessible to all has been identified as an issue in London. The London-wide Hotel Demand Study (2006) identified a very limited supply of accessible accommodation for disabled people and a number of issues regarding its provision. The London

Plan Policy 4.5 identifies a minimum of 10% of new visitor accommodation to be wheelchair accessible.

2.37 The Council will require development to meet the requirements of its Accessible Hillingdon SPD. Additionally, an Accessibility Management Plan (AMP) is to be required for visitor accommodation of over 10 rooms. An AMP is separate to and compliments a Design and Accessibility Statement by outlining amongst other matters “soft” measures (such as management, alarms) which may not be able to be addressed in the building design. The AMP should ensure that the management and operation of facilities are considered from the onset and that accessibility and inclusion are monitored and maintained throughout the life of the development.

#### **Policy DME6: Accessible Hotels and Visitor Accommodation**

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

- **A Design and Access Statement to be submitted with the planning application to demonstrate the proposal’s consistency with the principles of inclusive design, and**
- **For proposals of ten rooms or more, an Accessibility Management Plan to ensure that management and operation of facilities are considered from the onset of design. As a minimum, the principles of the AMP should be submitted with the planning application.**

**B) The Council will require 10% of hotel rooms to be accessible to wheelchair standard for proposals of 10 rooms or more. In particular, accessible rooms should:**

- **be located along accessible routes; close to lifts on upper floors and close to the reception on the ground floor;**
- **be situated so that they have equal access to views enjoyed from standard bedrooms;**
- **cater for a wide range of disabilities and provide appropriate facilities to address this such as en-suite bathroom, manoeuvring space for a mobile hoist (where ceiling hoists are not installed) and ensure walls are capable of supporting the required fittings, e.g. grab rails and drop down support rails and where possible, be provided with a connecting door to an adjoining room for use by someone assisting.**

### 3. TOWN CENTRES

3.1 Hillingdon’s town centres are crucial to the social, economic and environmental wellbeing of the borough. They provide local communities with a sense of individual identity and being focused on public transport links, they provide a basis for sustainable urban living. As a result of competition both from other town centres and from out of town retail developments, and also due to the changing retail behaviour of residents (with an increasing use of internet shopping), many town centres are now looking to diversify their roles. It is however important to sustain and where possible enhance the vitality and viability of the borough’s town centres.

3.2 Guidance for Hillingdon’s town centres is set out in accordance with the NPPF which identifies that planning policies for town centres should be positive, promote competitive town centre environments and set out policies for the management and growth of town centres over the plan period.

#### Hierarchy of Centres

3.3 The NPPF states that local planning authorities should define a network and hierarchy of centres that is resilient to anticipated future economic changes. Hillingdon’s established hierarchy is anchored by its Metropolitan centre Uxbridge, which has built on its retail, economic and locational strengths to expand onto the former RAF Uxbridge site. The borough has five District level centres, the largest being at Hayes and Yiewsley - West Drayton in the south of the Borough, where the new Crossrail stations are expected to bring significant regeneration opportunities. The remaining District level centres are at Green Lane (Northwood), Eastcote, and Ruislip. Additionally, there are ten neighbourhood or local centres further classified into Minor centres or smaller Local Centres. A number of local parades complete the hierarchy.

3.4 Map 5.3 in Part 1 of the Local Plan outlines the hierarchy of town centres.

**Table 1.1 - Centres description**

Centre	Town	London Plan Description
<b>Metropolitan Centre</b>	• Uxbridge	Serves wide catchments which can extend over several boroughs and into parts of the wider South East region. Typically they contain at least 100,000 sqm of retail floorspace with a significant proportion of high-order comparison goods relative to convenience goods. These centres

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

**Scale and function of centres**

3.5 The NPPF and the London Plan establish a policy of “town centres first” for development proposals. The NPPF establishes certain land uses that are main town centre uses and sets out provisions for the local planning authority to allocate suitable sites in town centres as a first principle, then edge of centre, then other accessible locations that are well connected to the town centre. It also requires that the local planning authority set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres. This is reflected in the London Plan through Policy 4.7 which promotes town centres first, followed by



accessible sites on the edge of centre and discourages out of centre proposals.

3.6 Threats to the vitality and viability of town centres are identified as a key planning challenge in the Hillingdon Local Plan Part 1. To address this, main town centre uses are directed to town centres, appropriate to the scale and function of the centres in accordance with the London Plan and NPPF. Out of centre or inappropriately located proposals that have the potential to negatively impact on the vitality of centres and on traffic and transport are discouraged through the Local Plan Part 1.

3.7 London Plan Policy 2.15 (d) states that development proposals in town centres should be in scale with the centre. In ascertaining scale and suitability of the proposal to a centre, consideration should be given to the consistency of proposals with the definition of the centres in Table 1.1 above. Proposed development should:

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

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

3.9 In order to protect the Borough's shopping hierarchy and the integrity of local parades, the Council will require an impact assessment for any retail proposal not within the town or district centre which exceeds 200 square metres gross retail space. Development proposals for individual or combined main town centre uses in out of centres locations with 1000 square metres or more will be required to provide an impact assessment.

**Policy DMTC 1: Town Centre Developments**

- A) The Council will support 'main town centre uses' where the development is:**
- i) consistent with the scale and function of the centre and**
  - ii) consistent with other policies of the Local Plan**
- B) Proposals for 'main town centre uses' in out of centre locations will only be permitted where:**
- i) there is no harm to residential amenity**
  - ii) it has been clearly demonstrated that there are no appropriate town centre sites available**
  - (iii) it has been clearly demonstrated that there are no appropriate edge of town centre sites available**
  - (iv) it has been clearly demonstrated that there will be no deleterious impact on existing town centres. As part of this assessment an impact assessment will be required for the following proposals:**
    - For over 200 square metres of gross retail space, and**
    - for all other main town centre centre uses individually or in combination, a threshold of 1000 square metres.**

**Metropolitan, District and Minor centres**

3.10 Ensuring the viability of Hillingdon's retail centres by managing their land uses is considered integral to the economic and social prosperity of Hillingdon. Vibrant town centres need to have a "critical mass" appropriate to their role in the network and an appropriate level of diversity of retail development to attract consumers of all ages and backgrounds on a regular basis at different times of the day and throughout the year. The NPPF outlines that local planning authorities should define the extent of town centres and primary shopping areas based on a clear definition of primary and secondary frontages in designated centres and set policies which make it clear which uses will be permitted in such locations.

3.11 Whilst seeking to encourage a range of uses into the Borough's town centres, the Council has divided them up into the following areas in order to emphasise their retail function:

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

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

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

3.14 The town centre boundaries as set out in the former Unitary Development Plan were reviewed and updated. As a result of this work, the Uxbridge town centre boundary is extended onto the former RAF Uxbridge and into the Highbridge Industrial Estate. Boundaries for Ruislip Manor and Harefield have also been amended. The town centre boundaries including primary and secondary areas are defined in Appendix B.

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

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

- i) a minimum of 70% of the frontage is retained in retail use; and
- ii) A5 hot food takeaways are limited to a maximum of 15% of the frontage; and
- iii) the proposed use will not result in a separation of Class A1 uses of no more than 12m interruption in frontage of A1 shops or a concentration of non retail uses which could be considered to cause harm to the vitality and vibrancy of the town centre; and
- iv) Compliance with other relevant policies of the Local Plan.

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

- i) a minimum of 50% of the frontage is retained in retail use and
- ii) A5 hot food takeaways are limited to a maximum of 15% of the frontage; and
- iii) the proposed use will not result in a separation of Class A1 uses of no more than 12m interruption in frontage of A1 shops or a concentration of non retail uses which could be considered to cause harm to the vitality and vibrancy of the town centre; and
- iv) Compliance with other relevant policies of the Local Plan.

### Local Centres and Local Parades

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

3.16 The Local Planning Authority will resist proposals that would result in the loss of a Class A1 shop use in core areas and will examine very closely similar proposals for other parts of these centres.

3.17 The Borough hierarchy also includes local shops and Local Parades, which fulfil a convenience shopping function. The list of Local Parades is in Table 1.2. These parades or local shops are retained to meet the day to day

shopping needs of local residents, minimise the need to travel by car or public transport and address wider social, inclusion and accessibility objectives. The following uses are considered important at the local level - chemist, post office counter, grocer, baker, butcher, greengrocer and newsagent and are referred to as essential shops.

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

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

Table 1.2: Local Parades

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

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

- A) The Council will protect Local Centres and resist proposals that may impact on their vitality and viability by:**
- i) ensuring the retention of Class A1 shops in the Core area,**
  - ii) Allowing proposals for change of use of an A1 shop outside the Core, subject to the following provisions:**
    - (a) the centre as a whole includes essential local shop uses sufficient in number, range and type to serve the surrounding residential area; and**
    - (b) The proposed use does not provide a local service; and**
    - (c) compliance with other relevant policies of the Local Plan including traffic and parking provisions.**
  - ii) Ensuring proposals are consistent with the scale and function of the Local Centre.**
- B) The Council will protect and enhance the function of local shopping parades by retaining uses that support their continued viability and attractiveness to the locality it serves. In considering applications for changes of use of shops it will ensure that:**
- i) The parade retains sufficient essential shop uses to provide a range and choice of shops appropriate to the size of the parade and its function in the Borough shopping hierarchy**
  - ii) At least of 50% of the Parade is retained as A1 shops; and**
  - iii) A5 hot food takeaways are limited to a maximum of 15% of the frontage; and**
  - iii) The surrounding residential area is not deficient in essential shop uses.**

**Location and concentration of town centre uses**

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

amenity of an area or negatively impact on the health and wellbeing of the borough's residents.

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

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

#### Betting shops

3.23 The draft London Plan town centres SPG identifies the need to control the proliferation of betting shops (Class A2) and to address the implications this can have on maintaining the vitality and viability of town centres and protecting amenity and safety. It highlights the issues affecting amenity and the continued success of town centres which justify planning authorities to consider the merits of proposals for betting shops .

3.24 As an A2 use, betting shops can occupy former offices or banks and currently do not require planning permission to convert from A1 (shops) or A3 (restaurants) uses. For any new planning proposals the Council will consider impacts on amenity, concentration of similar uses, security of the locality and proximity to sensitive uses.

#### Restaurants and Takeaways

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

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

3.27 Ducting and ventilation equipment can cause noise and nuisance (from noise, odours and emissions) to neighbours and when inappropriately or retrospectively placed, can impact on the visual amenity of the street frontage, or on the building or surrounds. This is of particular relevance for listed buildings and conservation areas. Proposals for A3/A5 uses requiring



ventilation or ducting equipment should include the details of this as part of the application to ensure that the Council can assess the acceptability of the proposals. As a guide, exterior ducting should be placed so as not to impact on the streetscape or amenity of the area and consideration is required as to the impacts on any adjoining residential uses. Proposals involving listed buildings and conservation areas require careful consideration.

#### Night time economy

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

3.29 However evening and night time uses can also be associated with noise, crime, antisocial behaviour, community safety problems and detrimental effects on public health which without appropriate management and mitigation impacts on the quality of life of local residents. The key issues are likely to include noise from patrons arriving and leaving on foot and by vehicle, interior noise and noise from exterior seating or standing areas and potential for odour and emission nuisance to neighbours from inappropriately located outdoor smoking areas, exhaust vents and refuse areas. Other impacts can be on the safety and security of an area.

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

#### Minicab offices

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

#### **Policy DMTC 4: Location and concentration of town centre uses**

**A) Proposals for restaurants and hot food takeaways, drinking establishments, betting shops, night clubs, casinos, amusement centres and other similar uses will only be supported where it is clear that they:**

- i) would not result in adverse cumulative impacts due to an unacceptable concentration of such uses in one area;**
- ii) would not cause unacceptable disturbance or loss of amenity to nearby properties by reason of noise, odour, emissions, safety and security, refuse, parking or traffic congestion;**

iii) would not detrimentally affect the character or function of an area by virtue of the proposed use or visual impact;

**B) Proposals for restaurants and hot food takeaways, drinking establishments, betting shops, night clubs, casinos, amusement centres and other similar uses will be resisted where they are in proximity to schools or sensitive community uses.**

### Shopfronts

3.32 The design of new shopfronts and alterations to existing shopfronts, together with any associated fascia and advertising is important to the appearance of the individual property, to the character and appearance of shopping areas and provides visual links between the ground floor shops and the street. Widespread use of inappropriate materials and standardised shopfront designs has led to a loss of local distinctiveness and a negative impact on historically important buildings.

3.33 The Council will expect well-designed accessible shopfronts that respect the character of the area and the architectural unity and integrity of the shop building of which they form a part. New shopfront designs should also take into account the appearance of neighbouring shopfronts in terms of fascia lines, stall riser heights, materials and other architectural features. Where the traditional design and materials remain in a shopfront, sensitive repairs should be considered wherever feasible.

3.34 Shop signage, including projecting signs and illumination, which is poorly designed and sited, can have an adverse impact on the character of the area. Similarly roller shutters that are badly designed can attract graffiti and increase the perception of crime. Sufficient details regarding shopfronts should therefore be provided at the planning application stage to enable the proposal to be assessed in the light of the policy below.

#### Policy DMTC 5: Shopfronts

**A) New shopfronts and alterations to existing shopfronts will be required to demonstrate a high quality of design, which complements the original design, proportions, materials and detailing of the building of which it forms a part and the surrounding street scene.**

- B) The Council will resist the removal of shopfronts of architectural or historic interest, particularly those listed on the Register of Locally Listed Buildings.**
- C) New shopfronts must be designed to allow equal access for all users.**
- D) Inset entrances on shopfronts should be glazed and well-lit to contribute to the attractiveness, safety and vitality of the shopping area and avoid blank frontages to the street.**
- E) Shop signage will generally be limited to the strip above the shop window and below the upper floor, plus one projecting sign. Proposals for further advertising additional to the shop name will be resisted.**
- F) Illumination to shopfronts must be sited and designed to avoid any visual intrusion from light pollution to adjoining or nearby residents. Flashing internal or external lighting and/or internally illuminated box lights will not be permitted.**
- G) Blinds, canopies and shutters, where acceptable in principle, must be appropriate to the character of the shopfront and its setting. External security grilles will not normally be permitted, unless they are of good quality design.**



## 4. NEW HOMES

### Introduction

4.1 The National Planning Policy Framework (2012) requires local planning authorities to plan for housing to meet projected needs, identify the mix of housing required and where affordable housing is needed, to set policies to meet that need in a way that contributes to the objective of creating mixed and balanced communities.

4.2 The Local Plan Part 1 contains a borough-wide framework of strategic policies to meet the housing targets and objectives of the NPPF and the London Plan. Policy H1 provides a mechanism to deliver Hillingdon's annual monitoring target of 425 units. Affordable housing matters and issues of housing need are addressed at policy H2. Finally, policy H3 contains the criteria used to assess gypsy and traveller pitch provision.

4.3 The Council's priority to address housing needs and deliver sustainable housing growth has been carried forward in the Local Plan Part 2. The Site Allocations document identifies specific sites for residential development, to provide 5 years' worth of housing supply. This DMPD contains detailed policies to deliver housing targets and the right type of affordable housing, in a way that does not have an adverse impact on local amenity or character.

### Safeguarding Existing Housing

4.4 In order to meet projected housing needs, the Council aims to resist the loss of residential accommodation within the Borough by means of policy DMH1. For the purposes of this policy, residential accommodation includes Houses in Multiple Occupation (HMOs), Student Accommodation and other uses falling into use classes C3 and C4.

4.5 In addition to resisting the net loss of residential accommodation, proposals to combine separate flats within an original house or purpose built block to create family sized housing (3+ bedrooms) will be supported as this does not result in the net loss of residential floorspace and provides much needed family sized accommodation. Proposals related to the conversion of residential properties should take account of policy DMH4.

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

**Policy DMH1: Safeguarding Existing Housing**

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

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

**i) Car parking standards can be met within the curtilage of the site without being detrimental to the street scene;**

**ii) All units are self contained with exclusive use of sanitary and kitchen facilities and provided with individual entrances and internal staircases to serve units above ground floor level.**

**iii) Adequate amenity space is provided for the benefit of residents.**

**iv) Adequate living space standards are met.**

**v) It complies with all other policies in this plan.**

**Housing Mix**

4.7 The 2011 Census shows a mismatch between dwelling size and household size, with 60% of households living in dwellings containing five or more habitable rooms, but only 24% of households having four or more people. 60% of households contain only one or two persons. Projections envisage that the general trend towards smaller households will continue, particularly amongst elderly persons living alone.

4.8 The Council is of the view that a significant proportion of this need could be met through the provision of one and two bed units in town centres. These units are most likely to be provided in the form of flats above shops, suited to those who wish to live in close proximity to town centre uses, employment opportunities and to public transport. However, the Council will also continue to support the provision of a proportion of smaller units in out of centre locations, to meet the needs of those who wish to pursue quieter lifestyles.

4.9 Notwithstanding the conclusions of the census data analysis the Council's Housing Market Assessment notes that for affordable housing, the Council may wish to pursue a split of 40% smaller 1 and 2 bed dwellings and 60% larger three and four bed properties. The particular balance of housing types and sizes for different types of tenure is set out in the following table:

Tenure	1 bed %	2 bed %	3 bed %	4+ bed %
<i>Private Market</i>	0	4	56	40
<i>Intermediate</i>	19	24	45	12.0
<i>Social/Affordable Rented</i>	20	7	48	25

#### Policy DMH2: Housing Mix

The Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need. Where this cannot be achieved the Council will require robust justification.

#### Office Conversions

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

4.11 Among the considerations for the release of surplus office premises is the age and condition of the building, recognising that older buildings may be obsolete and inefficient. Retro-fitting of obsolete office buildings for residential use often leads to compromised internal layouts, poor amenity and haphazard adaptations to the building exterior. The Council considers that, when the principle of residential use has been accepted, it is preferable for redundant office buildings to be comprehensively redeveloped, rather than converted.

#### Policy DMH3: Office Conversions

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

- i.) The conversion of offices provide cladding that is suitable to a residential building and in keeping with the character of the area;**
- ii.) Balconies and/or amenity spaces are designed into the development as integral facilities and the creation of well designed public realm and landscaping is demonstrated;**

iii.) Any additional functional features that are needed such as pipes, flues or communications equipment are grouped together and routed through existing features where possible, and kept off publicly visible elevations; and

iv). Proposed homes have dual aspect wherever possible (see Mayor of London's Housing SPG). A sole aspect home into a parking court or other shared use rear area will generally be unacceptable.

**B) All conversions will be expected to meet design criteria outlined elsewhere in this plan and to accord with the London Plan's minimum space standards.**

#### **Residential Conversions**

4.12 The conversion of single dwellings into more dwellings or the redevelopment of dwellings into new blocks of flats can enable more effective use of sites to be achieved. However this type of development must seek to enhance the local character of the area. Over the last decade, the experience in Hillingdon has shown that where there is a concentration of flatted accommodation, this has resulted in a range of problems including increased on-street parking and resultant congestion on roads; the loss of front gardens; reductions in privacy; significant changes to the street scene; and loss of families in the area which affects the community life of the area.

4.13 Policy DMH5 specifically deals with the conversion of properties into Houses in Multiple Occupation, hostels and secure accommodation.

#### **Policy DMH4: Residential Conversions**

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

**i) it is on a residential street where less than 10% of properties have been redeveloped into flats, including the number of houses which have been redeveloped for new blocks of flats. On residential streets longer than 1km the proposed redevelopment site should be taken as the midpoint of a 1km length of road to be assessed.**

**ii) it complies with all other policies in this plan.**



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

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

4.15 Intensive occupation of former family dwellings such as those used for student accommodation or as a HMO can have negative impacts on residential amenity within an area through increases in on-street and off-street parking, loss of front gardens, reductions in levels of privacy, alterations to the exterior of buildings and increased generation of refuse. The Council has a particular problem with excessive concentrations of HMOs in the Uxbridge South and Brunel Ward where an Article 4 direction has been imposed removing permitted development rights for HMO accommodation. The Council anticipates that other areas may also have similar intensifications of HMOs and intends to implement the approach set out in policy DMH5 below:

#### **Policy DMH5: Houses in Multiple Occupation (HMOs)**

##### **A) Borough Wide HMOs Policy:**

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

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

##### **B) Wards Covered by an Article 4 Direction re: HMOs:**

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

- i) it is in a neighbourhood area where less than 20% of properties are or would be exempt from paying council tax (or in the case of Conservation Areas 10%) because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs;**

ii) in Conservation Areas where less than 10% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs and the change of use does not form a consecutive HMO use in a street frontage;

iii) less than 15% of properties within 100 metres of a street length either side of an application property are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs; and

iv) the accommodation complies with all other planning standards relating to car parking, waste storage, retention of amenity space and garages and will not have a detrimental impact upon the residential amenity of adjoining properties.

#### Garden and Backland Development

4.16 In general, the Council will not accept proposals for developments on back garden land but proposals for development of backland sites in other uses will be considered subject to the criteria in policy DMH6 and other relevant policies.

4.17 The restrictive approach reflects the direct and indirect value of gardens contributing to local character, providing safe and secure amenity and play space, supporting biodiversity, helping to reduce flood risk and mitigating the effects of climate change, including the 'heat island' effect.

4.18 The London Plan recognises the contribution of gardens (especially back gardens) and suggests a presumption against their loss where it can be locally justified. The Council will restrict garden development where gardens make a significant contribution to local character, ecology and/or the general environment.

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

**Policy DMH6: Garden and Backland Development**

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

- rear garden land which contributes either individually or as part of a larger swathe of green space to the amenity of residents or provides wildlife habitats must be retained;
- neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;
- Vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;
- Development on backland sites must be more intimate in mass and scale and lower than frontage properties;
- Features such as trees, shrubs and wildlife habitat, which are important to character, appearance or wildlife must be retained or re-provided.

**Affordable Housing**

4.20 Policy H2 in the Local Plan Part 1 seeks to maximise the delivery of affordable housing from all sites. For sites with capacity for 10 or more units, the Council will seek to ensure that the affordable housing mix reflects housing needs in the borough, particularly the need for larger family units of 3 or more bedrooms.

4.21 The supporting text to policy H2 refers to a target to provide 35% of all new units as affordable housing in the borough, with a tenure mix of 70% social rented and 30% intermediate housing. In terms of unit size, 70 % of net need is for two and three bed accommodation, more than a fifth is for four bed accommodation and almost 7% is for one bed accommodation.

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

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

4.24 Where a proposed open market housing development is configured to provide less than 10 dwellings, the Council will make an assessment of the capacity of the site to accommodate additional housing. Similarly, where a larger development site is to be subdivided for planning application purposes such that each parcel delivers less than 10 dwellings, the Council will seek to apply the requirements of policy DMH7 to the site as a whole, even if an individual planning application relates to less than ten new dwellings.

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

#### **Policy DMH7: Provision of Affordable Housing**

##### **A) In accordance with policy H1 of the Local Plan Part 1**

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

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

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

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

- i.) sites that are artificially sub-divided or partially developed;
- ii.) phased developments. Where a housing development is part of a much larger development of 10+ units (gross), affordable housing will be required as part of the overall scheme;

iii.) additional units created through or subsequent amended planning applications, whereby the amount of affordable housing required will be calculated based on the new total number of units on the site. Affordable housing will be required where a development under the 10 unit threshold is amended to have over 10 housing units in total (gross);

iv.) proposals which fall below the 10 unit threshold, where densities fall below the minimum threshold in the London Plan Density Matrix and where dwelling sizes significantly exceed the space standards in policy DMHB 19.

F) In exceptional circumstances, a financial contribution will be required to provide affordable housing off-site where other sites may be more appropriate or beneficial in meeting the borough's identified affordable housing needs.

#### Sheltered Housing and care homes

4.26 There are a total of 34,385 people over the age of 65 in Hillingdon, out of which 14,797 (43%) are men, and 19,588 (57%) are women. The population in this age bracket is predicted to increase by 7.1% in the next 5 years. The population for persons aged 85+ is expected to experience a higher increase of 8% over the same period. These figures compare with a predicted 5% population increase for the rest of Hillingdon's population.

#### Policy DMH8: Sheltered Housing and Care Homes

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

i.) it would not lead to an over-concentration of similar uses detrimental to residential character or amenity;

ii.) it caters for need identified in a local Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;

iii.) the quality of accommodation meets at least the minimum relevant standards for that use;

iv.) the accommodation is fully integrated into the residential surroundings; and

vi.) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.

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

## 5. HISTORIC AND THE BUILT ENVIRONMENT

### HERITAGE ASSETS

5.1 Hillingdon's heritage assets include a wide variety of historic features including buildings, structures and associated spaces, parks, gardens and other landscapes and buried or submerged remains. Heritage assets can be designated or non-designated. Designated heritage assets include those of national importance such as Scheduled Ancient Monuments, Listed Buildings, Registered Parks and Gardens and Conservation Areas whilst non-designated assets are those which have been identified by the local planning authority as being of local importance, such as Locally Listed Buildings, Areas of Special Local Character, War Memorials listed in the Council's Gazetteer and sites included on the local register of Parks and Gardens.

5.2 The Council maintains a rolling programme of review and information on this, and the current lists of designated and non designated historic assets, can be found on its website at:

[www.hillingdon.gov.uk/planning/planning\\_policies\\_and\\_guidance/conservation\\_and\\_heritage](http://www.hillingdon.gov.uk/planning/planning_policies_and_guidance/conservation_and_heritage).

5.3 The National Planning Policy Framework (NPPF) describes heritage assets as an 'irreplaceable resource' and local planning authorities should 'conserve them in a manner appropriate to their significance'. The NPPF advises that the degree to which assets should be protected is determined by their significance. The significance of the heritage asset will need to take into account the importance of its setting as part of any assessment and this will apply whether the historic asset is designated or not.

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

5.5 Proposals affecting heritage assets will need to be justified, and the applicant will need to demonstrate an understanding of the significance of those assets in an accompanying Design and Access Statement and Statement of Significance. Similarly, application drawings will need to show an appropriate level of detail as to how the proposal would relate to the heritage assets and the street scene as a whole.

5.6 The impact of proposals affecting heritage assets will be assessed having regard to emerging and adopted supplementary planning documents, character appraisals, including the Council's Townscape Character Study and management plans and other relevant documents. Relevant design considerations will include proportion, scale, height, massing, bulk, alignment, materials, impact on historic fabric, floor plans, character features and relationship with the wider setting. The desirability of increasing understanding and interpretation of and public access to, heritage assets will also be taken into consideration.

5.7 Development which includes proposals for renewable energy technology must consider their impact on designated heritage assets and their settings. Energy proposals should either be carefully located to ensure there is no adverse impact on the asset or alternative solutions sought to address sustainability objectives. Proposals for renewable energy considered to impact detrimentally on a heritage asset or its setting will not be supported.

5.8 English Heritage must be consulted on certain applications relating to heritage assets and the Council are to have regard to their comments when determining those applications.

#### **Policy DMHB1: Heritage Assets**

**A) Development that has an effect on heritage assets will only be supported where:**

- i) it sustains and enhances the significance of the heritage asset and supports viable uses which add to the local character of an area and are appropriate to the conservation value of the asset; and**
- ii) it does not result in harm or loss of significance of the heritage asset.**
- iii) Any extensions or alterations should be designed in sympathy, without detracting from, or competing with, the heritage asset. Proposals should relate appropriately in terms of siting, style, scale, massing, height, design and materials.**
- iv) New buildings and structures within the curtilage of a heritage asset, or in close proximity to it, should not compromise its setting. Opportunities should be taken to preserve or enhance the setting, so that the significance of the asset can be appreciated more readily.**

**B) Development proposals affecting designated heritage assets need to take account of the effects of climate change without impacting negatively on the heritage asset. The Council may require an alternative solution which will protect the asset yet meet the sustainability**



**objectives of the Local Plan.****Scheduled Ancient Monuments (SAMs)**

5.9 Scheduled Ancient Monuments (SAMs) are monuments of national archaeological importance, statutorily protected under the Ancient Monuments and Archaeological Areas Act 1979. All works affecting a SAM require Scheduled Monument Consent and English Heritage consider such applications on behalf of the Council.

5.10 There are currently five Scheduled Ancient Monuments in the Borough as shown on Map 7.1 of the Local Plan Part 1. These comprise three mediaeval moated sites (Ickenham Manor; Pynchester Moat, Ickenham; and Brackenbury Farm), one early mediaeval motte and bailey castle (Ruislip) and one mediaeval park pale (Ruislip).

**Policy DMHB2: Scheduled Ancient Monuments**

**Scheduled Ancient Monuments and their settings will be required to be preserved. Development that would materially alter, or damage important archaeological remains of national importance will not be permitted unless there are very exceptional circumstances.**

**Archaeological Priority Areas and Archaeological Priority Zones**

5.11 In addition to Scheduled Ancient Monuments, Map 7.1 of the Local Plan Part 1 identified nine 'Archaeological Priority Areas' in the Borough, which are known to have deposits of Prehistoric or Saxon/Mediaeval date. An Archaeological Priority Area (APA) is an area, designated by the Council to protect buried archaeological remains from the adverse affects of development. All applications in APAs are referred to English Heritage who provide specialist advice on archaeology on the Council's behalf.

5.12 The recommendations and policy provisions contained within the Local Plan Part 1 were informed by a Stage 1 Archaeological Assessment, completed in June 2013. The Council has now completed Stage 2 assessment, which builds on this work and makes a number of recommendations to extend or reduce the size of existing APAs and APZs.

5.13 APAs will be regarded by the Council as a material consideration in the determining of planning applications. Applicants submitting proposals for development in these areas will be expected to assess the archaeological implications of these proposals, submitting a Method Statement with their application. Ground workings should not take place without appropriate

archaeological investigation and the recording and archiving of archaeological remains, all of which should be carried out to meet agreed research objectives.

5.14 In the event that the Council are minded to grant planning permission, developers or landowners should be prepared to enter into planning obligations to ensure that the funding, completion and reporting of archaeological investigations take place. Copies of archaeological reports should be made available to the Greater London Historic Environment Record, held by English Heritage. The latter is the most complete computerised database of designated and non-designated historic assets and sites of archaeological and historic importance within Greater London.

#### **Policy DMHB3: Archaeological Priority Areas and Archaeological Priority Zones**

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

#### **Listed Buildings**

5.15 Buildings are included on the Statutory List of Buildings of Special Architectural or Historic Interest by the Secretary of State, because they are judged to be of national architectural or historic interest under Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. In 2013, Hillingdon had 6 Grade I, 29 Grade II\* and 371 Grade II listed buildings.

5.16 Listed Building Consent (LBC) is required for the demolition of a listed building or for any alterations, internal or external, that would affect its special architectural or historic interest. Buildings are listed in their entirety, including interior features, floor plans, fixtures and fittings. In addition, the curtilage of the listed building and any structures, pre 1948, within its curtilage, are also deemed to be listed. The Council will also have regard to the protection of its setting when considering proposals on neighbouring sites.

5.17 Listed buildings may not be demolished, extended or altered in any way that, in the opinion of the Council, would affect its special architectural or historic interest, without the benefit of Listed Building Consent.

5.18 Works permitted under the Town and Country Planning General Permitted Development Order (as amended) for minor alterations and additions to residential properties may still require listed building consent even if planning permission is not required. There will be a presumption against demolition of a listed building, or the loss of any features of special architectural or historic interest which it possesses.

#### **Policy DMHB4: Listed Buildings**

**A) Applications for listed building consent and planning permission to alter, extend, or change the use of a statutorily listed building will only be permitted if they are considered appropriate in terms of the fabric, historic integrity and layout of the building and do not detract from its special architectural or historic interest. Any additions or alterations to a listed building should be sympathetic in terms of scale, proportion, detailed design, materials and workmanship. Applications should include a Statement of Significance which demonstrates a clear understanding of the impact of proposals on the significance of the listed building.**

**B) The demolition of a statutorily listed building will only be permitted in exceptional circumstances when every option for a viable future use has been exhausted. Full archaeological recording will be required as a condition of demolition.**

**C) Planning permission will not be granted for proposals which are considered detrimental to the setting of a listed building.**

#### **Locally Listed Buildings**

5.19 The Local List recognises buildings and structures of local architectural and historical importance which contribute to the unique character of the Borough. These buildings and structures will typically be of good quality design, may be historically significant, often comprise landmarks and are important to the local community.

5.20 Unlike Listed Buildings, buildings on the Local List do not enjoy statutory protection and are subject to normal planning controls under the Town and Country Planning (General Permitted Development) Order 1995 (as amended). These allow owners to undertake certain minor alterations to properties without the need to submit a planning application.

5.21 The inclusion of a property on the Local List does mean, however, that the Council will take into account the building's special local architectural or historic interest when considering planning applications for alterations and extensions. Any additions should be in keeping with the original building and

any new external features should harmonise with their surroundings. Applications involving the replacement of a building on the Local List will normally be refused, unless such works can be fully justified and a replacement building of suitable quality provided.

#### **Policy DMHB5: Locally Listed Buildings**

**Extensions and alterations to locally listed buildings will be expected to preserve their local identity and character. They should be of appropriate design, scale and materials. Their replacement will only be considered if it can be demonstrated that the community benefits of such a proposal significantly outweigh those of retaining the locally listed building. Applications should include a Statement of Significance which demonstrates a clear understanding of the impact of the proposals on the significance of the locally listed building.**

#### **Conservation Areas**

5.22 Conservation Areas are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. They are designated under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The character of Conservation Areas extends beyond the quality and design of their individual buildings to include a range of factors such as townscape and setting, street alignment, street furniture, public and private open spaces, trees and landscape and historical significance.

5.23 Hillingdon's Conservation Areas have been designated over a period of 35 years, the first being designated in 1970. They are distinguished by the quality of their architecture, historic interest, clear boundaries and well-defined character.

5.24 For a number of Conservation Areas, the Council has published appraisals and management plans which explain the significance of the area and describe those local characteristics which it is considered important to safeguard. Within Conservation Areas, normal 'permitted development' rights (permission granted automatically for certain works to single family dwelling houses) are restricted, enabling the Council to exert more control over the size, design and location of extensions and alterations.

5.25 In Conservation Areas developers should demonstrate in Design and Access Statements how development proposals have taken into account the special character of these areas and describe how these have informed their design approach. In considering schemes, the Council will exercise a presumption in favour of preserving or enhancing the character and

appearance of Conservation Areas. This will include consideration of design aspects of development proposals such as scale, massing, the quality of materials and architectural detailing. Consideration will also be given to townscape matters such as boundary treatments, street furniture, paving and road surfacing, signage, lighting and soft landscaping.

5.26 Trees in Conservation Areas are afforded protection as they and other landscape features often contribute to the special character of the Conservation Area. There is a requirement to give six weeks notice (a 'Section 211 notice') to the Council for proposals to prune, lop or fell a tree in a Conservation Area.

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

- extensions or alterations should not be out of scale with the original house, and should respect the property's original design;
- side extensions should normally be set back from the original building line;
- the original plan of the house should be respected, and there should be a relationship with the original form and proportions of the house;
- materials and detailing should match the existing property (eg. existing features, window shapes and sizes, brick arches and eaves details);
- boundary treatment should be in keeping with the street scene;
- backland development is unlikely to be acceptable; and
- shop-fronts should be of good quality design with appropriate advertisements and signage.

#### **Policy DMHB6: Conservation Areas**

**New development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance its significance by making a positive contribution to its character and appearance. In order to achieve this, the Council will:**

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

**B) resist the loss of buildings, street patterns, views, trees, open spaces or other features that make a positive contribution to the character or**

appearance of the Conservation Area; any such loss will need to be supported with a robust justification.

**C) Require planning applications to include a Design and Access Statement. This should demonstrate a clear understanding of the impact of the proposals on the significance of any heritage assets that are affected. Proposals will be required to support the implementation of improvement actions set out in relevant Conservation Area appraisals and management plans.**

### Areas of Special Local Character

5.28 Areas of Special Local Character (ASLC) are a local, non-statutory designation for areas having a local character and identity which the Council wishes to preserve. Designated on the basis of their local architectural, townscape or historic merit, the Council's approach is to only allow development which would be in keeping with this local character and the design and layout of the area as a whole.

5.29 Extensions should be subordinate in scale and should not be detrimental to the integrity or character of the original building. External materials and details of any extensions should reflect the materials, design features and architectural style predominant in the area and boundary treatment should be in keeping with the street scene. Additional development in the form of back-land development is unlikely to be acceptable..

### Policy DMHB7: Areas of Special Local Character

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

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

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

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

5.31 In the Copse Wood Estate, and the adjoining properties fronting the south-east side of Ducks Hill Road, most trees are protected by Tree Preservation Orders. The Council will normally refuse applications for tree felling unless the tree is in poor health.

**Policy DMHB8: Gatehill Farm Estate and Copse Wood Estate Areas of Special Local Character (and south east side of Ducks Hill Road)**

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

- i) Be constructed on building plots of a similar average width as surrounding residential development;**
- ii) Be constructed on a similar building line (formed by the front main walls of existing houses) and be of a similar scale, form and proportion as adjacent houses and reflect the materials, traditional roof design, design features and architectural style predominant in the area;**
- iii) Ensure that boundary treatment is unobtrusive and of the natural materials appropriate to the character and appearance of the estate;**
- iv) Ensure that new dwellings retain an absolute minimum of 1.5m to side boundaries;**
- v) Preserve the mature trees and landscaping of their settings;**
- vi) Development schemes on the south-east side of Ducks Hill Road should retain and reinforce existing landscaping close to and along the boundary with the Copse Wood Estate.**

**Registered Historic Parks, Gardens and Landscapes**

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

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

**Policy DMHB9: Registered Historic Parks, Gardens and Landscapes**

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

**War Memorials**

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

5.35 There are 72 War Memorials currently recorded in Hillingdon's War Memorials Gazetteer. Twenty-one are publicly accessible, for example town centre cenotaphs or grave yard crosses, whilst the majority of the remainder take the form of windows, wall tablets or other monuments in the Borough's churches.

**Policy DMHB10: War Memorials**

**Memorials and, where appropriate, their settings, should be protected, retained in situ, and be well maintained. Where new development would not permit its retention, the Memorial should be sensitively relocated.**

**Heritage at Risk**

5.36 English Heritage, as the Government's expert adviser on built heritage, is responsible for collecting and publicising information on the Heritage at Risk (HAR) Register and is advised on this by local planning authorities. The HAR Register includes listed buildings, Conservation Areas and Scheduled Ancient Monuments. Currently, in Hillingdon, there are 22 buildings, 2 Scheduled Ancient Monuments and 10 Conservation Areas identified in the London Heritage at Risk Register.



**Policy DMHB11: Heritage at Risk**

**Wherever possible the Council will seek to secure the repair and reuse of listed buildings and monuments and the enhancement of Conservation Areas on the Heritage at Risk Register, through negotiations with owners and through bids for external funding.**

**High Buildings and Structures**

5.37 For the purposes of this policy, high buildings and structures are those that are substantially taller than their surroundings causing a significant change to the skyline.

5.38 Policy BE1 of the Local Plan Part 1 identifies only two areas in the borough as being suitable to accommodate tall buildings, Uxbridge and Hayes. Development proposals for tall buildings outside of these areas will not be supported. This policy provides the basis to manage the pressure to provide tall buildings to facilitate development opportunities within the Borough.

5.39 The Council's Townscape Character Assessment confirms that Uxbridge and Hayes are the most suitable locations for tall buildings in the borough. However, the sensitivities of the townscape in both centres will be an important constraint on ultimate locations and heights. Outside of these two centres, the character of the borough makes it generally inappropriate for further tall/taller buildings.

5.40 High buildings and structures are likely to have greater impacts on their surroundings than other building types, due to impacts such as their significant visual impact, impact on the transport network, microclimate and surrounding occupant's daylight and sunlight. Town centres generally have a greater intensity of uses and density of development and are better able to sustain these impacts. Within town centre locations, it can also offer the potential to regenerate an area and identify and emphasise a point of civic or visual significance.

5.41 The criteria in section B of this policy should be read in conjunction with those set out in London Plan policy 7.7 and the relevant sections of the Council's Townscape Character Study. This policy provides additional detail which is important for Hillingdon's local context.

5.42 In order to enable assessment against the criteria under (B), the Council will require an Accurate Visual Representation to be submitted, which should show the proposal in near, middle and distant views including its appearance at street level. Much of the borough is constrained by height restrictions to ensure proposals will not be a potential hazard to aviation

safety, this is a critical issue to consider in the borough due to London Heathrow Airport and local RAF sites which remain operational.

#### **Policy DMHB12: High Buildings and Structures**

**Any proposal for high buildings and structures will be required to satisfy the criteria listed below:**

- i) It must be located in an area of high public transport accessibility;**
- ii) Be of a height and scale that is proportionate to its location and sensitive to the context of its surroundings;**
- iii) Achieve high architectural quality and innovation in the design of the building, including a demonstrated consideration of its scale, form, massing, footprint, proportion and silhouette, facing materials, relationship to other buildings and structures, the street network, public and private open spaces, watercourses and waterbodies, or other townscape elements;**
- iv) Provide a positive contribution to the skyline, when perceived from all angles during both the day and night;**
- v) Not adversely impact on heritage assets or local views, including their settings and backdrops;**
- vi) Present a human scale of development at the street level;**
- vii) Where residential uses are proposed, include high quality and useable private and communal amenity space and ensure an innovative approach to the provision of open space;**
- viii) Not adversely impact on the microclimate of the surrounding area, including the proposal site and public spaces;**
- ix) Not adversely impact on biodiversity or open spaces, including watercourses and waterbodies and their hydrology, as well as their settings and views to and from them;**
- x) Provide positive social and economic benefits and contribute to socially balanced and inclusive communities;**
- xi) Comply with Aviation and Navigation requirements and not interfere, to an unacceptable degree, with telecommunication, television and radio transmission networks; and**
- xii) Demonstrate consideration of public safety requirements as part of the overall design, including the provision of evacuation routes.**

**Design of Development**

5.43 Local Plan Part 1 Strategic Policy SO2 sets out the basis for ensuring the creation of neighbourhoods which are of a high quality sustainable design and serve the long term needs of all residents. Policy DMHE14 provides further design considerations which the Council will take into account when determining all scales of planning applications, from new development to extensions and alterations.

5.44 The Council is seeking to ensure that all new development complements or improves the character and appearance of the area in which it is proposed. Buildings should be of a high quality design and finish. The Council will promote building forms and townscape elements which combine to create and define well proportioned and attractive external spaces which are put to a positive public or private use. An integrated multi-functional landscape approach is required to create sustainable homes and healthy communities.

5.45 Design and Access Statements submitted with planning applications should aim to address the criteria in Policy BE1 of Part 1 of the Local Plan and DMHE14. The Design and Access Statement should demonstrate how relevant elements of these policies and the content of Hillingdon's Townscape Character Study have been taken into account.

#### **Policy DMHB13: Design of Development**

**A) Development will be required to be designed to the highest quality standards, incorporating principles of good design including:**

**i) harmonising with the existing street scene and setting taking into account the surrounding:**

- scale, height, mass, bulk and form of development;
- building plot sizes, plot coverage and street patterns;
- building lines and setbacks, rooflines, streetscape rhythm and other streetscape elements;
- architectural composition; and
- natural environment.

**ii) ensuring the use of high quality building materials and finishes;**

**iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities; and**

**iv) protecting features of positive value within the site.**

**B) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development**

sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs.

### Streets and Public Realm

5.46 Strategic Policies SO2 and SO4 seek to create neighbourhoods that are distinctive, safe, functional and accessible whilst ensuring that due regard is given to achieving high quality design which responds to its site and surrounding context. It is important that developments contribute to the delivery of a safe and secure environment, which includes buildings, spaces and inclusive communities.

5.47 Policy DMHBE15 sets out how we can deliver a well-designed, high quality, durable public realm. Development that restricts public access and movement fail to contribute to a well connected and permeable public realm. They may also have a negative impact on sustainable communities and social cohesion. Development will therefore be required to be well integrated with the surrounding areas to produce a coordinated public realm. Development should create streets and spaces with a degree of enclosure which can assist in defining the edges of public realm whilst creating natural surveillance to ensure an area is well used and safe.

5.48 Policy DMHBE15 also establishes the need to incorporate the principles of inclusive design. Inclusive design principles seek to:

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

5.49 More detailed guidance is provided in the Council's Planning for Crowded Places and Accessible Hillingdon SPD's.

5.50 Connectivity and legibility around transport interchanges can be key to the delivery of a successful local environment and neighbourhood centre. Developments in and around these locations will be required to ensure that the connections between different transport modes are improved and supported. Improvements to the public realm may also be sought through

Planning Obligations, in accordance with the adopted Planning Obligations SPD.

5.51 The principles of Secure by Design will be required to be embedded within developments and the surrounding area. Ensuring the delivery of these principles can provide improved legibility, safety and security of the public realm. Major development will be expected to include an urban design analysis as part of the Design and Access Statement to demonstrate how relevant elements of this policy have been taken into account.

5.52 Advertisement proposals, including fascia and projecting signs, poster panels and free standing advertisements, should not contribute to undue proliferations of advertising materials and should generally be located at or immediately below fascia level. High level signs will not be permitted unless they make a positive contribution to the appearance of the building on which they are to be displayed and to the character of the area.

5.53 Features of historic, architectural, cultural and scenic importance should be taken into consideration in order to ensure that advertisements do not adversely impact on the public realm. Illumination is an important consideration in respect of adverts. Advertisements should be in keeping with the character of the area and should not negatively affect the amenity of surrounding residents or highway safety.

5.54 High quality shopfronts can contribute to supporting the vitality of an area through their design and provision of natural surveillance. As such, shopfront design should be an integral part of the design process with consideration given to how security measures are incorporated, such as security glass and grilles/roller shutters.

5.55 Shopfronts which form part of a group of original shopfronts and/or are designated heritage assets should be of a traditional design and incorporate traditional features and use of materials, such as timber shopfronts incorporating traditional features such as stall risers.

5.56 Illuminated signs, lettering and advertising in conservation area and/or on Listed Buildings should complement the heritage assets of the site. Fully illuminated fascia panels in conservation areas and/or Listed Buildings are considered to be unacceptable. Indirect illumination (i.e. by concealed spotlights shining onto the fascia, or individually illuminated lettering with either an obscured glass front or of the halo type) is considered suitable in more sensitive contexts. Flashing and internally illuminated fascias and signs in conservation areas and/or Listed buildings may look too intrusive and out of character and will not generally be considered acceptable.

**Policy DMHB14: Streets and Public Realm**

**A) Development should be well integrated with the surrounding area and should be easily accessible for all people by:**

- i) improving the legibility and permeability between the development and civic amenities;**
- ii) ensuring public realm design takes account of the local characteristics of the surrounding area;**
- iii) ensuring landscaping treatment serves a purpose and contributes to the ease of movement through the space; and**
- iv) delivering proposals which incorporate the principles of inclusive design.**

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

**C.) In order to improve and maintain the quality of the public realm, advertisements and hoardings will be required to demonstrate that:**

- i) they complement the scale, form and architectural composition of individual buildings;**
- ii) they complement the visual amenity and character of the site and surrounding area;**
- iii) they do not have an adverse impact on public or highway safety;**
- iv) they do not lead to a proliferation of signage;**
- v) they provide an appropriate type and level of illumination, suitable to the site and its surroundings; and**
- vi) they enhance the visual amenity of vacant sites and building sites and the surrounding area during the construction period.**

**D) In order to improve and maintain the quality of the public realm, Shopfronts will be required to be of a high quality design, taking into consideration:**

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

- v) the value of existing architectural and historic features.

### Safety and Security

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

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

### Policy DMHB 15: Planning for Safer Places

**The Council will require all new development to ensure safe and attractive public and private spaces by addressing the principles of its Secured by Design SPG and Crowded Places SPG as part of proposals. Where relevant, these should be included in the Design and Access Statement.**

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

- i) providing entrances in visible, safe and accessible locations;**
- ii) maximising natural surveillance;**
- iii) ensuring adequate defensible space is provided;**
- iv) providing clear delineations between public and private spaces; and**
- v) providing adequate lighting and CCTV.**

### Living walls and roofs

5.59 Living walls and roofs allow a number of environmental goals to be achieved in a relatively small space. They provide many benefits, including improving insulating performance of houses, reducing surface water run-off, improving biodiversity, absorbing carbon dioxide and producing oxygen, and

have been found to remove particulates that decrease air quality, compensate for lack of landscaping in tight urban spaces and provide for the use of SUDS. They can also moderate the urban 'heat island' effect, provide attractive amenity space for relaxation and improve local views.

5.60 Living roofs can come in a variety of types. Intensive green roofs are ideal for accessible roof gardens and use as amenity space. They can support a range of hard and soft landscape features, including trees and shrubs which require deep topsoil. The maintenance requirements for an intensive roof can be high. Extensive green roofs are not generally designed to be accessible/useable by people. They usually have a shallow depth, with light-weight growing medium intended to support wildflowers, biodiversity or Sedum. These are often referred to as brown roofs.

5.61 The maintenance of brown roofs is less onerous than that for green roofs (or walls). There is a significant amount of flexibility depending on the site constraints. For example, near airports, simpler forms of brown roofs (such as a sedum roof) or carefully chosen green roofs would be appropriate so as not to support plants or vegetation that attract flocking birds. The level of flexibility in roof design is such that only in exceptional circumstances would they be incompatible within new developments.

5.62 Green roofs, in particular, should be designed as an integral part of the building to ensure that the weight of the roof and structural loading on the building can be taken into account from the outset. Maintenance access and services should be considered from the outset, at the design stage. 'Retrofitting' green or brown roofs may also be possible.

5.63 All developers will be expected to consider the inclusion of living roofs in new developments. Major developments should as a minimum provide part of available roof space for a living roof. Whilst it is unlikely to be able to deliver living walls on all elevations, as a minimum developers will be expected to provide part of an elevation as a living wall.

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



**Policy DMHB16: Living Walls and Roofs**

All major development shall aim to incorporate living roofs into all parts of the available roof space, or provide reasoned justification as to why this is not possible.

If reasoned justification demonstrates that not all of the available roof space can deliver living roofs then the proposals must clearly demonstrate that part of the roof space will accommodate a living roof.

Living roofs will be expected to be used in conjunction with developments where photovoltaic panels are proposed unless it can be demonstrated this is not feasible.

Living walls will be encouraged and all new major development should incorporate a living wall where appropriate.

**Residential Amenity**

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

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

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

5.68 The Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space. The Council will also

seek to ensure that the design of new development optimises the levels of daylight and sunlight. The Council will expect the impact of the development to be assessed following the methodology set out in the most recent version of the Building Research Establishments (BRE) "Site layout planning for daylight and sunlight: A guide to good practice".

5.69 For the purpose of this policy light pollution is defined as the adverse effect of artificial lighting and includes glare, light spillage and sky glow. The Council will seek to limit the impact of artificial lighting which can be damaging to the environment and result in visual nuisance to residents. Odour and fumes can have an adverse impact on the amenity of surrounding residents. This is particularly so in regard to the siting of flues which should duly consider the impact on amenity and design. The Council will also seek to limit the impact of existing noise and vibration sources on new development and limit the noise and vibration emissions from new development. The effect of noise and vibration can be minimised by separating noise sensitive uses and using acoustic mitigation measures. Where appropriate the Council will use conditions to control the hours of operation to minimise impacts.

#### **Policy DMHB17: Residential Amenity**

**The Council will seek to ensure that new development within residential areas complements or improves the amenity and character of the area.**

**Planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.**

**Buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them and the amenities of existing houses are safeguarded.**

**Planning permission will not be granted for new buildings or extensions that create unacceptable levels of noise, vibration, artificial light, odour, fumes or dust pollution.**

#### **Housing Standards**

5.70 There is evidence of overcrowding in housing in parts of Hillingdon. This can have adverse impacts on the health and well being of occupants. In order to ensure that all new housing serves the practical and social needs of occupiers, the Council will require housing proposals to provide adequate internal space and facilities.

5.71 Table 1 sets out minimum internal floor space standards for new dwellings which must be met in all future planning applications. Should this

standard change through national or regional policies and guidance, the Council will implement the most up to date floorspace standards.

**Table 1: Minimum Floorspace Standards**

	<b>Dwelling type</b>	<b>GIA (sqm)</b>
<b>Flats</b>	1p	37
	1b2p	50
	2b3p	61
	2b4p	70
	3b4p	74
	3b5p	86
	3b6p	95
	4b5p	90
	4b6p	99
	<b>2 storey houses</b>	2b4p
3b4p		87
3b5p		96
4b5p		100
4b6p		107
<b>3 storey houses</b>	3b5p	102
	4b5p	106
	4b6p	113

5.72 When assessing the size of households the Council will assume that any bedroom over 10 sq metres is capable of being occupied by two persons. Similarly any “study”, “bonus room” or third living/reception room that is not annotated as a bedroom will be assumed to be capable of serving as a bedroom.

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

5.74 All new homes should be designed to meet all 16 Lifetime Home Standards and other accessibility criteria, as detailed in the Council's 'Accessible Hillingdon' Supplementary Planning Document or subsequent guidance document(s). All housing of ten or more dwellings will be required to provide 10% of units which are accessible to wheelchair users and must

comply with the design criteria of “Wheelchair Standard Homes” as defined in the Councils “Accessible Hillingdon” SPD.

#### **Policy DMHB18: Housing Standards**

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

- i) Meet or exceed the most up to date internal space standards, as set out in table 1;**
- ii) Meet or exceed ‘Lifetime Home Standards’;**
- iii) Provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users; and**
- iv) Support the ‘Building for Life’ design principles.**

#### **Private Outdoor Amenity Space**

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

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

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

5.78 Roof gardens should only be considered where balconies are not achievable. High quality design should aim to resolve any potential conflicts between creating green roofs, providing renewable energy and supplying amenity space on roofs for residents. Table 2 sets out the Councils minimum

private amenity space requirements which must be met or exceeded in all development proposals.

**Table 2: Private Outdoor Amenity Space Standards**

Minimum private outdoor amenity space provision		sq.m
<b>Houses</b>	<b>1 bedroom</b>	<b>40</b>
	<b>2 and 3 bedrooms</b>	<b>60</b>
	<b>4 + bedrooms</b>	<b>100</b>
<b>Flats</b>	<b>Studio and 1 bedroom</b>	<b>20</b>
	<b>2 bedrooms</b>	<b>25</b>
	<b>3 + bedrooms</b>	<b>30</b>

5.79 Private outdoor amenity space will be required to be well located, well designed and functional to provide opportunities for residents to lead healthy and active lifestyles. In assessing the quality of all amenity space in development proposals, whether individual or communal areas, the shape and position and how the layout has regard to matters such as daylight and sunlight, noise, enclosure and privacy will be considered.

5.80 Outdoor amenity space will be required to provide an adequate mix of hard and soft landscaping, including grass, shrubs and trees. An adequate soil depth to support the landscaping will be required and should accord with British Standard 3882:2007 'Specification for topsoil and requirements for use'.

#### **Policy DMHB19: Private Outdoor Amenity Space**

**All new residential development and conversions will be required to provide good quality private outdoor amenity space. Amenity space should be provided in accordance with the standards set out in Table 2;**

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

**Any ground floor and/or basement floor unit should have a defensible space of not less than 1.5 metres in depth in front of any window to a bedroom or habitable room.**

#### **Residential Density**

5.81 The London Plan Policy 3.4 'Optimising housing potential' aims to optimise the housing potential of sites whilst recognising that there are a wide

range of factors that need to be taken into account in determining planning decisions relating to the residential density of any proposal.

5.82 The London Plan includes a density matrix at Table 3.2 and in paragraph 3.28 it recognises that the ranges within the density matrix are broad. It goes onto to state that these broad ranges ‘provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDF’s.’

5.83 Given Hillingdon’s location and status as an outer London borough, it is considered appropriate that the application of the London Plan matrix will lean heavily towards the lower to mid range of the density scales, as set out in Table 3 below.

**Table 3: Residential Density Matrix**

Location	PTAL	Setting	Dwelling Type		
			Detached and linked houses	Terraced houses and flats	Mostly Flats
			Ave. 3.5 hr/unit	Ave. 3.1 hr/unit	Ave. 3 hr/unit
Uxbridge town centre	4 - 6	Central	175 - 385 hr/ha	170 - 500 hr/ha	495 - 800 hr/ha
			50 - 110 u/ha	55 - 175 u/ha	165 - 405 u/ha
West Drayton/ Hayes Town centres	3 - 6	Urban	175 - 385 hr/ha	170 - 500 hr/ha	450 - 570 hr/ha
			50 -110 u/ha	55 -175 u/ha	150 - 190 u/ha
Other town centres	2 - 3	Suburban	140 - 200 hr/ha	155 - 248 hr/ha	200 - 250 hr/ha
			35 - 65 u/ha	50 - 80 u/ha	80 -100 u/ha
Residential areas with suburban character within 800m of a town centre*	2 - 3	Suburban	105 - 175 hr/ha	108 - 170 hr/ha	150 - 225 hr/ha
			35 - 50 u/ha	35 - 55 u/ha	50 - 75 u/ha
Other non town centre areas	0 - 2	Suburban/se mi rural	105 - 150 hr/ha	105 - 150 hr/ha	105 - 150 hr/ha
			35 - 50 u/ha	35 - 50 u/ha	35 - 50 u/ha

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

**Policy DMHB20: Residential Density**

**All new residential development should take account of the Residential Density Matrix contained in Table 3.**

**Children and Young People's Play facilities**

5.84 In accordance with Policy 3.6 of the London Plan 2011, all children and young people should have safe access to good quality, well designed, secure and stimulating play and informal recreational provision that incorporates trees and greenery wherever possible.

5.85 New residential development, especially schemes which include family housing, will result in an increase in child yields that will require additional play space provision. Larger housing developments will therefore be required to provide at least 5 square metres of suitable formal play space on-site, based on the child yield of the development as a whole. This requirement needs to be seen within the context of the London wide target of 10 square metres per child as set out in the Mayor of London's Children and Young people's Play and Informal recreation SPG (2012). Where it is not possible to provide sufficient on-site provision, off-site provision by way of the provision of new facilities or improvements should be considered. If off-site provision can be shown to satisfy the needs of the new development and at the same time continue to meet the needs of existing residents, an appropriate financial contribution will be secured by legal agreement.

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

5.87 The Council's Community Infrastructure Levy will address the off-site provision of children and young people's play facilities that is generated from smaller residential developments, where on-site provision of facilities cannot be reasonably expected. Notwithstanding this, any residential developments, whether large or small, that would increase pressures within areas of deficiency will be required to make an appropriate financial contribution, which will be secured by legal agreement.

**Policy DMHB21: Play Space**

**New residential developments which result in a significant net increase in child yield will be required to provide children and young people's play facilities on-site. Where a satisfactory level of provision for children and young people's play facilities cannot be achieved on-site, the Council will seek a financial contribution towards the improvement of existing children and young people's play facilities within the local area.**

**All residential developments in areas, whether large or small, that would increase pressures within areas of deficiency will be required to make an appropriate financial contribution, which will be secured by legal agreement.**

**The council will resist the loss of existing play spaces unless:**

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

**Alteration and Extensions to Residential Dwellings**

5.88 Many long established residential areas of Hillingdon have a uniform house style and space between and around dwellings which are an important characteristic of these areas, including spaces at road junctions and at the end of roads. Houses have a distinctive "metro land" character developed to a standard design providing consistency in terms of density and appearance. Over time streetscapes have been eroded by the loss of original spaces around dwellings. It will still be important to prevent unnecessary erosions of spaces between and around dwellings. This principle applies equally to more recent developments. In order to protect spaces side extensions should be set back from the main front wall of a dwelling.

5.89 Similarly roof extensions should also be set back from the main front elevation and roof edges so that spaces and gaps between roofs are maintained. By recessing and limiting the size of extensions new extensions will appear subordinate or secondary to the main dwelling and prevent extensions from appearing as over-dominant in relation to the dwelling or in the street scene as a whole.



5.90 Notwithstanding the Governments current extension of permitted development rights, any rear extension of more than 3.3 metres or 3.6 metres from the rear main wall in the case of a terraced or semi-detached home or 4 metres in the case of a detached home with eaves heights of more than 3 metres or an overall height of 4 metres within 2 metres of the boundary will not be supported due to its impact on neighbouring daylight and sky view.

#### **Policy DMHB22: Alteration and Extensions to Residential Dwellings**

**Planning applications relating to alterations and extensions of dwellings will be required to ensure that there is:**

- i) no adverse cumulative impact of the proposal on the character, appearance or quality of the area;**
- ii) no adverse effect on the character of the existing street;**
- iii) A satisfactory relationship to any adjacent dwellings must be achieved;**
- iv) Provision of subservient extensions will be required, to allow an appreciation of the original built form and surroundings;**
- v) No loss of outlook;**
- vi) The retention of an adequate amount of garden space;**
- vii) The retention of adequate off-street parking; and**
- viii) The retention of trees, hedges and other landscaping features.**

#### **A) Rear Extensions**

- i) Single storey rear extensions on terraced or semi-detached houses with a plot width of 5 metres or less should not exceed 3.3 metres in depth or 3.6 metres where the plot width is 5 metres or more;**
- ii) Single storey rear extensions to detached houses with a plot width of 5 metres or more should not exceed 4.0 metres in depth;**
- iii) Flat roofed single storey extensions, including those with a crown roof, should not exceed 3.0 metres in height and any pitched or sloping roofs should not exceed 3.4 metre in height measured from ground level;**
- iv) Balconies or access to flat roofs which result in loss of privacy to nearby dwellings or gardens will not be permitted;**
- v) Two storey extensions should not extend into an area provided by a 45-degree line of sight drawn from the centre of the nearest ground or first floor habitable room window of an**

- v) adjacent property (see Diagram 2.2 below) and should not contain windows or other openings that overlook other houses at a distance of less than 21 metres.
- vi) Flat roofed two storey extensions will not be acceptable.
- vii) Pitched roofs on extensions should be of a similar pitch to that of the original roof and should be subordinate to the existing roof with a highest point or ridge at least 0.5 metres below that of the eaves.

#### **B) Side Extensions**

- i) Side extensions should not exceed half the width of the original width of the application property;
- ii) Two storey side extensions should be set in a minimum of 1 metre from the side boundary or in the case of properties in Copse Wood and Gatehill Estates, 1.5 metres;
- iii) Two storey side extensions to detached and semi-detached properties should be recessed a minimum of 1 metre behind the main front elevation; and
- iv) Where hip to gable roof extensions exist, a two storey side extension will not be supported.

#### **C) Roof Extensions**

- i) Dormers should be located on the rear elevation, be subservient to the scale of the existing roof and should not exceed more than two thirds the average width of the original roof. They should be located below the ridgeline of the existing roof and retain a substantial element of the original roof slope above the eaves line.
- ii) The Council will not support poorly designed or over-large roof extensions including proposal to convert an existing hipped roof to a gable.
- iii) All roof extensions should employ appropriate external materials, finishes, to match the existing dwelling.

#### **The 45 degree Rule**

5.91 The 45-degree rule can be used to establish the maximum permissible height, depth and width of an extension. It provides a general guide to what is normally considered acceptable. However, it is only a general rule of thumb

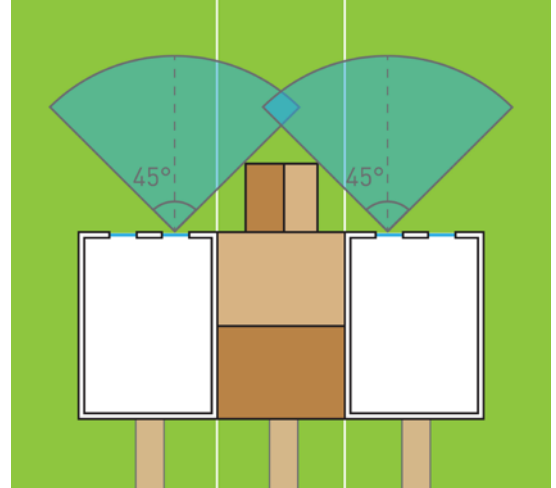
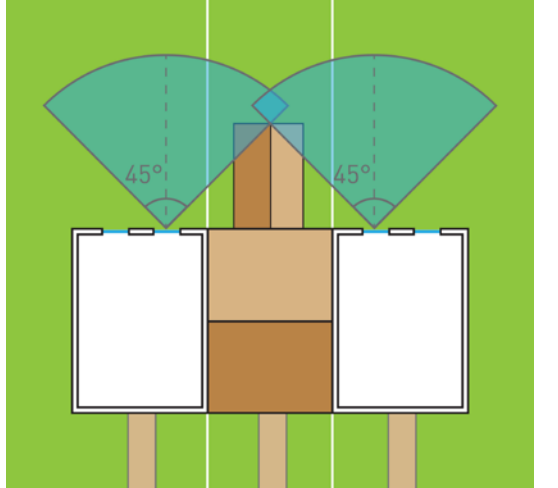


and we may, on occasion, consider an extension to be unacceptable even if it appear acceptable on paper.

5.92 The 45-degree rule can be used to check if your extension may result in a loss of light to adjoining windows.. When assessing a planning application for both single and two-storey extensions, two methods for applying the 45-degree rule will be used:

- Method 1: Considers the depth and width of the extension
- Method 2: Considers the height of the extension

5.93 You are advised to locate any extension as far from the 45-degree splay as practically possible to reduce the impacts to your neighbours, and thereby increasing your chances of creating an acceptable extension.

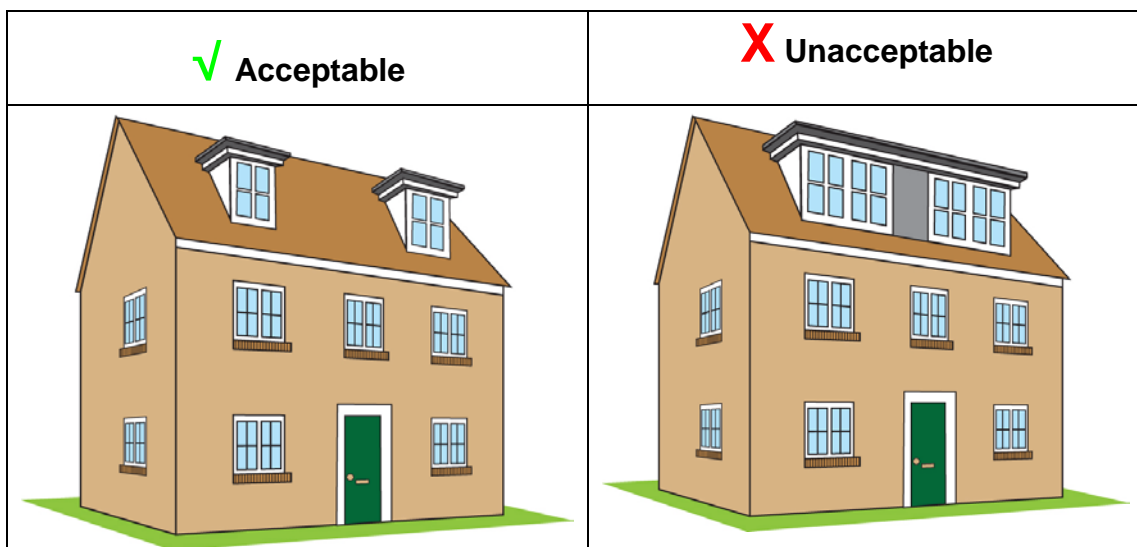
**Diagram 5A: The 45 degree rule**

✓ Acceptable	✗ Unacceptable
	
✓ Acceptable	✗ Unacceptable
	
<p>A 45-degree splay line has been drawn from the centre of the neighbour's nearest window. The extension is outside of the 45-degree splay and would normally be considered acceptable.</p>	<p>As the extension falls within the 45-degree splay, this would normally be considered unacceptable.</p>

**Dormers**

5.94 The design of dormer windows should avoid creating a dominant ‘top heavy’ appearance out of proportion with the rest of the building and should not exceed the height of the main ridge. As a guide, new dormers should not exceed the face of the roof by more than a third. A series of smaller individual dormer windows is preferred to a large continuous one.

**Diagram 5B: Guidelines for Dormers**



**Outbuildings**

5.95 The use of an outbuilding for purposes ancillary or incidental to the enjoyment of the main house, for example as a games room, play room or for general storage does not normally require planning permission. An outbuilding which is considered to be ‘incidental’ does not require the provision of facilities such as a bathroom, bedroom or kitchen. These facilities are considered to be primary living accommodation located within the main house.

5.96 The Council will aim to safeguard the character and appearance of an area and the amenity of local residents from inappropriate development, such as ‘beds in sheds’. The Council will strongly resist proposals for detached outbuildings which are considered to:

- a) be capable of independent occupation from the main dwelling and which effectively constitute a separate dwelling in a position where such a dwelling would not be accepted; or
- b) result in an over dominant and visually obtrusive form of development and as a result have an adverse effect on the character and appearance of the dwelling and the wider locality.

5.97 As a general guide, an outbuilding should be no greater than 30 square metres and should not significantly reduce private amenity space or the landscape and ecological value of the garden. Outbuildings should respect neighbouring properties wherever possible and should not result in the excessive loss of residential amenity in terms of loss of privacy, outlook and overshadowing/sunlight.

#### **Policy DMHB23: Outbuildings**

**The Council will require residential outbuildings to meet the following criteria:**

- i) The building must be constructed to a high standard of design without compromising the amenity of neighbouring occupiers;**
- ii) The developed footprint of the proposed building must be proportionate to the footprint of the dwelling house and to the residential curtilage in which it stands;**
- iii) The use shall be for a purpose incidental to the enjoyment of the dwelling house and not capable for use as independent residential accommodation; and**
- iv) Primary living accommodation such as a bedroom, bathroom, or kitchen will not be permitted.**

#### **Basement Development**

5.98 Local Plan Part 1 policy BE1 outlines our overall strategy to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. It seeks to secure development of the highest standard of design which respects local context and character. The following policy DMH34 helps to deliver this by setting out our detailed approach to subterranean developments, more commonly known as basement extensions. With a shortage of development land and high land values in parts of the borough, the development of subterranean development is becoming increasingly popular as a way of gaining additional space without having to relocate to larger premises.

5.99 Although subterranean developments can help to make efficient use of the borough's land it is important that this is done in a way that does not cause harm to the amenity of neighbours, affect the stability of buildings, cause drainage or flooding problems, or damage the character of areas or the natural environment.

5.100 Technical Guidance to the National Planning Policy Framework published in March 2012 (at Table 2) states that inappropriate development should be avoided in areas at risk of flooding and categorises basement dwellings as “highly vulnerable” to flooding. The Council will not allow habitable rooms and other sensitive uses for self contained basement flats and other underground structures in areas at risk of flooding (Zones 2 and 3). Areas at risk from flooding can be found in the London Borough of Hillingdon Flood Risk Management Strategy and the Councils Surface Water Management Plan (draft).

5.101 The Council will require the submission of a flood risk assessment with applications for subterranean development in areas identified as being at risk of flooding or in an area where watercourses are present, in line with the criteria set out in Technical Guidance to the National Planning Policy Framework.

5.102 For subterranean developments the Council will also require assessments, including a site investigation, geotechnical and hydrological investigations and modelling, from applicants to ensure that an understanding of the environmental implications are taken into account during the design phase, which can then demonstrate that basement developments do not harm the built and natural environment or local amenity. As a result there may be a requirement for structural engineering information to demonstrate that the proposal can be designed to provide suitable mitigation for any potential wider impacts of subterranean schemes and the impacts of cumulative subterranean development proposals.

5.103 Proposals for subterranean development which extend the full length and width of a property will not be supported. Sufficient margins should be left between the site boundaries and any subterranean development to allow for on-site drainage mitigation and prevent surface water run-off. Developments will be required to provide a proportion of soft landscaping and planting above a basement structure where it extends beyond the building footprint. The loss of landscaping can contribute significantly to the reduction of attenuation areas which increases the risk of flooding.

5.104 Proposed landscaping and planting above basement constructions should provide a variety of grassed area, shrubs and trees. An adequate soil depth to support the landscaping will be required and should accord with British Standard 3882:2007 'Specification for topsoil and requirements for use'.

5.105 Consideration should also be given to the existence of trees on or adjacent to the site, including street trees, and the root protection zones needed by these trees. Where there are trees on or adjacent to the site, the Council will require an arboricultural report to be submitted as part of a

planning application. Developments which result in the loss of onsite trees will be required to re-provide any trees lost as a result of development.

5.106 In the case of listed buildings or in areas where the introduction of basements would be inappropriate because of the original design of the building, applicants will be required to consider whether subterranean development preserves the existing fabric, and any features that are architecturally or historically important.

#### **Policy DMHB24: Basement Development**

**A) When determining proposals for basement and other underground development, the Council require an assessment of the scheme's impact on drainage, flooding, groundwater conditions and structural stability. The Council will only permit basement and other underground development that does not cause harm to the built and natural environment and local amenity and does not result in flooding or ground instability. Developers will be required to demonstrate by methodologies appropriate to the site that their proposals:**

- i) avoid adversely affecting drainage and run-off or causing other damage to the water environment;**
- ii) avoid cumulative impacts upon structural stability or the water environment in the local area;**

**and schemes should ensure that they do not:**

- i) harm the amenity of neighbours;**
- ii) lead to the loss of trees of townscape or amenity value;**
- iii) provide satisfactory landscaping, including adequate soil depth;**
- iv) harm the appearance or setting of the property or the established character of the surrounding area; and**
- v) protect important archaeological remains.**

**B) The Council will not permit basement schemes which include habitable rooms and other sensitive uses in areas prone to flooding.**

#### **Moorings**

5.107 Regional policy guidance contained within the London Plan 2011 advises that development proposals should enhance the use of the Blue Ribbon Network. Local Plan Part 1 policies seek to encourage the use of the Boroughs waterways for walking, cycling and other recreational activities.

5.108 Residential moorings require planning permission and therefore can be regulated through the planning system. Moorings providing other land uses are controlled by the Canal and Rivers Trusts' statutory powers. However any physical works to create a mooring (installation of pontoon or landing stage) will require planning permission as this is considered 'development'.

#### **Policy DMHB25: Moorings**

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

- i) Moorings should be located on urban stretches of the Canal and not on rural or open stretches where they would be incongruous and out of keeping;**
- ii) Moorings should be located so that they do not interfere with other uses of the canal, or use of the bank or towpath, and should generally be located off the canal in a marina or basin, or on the non-towpath side;**
- iii) The number and density of boats at any point should not be so great that they act as a barrier separating people on the bank from the canal, or exert a detrimental effect on the canal;**
- iv) Provision for service vehicles and car parking must be made in a form which will not adversely affect the amenity of the canal; and**
- v) Adequate service facilities must be provided.**
- vi) Development must accord with all other Local Plan policies.**

#### **Telecommunications**

5.109 The National Planning Policy Framework highlights the need to promote and support the development of advanced, high quality communications infrastructure to promote sustainable economic growth. National guidance also advises that masts and associated installations should be kept to a minimum and that existing masts, buildings and other structures should be used unless the need for a new site has been justified. Policy DMH26 below sets out further guidance about the siting and design of telecommunications development which includes antennae and cabinets. It is important to ensure that any equipment shares existing infrastructure and is of a suitable design taking into consideration heritage assets, height, scale and materials of the site and local area.



**Policy DMHB26: Telecommunications**

Telecommunication development will only be permitted where:

- i) they are sited and designed to minimise their visual impact;
- ii) they do not have a detrimental effect on the character or appearance of the building or the local area;
- iii) it has been demonstrated that there is no possibility for use of alternative sites, mast sharing and the use of existing buildings; and
- iv.) there are details of frequency modulation, power output and evidence of how the proposal meets the International Commission on Non-Ionising Radiation Protection.



## 6. ENVIRONMENTAL IMPROVEMENTS

6.1 Hillingdon's Local Plan Part 1 provides the strategic framework for the delivery of the borough's growth in a way that offers the potential to use less energy and to supply energy efficiently.

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

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

### Sustainable design standards

6.4 The Code for Sustainable Homes (CSH) and the Building Research Establishment Environmental Assessment Method (BREEAM) contain a list of design criteria against which a developer can measure the performance of new development in terms of sustainability. Whilst CSH relates solely to new residential developments, BREEAM covers the broad range of non-residential uses. EcoHomes is very similar, but relates to conversion and refurbishment of residential units. The Housing Supplementary Planning Guidance for London provides further guidance on how the London Plan policies could be implemented. This suggests that good practice would be for developers to reach Code Level 4 for new housing development.

6.5 Living walls and roofs allow a number of environmental goals to be achieved in a relatively small space. They provide many benefits, including improving insulating performance of homes, reducing surface water run-off, improving biodiversity, absorbing carbon dioxide and producing oxygen and have been found to remove particulates that decrease air quality.

6.6 Proposals that fail to take reasonable steps to secure a sustainable design and layout of development will be resisted.

### Policy DMEI1: Sustainable Design Standards

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

- i) All new residential development shall achieve a minimum Code for Sustainable Homes Level 4 (or equivalent).**

ii) Non-residential developments are required to achieve a minimum of Very Good under the relevant BREEAM assessment criteria (or equivalent).

iii) Residential developments consisting of the refurbishment of existing buildings, including the conversion of existing buildings to form flats, are required to achieve EcoHomes Excellent (or equivalent)

The design and layout of development proposals should incorporate techniques that enhance biodiversity, such as green roofs and walls. These measures will benefit other sustainability objectives including surface water attenuation and the avoidance of internal and urban over-heating.

### Reducing Carbon Emissions

6.7 The London Plan Policy 5.2 'Minimising Carbon Dioxide Emissions' sets out targets for carbon emissions reduction to be met by major development proposals. These targets are expressed as minimum improvements over the 'Target Emission Rate' outlined in the national 2010 Building Regulations and are as follows:

#### Residential Development

2013 – 2016: 40 per cent

2016 onwards: Zero carbon

#### Non residential Development

2010 – 2013: 25 per cent

2013 – 2016: 40 per cent

2016 – 2019: As per building regulations requirements

2019 onwards: Zero carbon

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

6.9 Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, it will require a detailed assessment, including technical considerations and financial viability,

to show that compliance with the targets for carbon emissions cannot be met. In such cases where it is clearly demonstrated that compliance with the targets for carbon emissions cannot be met, the shortfall shall be offset by means of a financial contribution towards measures which reduce emissions from the existing building stock in the borough.

#### **Policy DMEI2: Reducing Carbon Emissions**

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

**All major development proposals must be accompanied by an energy assessment showing how these reductions will be achieved.**

**Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, then it will seek an offsite contribution to make up for the shortfall. The contribution will be sought at a flat rate at £/tonne in accordance with the current 'allowable solutions cost'.**

#### **Decentralised Energy**

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

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

6.12 Where connection of a major development to a future DEN is feasible, developers are required to commit to connections via a legal agreement which will include provision for a financial payment to the council to enable connection. Within the legal agreement a cut-off point will be defined, which will be the latest point at which a decision can be made in relation to network

connection. If it is not possible to agree a connection to a network, due to the network being incomplete, an alternative energy strategy will be enacted.

#### **POLICY DMEI3: Decentralised Energy**

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

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

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

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

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

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

##### **Green Belt**

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

- provision of appropriate facilities for agriculture, forestry, outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;

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

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

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

### **Metropolitan Open Land**

6.17 Metropolitan Open Land is a London-wide designation which is defined in the London Plan (2011) as 'strategic open land within the urban area that contributes to the structure of London'. In terms of its purpose, Metropolitan Open Land fulfils one or more of the following:

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

6.18 The London Plan Policy 7.17 'Metropolitan Open Land' gives London's Metropolitan Open Land the same level of protection as applies nationally to the Green Belt, including the presumption against inappropriate development and the test of very special circumstances.

**Policy DMEI4: Development in the Green Belt or on Metropolitan Open Land**

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

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

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

**Green Chains**

6.19 Hillingdon's green chains provide valuable links between sites both for wildlife and recreation, enabling plants and wildlife to migrate from one area to another and providing attractive corridors for people to walk along and enjoy. They include open spaces, watercourses, tree lined streets, footpaths and bridleways.

**Policy DMEI5: Development in Green Chains**

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

- i) the need to maintain a visual and physical break in the built-up area;
- ii) the potential to improve biodiversity in and around the area
- iii) the potential to improve public access to and through the area;
- iv) the provision and improvement of suitable recreational facilities.



## DEVELOPMENT IN GREEN EDGE LOCATIONS

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

6.21 Landscape margins should be provided within the development site. Landscaping should incorporate native species of an appropriate size, planted and maintained in accordance with British Standards, including BS5837 (2012) and BS4428 (1989).

### **POLICY DMEI6: Development in Green Edge Locations**

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

## BIODIVERSITY PROTECTION AND ENHANCEMENT

6.22 Policies EM1 and EM7 in Hillingdon's Local Plan Part 1 aim to protect the Council's strategic nature conservation sites. These sites are significant in helping to protect and enhance the borough's biodiversity value. However, it is also appropriate to understand the impact of local sites that may not carry designations, including open spaces and gardens, which help to increase the permeability of the urban environment to wildlife. In addition, the Council has a duty to conserve biodiversity as set out regulation 40 of the Natural Environment and Rural Conservation Act (2006). The NPPF goes further by seeking biodiversity enhancements from new development. Policy DMEI3 is therefore a reflection of the Council's statutory duty and the aims of the NPPF whilst allowing providing sufficient flexibility so as not to heavily constrain development.

6.23 The Council requires all development proposals to include biodiversity protection and enhancement measures. The Council is particularly concerned by the loss of habitats that support non-protected species. The Council recognises the importance of all features and will seek to retain and enhance as much as possible on site. If this is not possible then specific areas of the site will be allocated to wildlife creation accompanied by a clear management

plan and only as a last resort, will the Council seek offsite compensation. If none of these can be provided then the Council will refuse a planning application.

6.24 It is important that planning decisions are appropriately informed by the right level of survey and information on ecology features. The Council will apply Natural England's standing advice at validation stage. Applications will only be validated if they have the appropriate information. Where initial assessments recommend further surveys, these will be expected to be provided as part of a planning submission.

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

#### **Policy DMEI7: Biodiversity Protection and Enhancement**

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

**If development is proposed on or near the vicinity of a site considered to have features of ecological value, applicants must submit an appropriate independent habitat assessment to demonstrate that the proposed development will not have unacceptable ecological effects.**

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

**Proposals that would be detrimental to sites designated for nature conservation will be resisted.**

### River and Canal Corridors

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

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

6.28 Most issues facing the water environment will best be dealt with at a catchment level. For this purpose and to achieve the aims of the Water Framework Directive catchments covering the principle rivers in Hillingdon, namely the Rivers Colne and Crane, a Catchment Partnerships have been formed with a view to developing Catchment Management Plans. The Council and landowners along the Blue Ribbon Network will be required to support the aims and approaches of the Catchment Management Plans which are seeking to deliver integrated actions to address local aims and approaches. These aims and approaches include reducing flood risk; safe public access to waterside locations for recreational and educational purposes, the linking of existing and future recreational assets; and improvements to habitat and biodiversity along corridors.

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

- 1) To allow for the rivers Colne, Pinn, Crane, Yeading Brook and some minor local tributaries to continue to play their role in providing space for water.
- 2). To reduce flood risks to property, road, rail or other infrastructure located in proximity to water courses.
- 3). To make best use of river and canal corridors for active and passive recreation increasing accessibility as part of a living corridor for people across the Borough and in promoting its use as a link to recreational spaces.
- 4). To maintain and improve the river and canal corridors links as a linear feature in both town and countryside which serve as an

“ecological corridors” as a habitat which enables species to migrate and colonise over wider areas.

5). To support the Rivers and Canal Trust aims and ensure that historic buildings and structures along the canals are not threatened by new development and support their continued use whilst ensuring the navigable waterways are maintained.

6) To promote and develop the Grand Union Canal as a navigational waterway of national significance.

### All Waterways

6.30 Developments should provide design to a high quality, taking advantage of and encouraging active use of waterside locations. Schemes should not be characterised by blank boundary walls or fences.

6.31 Built development should not extend within 8 m of the top of bank of a main river; 5 metres either side of an ordinary watercourse, or an appropriate width as may be agreed by the Council. New buildings and land uses should be set back from waterfronts to provide the opportunity for an integrated hard and soft landscape scheme with clearly defined objectives. These should include enhancing the visual setting and character of the waterfront, enhancing the setting of the development, improving access to and views of the waterfront, reducing the visual impacts of any detracting features, and supporting local biodiversity and habitats.

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

### Canals

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

6.34 Whilst the Council will support waterside facilities generally, the exception will be for proposals in the Metropolitan Green Belt or Metropolitan

Open Land where works or facilities will not be supported. This will include residential moorings, given that residential use is not appropriate in the Green Belt.

#### **Policy DMEI8: Waterside Development**

**Development on sites that adjoin or include a watercourse should have regard to the relevant provisions of the Thames River Basin Management Plan and any other relevant Catchment Management Plans.**

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

**All development alongside or that benefits from a frontage on the Grand Union Canal will be expected to contribute to improvements to biodiversity improvements to the canal.**

#### **Farm Diversification**

6.35 Farm diversification will help sustain the rural economy. The Council will encourage farmers and agricultural businesses to invest in their land or business including those uses that contribute to green energy production. When assessing the visual and other impacts of farm diversification or large scale agricultural development the Council will assess proposals against the following criteria:

- (i) The visual impact of proposed buildings, structures, hard surfacing or means of enclosure on the openness of the countryside or public access to the countryside.
- (ii) Traffic impacts i.e. vehicle movements and parking arrangements, including the on-site reception and storage arrangements for deliveries.
- (iii) The visual impact of on-site processing and storage
- (iv) The visual impact of external lighting on the openness of the countryside including the potential for light pollution.
- (v) The visual, traffic and environmental impacts of any waste arising (such as animal slurry) or run off to local water courses,
- (vi) The potential to reduce visual and other impacts of the above by design and landscaping solutions including the use of planting and screening.

6.36 The above criteria is subject to the development being of an appropriate scale, acceptable in visual terms and does result in harmful environmental impacts on nearby residential development or other sensitive receptors.

#### **Policy DMEI9: Farm Diversification**

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

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

#### **Management of Flood Risk**

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

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

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

- The Surface Water Management Plan (SWMP) which includes proposals to address surface water flooding.
- The Flood Risk Management Strategy, which details how the Borough will manage flood risk in partnership with other key stakeholders such as the Water Utilities and other Boroughs.

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

6.40 Hillingdon’s SFRA has identified in broad terms areas that are liable from flooding from watercourses and the associated probability of flooding (i.e. the flood zones). However they are not intended to provide the detailed information about flood risk and therefore an assessment of the risk is required at a site specific level.

6.41 In built up areas there is also the additional risk of flooding from surface water, due to rainwater falling onto impermeable surfaces. Hillingdon’s SWMP identifies areas in the Borough which potentially have critical drainage issues. In these areas strict control will be exercised to manage surface water.

#### **POLICY DMEI10: Management of Flood Risk**

**All development proposals in flood risk zones 2, 3a and 3b (medium and high probability risk) will be required to submit a Flood Risk Assessment (FRA) to demonstrate that the development is resistant and resilient to all relevant sources of flooding including surface water flooding. Critical Drainage Areas (CDAs) will be treated the same as flood zone 3.**

**Developments may be required to make contributions to addressing surface water flood risk, where offsite mitigation measures are required.**

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

## Water Management

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

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

### Policy DMEI11: Water Management (SUDS)

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

**All new build developments should include at least 'at source' SUDS measures (e.g. waterbutt, rainwater harvesting tank, bioretention planter box etc). to assist in reducing the peak volume of runoff discharging from the site.**

**All major new build developments must be designed to reduce surface water run-off rates to no higher than the predevelopment greenfield run-off rate in a 1:100 year storm scenario, plus 30% allowance for climate change for the worst storm duration. The assessment is required regardless of the changes in impermeable areas and the fact that a site has an existing high run-off rate will not constitute justification.**

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



All new development proposals (including refurbishments and conversions) will be required to demonstrate water efficiency including the collection and reuse of rain water and grey water. It is expected that major development proposals will be expected to demonstrate an integrated approach to surface water run-off attenuation, water collection, recycling and reuse.

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

### Water Quality

6.44 The Thames River Basin Management Plan 2009 Annex B indicates that phosphate is a key issue in the catchments covering the Borough with the Rivers Pinn, Colne and Crane including Yeading Brook having poor status.

#### Policy DMEI12: Water Quality

All development over 1 ha will be required to achieve the following load reduction targets when assessing the post-development of SUDS treatment (comparison of unmitigated developed scenario versus developed mitigated scenario):

- 80% reduction in Total Suspended Sediment (TSS);
- 45% reduction in Total Nitrogen (TN);
- 60% reduction in Total Phosphorus (TP); and
- 90% reduction in litter (sized 5mm or greater).

### Water Resources and Water Efficiency

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

6.46 The Colne Catchment Abstraction Management Strategy produced by the Environment Agency indicates that some of Hillingdon's rivers are over abstracted, putting stress on the natural environment of these rivers, which is a situation which is likely to be exacerbated in the future due to the effects of climate change. The London Catchment Abstraction Management Strategy indicates that the River Crane has 'water available'. It is therefore important that development uses water efficiently to limit environmental stress. The Code for Sustainable Homes provides water efficiency standards for new homes that are already widely applied.

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

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

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

#### **Policy DMEI13: Protection of Ground Water Resources**

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

#### **Policy DMEI14: Water Efficiency**

**All new development proposals (including refurbishments and conversions) will be required to demonstrate water efficiency including the collection and reuse of rain water and grey water. It is expected that major development proposals demonstrate an integrated approach to surface water run-off and water collection and reuse.**

#### **Policy DMEI15: Water Efficiency in Homes**

**New residential development should demonstrate efficient use of natural resources, including water and aim to achieve the highest possible rating in the Code for Sustainable Homes (CSH).**

**Policy DMEI16: Water Efficiency in Non Residential Developments**

**New non-residential development will be required to incorporate water efficiency measures. Developers will be expected to submit details of how water efficiency has been taken into account in the design of proposals and in meeting BREEAM targets for water use.**

**Alterations, refurbishments and extensions of existing buildings should incorporate water efficiency measure to improve their performance minimising use of mains water through the storage of water for reuse through rainwater harvesting aiming at water neutrality in new development as recommended in the London Plan.**

**Development of Land Affected by Contamination**

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

6.51 The policy approach is to apply the 'precautionary principle' in assessing planning applications. The introduction of Part IIA of the Environmental Protection Act 1990 also means, as a minimum standard, new development should be on land that is remediated so that it cannot be determined as 'contaminated land' under this legislation. The responsibility to identify if land is affected by contamination and ensure that remediation is undertaken to secure a safe development remains with the land owner and the developer of the land.

6.52 With respect to applications for planning permission the question relating to the 'existing use' of a site on the Council's standard (1APP) planning application form asks the applicant or their agent about former land uses and to specify whether any part of the site is known or suspected of being contaminated. It also asks if the proposed use may be vulnerable to the presence of contamination. This question is important and should be answered with care and only after due consideration. If the answer to any one of these three questions is yes for a new development, the applicant will need to submit an appropriate contamination assessment with the application, in order to avoid delays in registering the application. Any evident possibility of contamination within a development site should therefore be the subject of early pre-application discussion with Planning Officers and the Council's Environmental Protection Officers.

6.53 The Council has adopted a Supplementary Planning Guidance document on Land Contamination which is available on the Council's website. The Council's approach to land contamination and its administration during the course of any development will be guided by this document and relevant up to date best practice guidance.

#### **Policy DME17: Development of Land Affected by Contamination**

**The Council will support the grant of planning permission for any development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely remediated so that the development can be made suitable for the proposed use.**

**Conditions will be imposed where planning permission is given for development on land affected by contamination to ensure all the necessary remedial works are implemented including the remediation of controlled waters. In some instances, where remedial works relate to an agreed set of measures such as the management of ongoing remedial systems, or remediation of adjoining or other affected land a S106 planning obligation will be sought.**

#### **Air Quality**

6.54 London Plan Policy 7.14 Improving Air Quality states that boroughs should have policies that seek reductions in levels of pollutants referred to in the Government's National Air Quality Strategy having regard to the Mayor's Air Quality Strategy. Hillingdon published an Air Quality Action Plan in September 2003 which covers the Borough from the Chiltern-Marylebone railway line southwards. This was in response to national and European Union Directives which place limits on levels of poor air quality that must be met to protect human health. The main problem areas in Hillingdon are those in close proximity to the main road network through the Borough and in the south of the Borough around Heathrow Airport. The Plan aims to put in place measures to reduce emissions and improve local air quality. In conjunction with other bodies the Council undertakes a range of measures to reduce the levels of air pollutants.

6.55 The air quality limits are set at levels to protect human health and although air quality will not generally hamper future development within the Borough. At certain locations such as alongside major roads and around Heathrow Airport, the level of atmospheric pollutants is consistently high. The inclusion of stringent mitigation measures will need to be introduced before consideration of new development in the area especially where any

development proposal either introduces new residents into areas of poor air quality or would lead to deterioration in air quality for existing residents.

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

6.57 Planning applications for residential development (and all other types of development) should contain an assessment of the likely future levels of air quality and noise levels in the area over the plan period. The Council's SPD on Noise and Air Quality sets out how the assessments should be undertaken.

#### **Policy DMEI18: Air Quality**

**Development proposals should as a minimum be at least "air quality neutral". Where air quality levels are above national and European regulated levels, proposals will be required to demonstrate appropriate reductions in emissions to ensure that local air quality levels for both proposed and existing receptors are met in accordance with the relevant European Union (EU) limit values.**

#### **Minerals**

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

6.59 LBH is one of the four London boroughs that are required under the London Plan to make provision for maintaining a designated level of supplies annually.

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

6.61 The Council undertakes regular updates to its Local Aggregates Assessment to demonstrate that this apportionment can be met. The most recent update concludes that current permitted reserves are not sufficient enough for a seven year landbank. However, the sites identified in policy MIN 1 will make up this shortfall and provide 14 landbank years.

6.62 The flat topography and lack of natural screening features in the south of the Borough means that workings on the sites identified in MIN1 could potentially be highly visible and severely intrusive. Although mineral working is a 'temporary' use of land its effects on individuals can be long-term, frequently extending over many years. The Council would favour a comprehensive approach to the development of the sites identified in MIN 1 as opposed to fragmented or piecemeal proposals where this would provide a discernibly better scheme.

#### **Policy MIN 1: Safeguarded Areas for Minerals**

**The Council will protect the following sites as preferred minerals safeguarded areas for the extraction of sand and gravel reserves:**

1. Land west of Harmondsworth Quarry
2. Land north of Harmondsworth
3. Land at Sipson Lane east of the M4 Spur

#### **Additional Safeguarded Sites for Minerals**

6.63 The Council's LAA currently indicates that sufficient sites are allocated to meet the London Plan apportionment targets. This will be kept under review in subsequent updates to the LAA and the Council will consider the need to safeguard additional sites in future to maintain the long term supply of mineral reserves in accordance with the requirements of the NPPF (at paragraph 145).

#### **Policy MIN 2: Additional Safeguarded Sites for Minerals**

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

### Prior Extraction

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

#### **Policy MIN 3: Prior Extraction**

**The Council will require the prior extraction of mineral reserves for the sites identified in policy MIN 1 above where surface development is proposed.**

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

- i) where the mineral deposit is of no commercial interest and unlikely to be so in the future;**
- ii) where there is, having regard to all relevant planning considerations, an overriding case in favour of allowing the proposed surface development to proceed without prior extraction; or**
- iii) where the extraction of the mineral deposit would lead to such strong environmental or other objection that it is unlikely such extraction would ever be permitted.**

### Minerals Capacity

6.65 Minerals extraction is considered in broad terms to be an optimum compromise between the demands of industry (to consume aggregate) and the aspirations of local residents (to see a cessation of quarrying). Whilst it is quite possible that the demand for aggregate can justify in economic terms working all the remaining reserves simultaneously, this would lead to the loss of large tracts of the best and most versatile agricultural land, have a severe impact on the viability of the remaining farms and have a detrimental effect on the local environment, particularly through cumulative impact on the area south of the M4 motorway. In addition, although it is recognised that mineral working need not be unacceptable in the Green Belt, it is considered that an increasing concentration of mineral workings in this sensitive part of the Green Belt would compromise its objectives on a long-term, albeit temporary basis.

**Policy MIN 4: Minerals Capacity**

The Council will not normally grant planning permissions that will result in more than 165 hectares of land south of the M4 motorway being subject to planning consent for sand and gravel extraction and/or waste disposal and on sites where the full restoration is yet to be completed other than on sites identified in POLICY MIN 1.

Exceptional circumstances to the above may include:-

- i) where there is a need to supply an adjacent or nearby major project;
- ii) where the production of sand and gravel is an incidental by-product of development for some other primary purpose;
- iii) when refusal of permission based solely on this policy would sterilise the orderly working of reserves that could be processed through an existing environmentally acceptable processing plant;
- iv) when the output from a newly commissioned quarry may overlap with the production from one nearing closure through exhaustion of its available reserves; or
- v) where other long term environmental objectives of the Council could be secured by working the land for sand and gravel.

6.66 In applying Policy MIN 4 the Minerals Planning Authority will regard the following categories of land as being 'subject to planning permission but where full restoration is yet to be completed':

- (1) land with an extant although as yet unimplemented planning permission for mineral extraction and/or waste disposal;
- (2) land with planning permission for mineral extraction and/or waste disposal where the permission has been implemented;
- (3) land exhausted of mineral but where waste disposal is taking place or will take place under an extant planning permission;
- (4) land used for activities ancillary to mineral extraction and/or waste disposal operations e.g. processing plant, value added plant, silt ponds, haul roads and soil bunds; in other words, all other features which would not be there were it not for the mineral extraction and/or waste disposal operations;
- (5) land subject to a planning permission for mineral extraction and/or waste disposal which is to remain unexcavated but which is not currently being farmed; in other words land which it were not for the



mineral extraction and/or waste disposal operations would otherwise be in agricultural use;

(6) land where soils have been reinstated but which is not yet in aftercare or where the five year aftercare period has yet to be completed.

6.67 The following land will be excluded from POLICY MIN 4: Land where soil has been reinstated and is either out of the five year aftercare period or where there was never an aftercare requirement. This may include parts of an active mineral extraction and/or waste disposal site where progressive restoration is taking place.

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

6.68 Agriculture remains the most extensive use of those areas containing unworked deposits of sand and gravel. Although restoration for other after uses, notably playing fields, has become more common the Council attaches great importance to supporting agriculture and food production. Where mineral working would conflict with the ability to sustain the competitive edge of agriculture the agricultural interest will be paramount. The primary means of assessing the success of mineral working restoration is a comparison of the existing agricultural land classification prior to working with that likely to be attained within the five years statutory aftercare period, having regard also to any further improvement which may occur subsequently.

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

#### **Policy MIN 5: Use of Farmland**

**Mineral working on the best and most versatile farmland will only be permitted if working, restoration and aftercare schemes are adopted which will enable the land to be restored, so far as is practicable, to its previous agricultural quality or better.**

**The Council will seek to ensure the use of category a waste for the restoration of sand and gravel pits where they offer the greatest prospects of achieving high quality restoration and a rapid return of land**

to beneficial use.

Where the timescale for the site to become stable is likely to exceed a five year aftercare period the Council will seek an appropriate legal agreement with applicants specifying an alternative period and such other measures as may be appropriate to the method of restoration envisaged.

The Council will have regard to the impact on farming practices of proposals for minerals extraction and the importance of the agricultural land and uses in relation to neighbouring farm units when considering sites for release.

### **Restoration of Sand and Gravel Workings for Purposes other than Agriculture**

6.70 Better understanding of restoration techniques, coupled with public and private financial pressures, is leading to more proposals to extract sand and gravel from under sports fields and other sites formerly regarded as unavailable. Such proposals will be determined on their individual merits, having regard to all relevant policies in this Plan and other material considerations. The normal presumption will be a return to the original use with the application containing appropriate technical restoration details; however that may not always be appropriate and alternative beneficial use(s) and specification(s) may be specified. The following policies set out a broad strategy appropriate to the differing characteristics of mineral working in the north and south of the Borough.

#### **Policy MIN 6: Water Areas**

In the Colne Valley Park and other areas where water-based afteruse is indicated:-

- i) applicants will be required to show how excavation is to be arranged to provide for beneficial after-use(s) consistent with providing a balanced range of leisure activities and/or creation of new habitats before any planning permission is granted;
- ii) the restoration scheme shall provide in each case for graded banks, provision of a natural (i.e. irregular) lake perimeter, provision and/or retention of islands as a landscape feature and sanctuary for wildlife, and general landscaping to be provided at the earliest possible date;
- iii) where the after-use is to be sailing and/or fishing, the lake bottom must be suitably contoured, the feasibility of linking with existing bodies of water should be examined and where appropriate will be encouraged by the minerals planning authority; and

iv) consideration will be given to any contribution restoration could make to resolution of any flooding problems and/or improved water resources provision.

### Ready Mix Concrete Plants

6.71 Much sand and gravel production passes through ready mixed concrete plants. The most suitable locations for these facilities are at the gravel pit (for the duration of working) or at rail depots.

#### Policy MIN 7: Ready Mixed Concrete Plants

Subject to the following criteria, ready-mixed concrete plants will be regarded as acceptable in the following circumstances:-

- i) At sand and gravel pits to process material won from that pit where there is good access to the primary road network and permission has been granted for a sand and gravel processing plant. Any permission will be granted for the life of the extraction activity. Thereafter the plant must be removed in its entirety and land restored to the satisfaction of the local planning authority.
- ii) To meet temporary needs generated by major construction projects. any permission will only be granted for the duration of the project. thereafter the plant must be removed in its entirety and the land restored to the satisfaction of the local planning authority.
- iii) At rail depots where the coarse aggregates are transported by rail.
- iv) Within preferred industrial areas subject to compliance with other appropriate policies and proposals in this Local Plan.

### Pollution Control Considerations

6.72 As Minerals Planning Authority the Council will keep under review the statutory requirements for Environmental Assessments having regard to the continuing legislative changes to be expected, especially as the national strategy for sustainable development evolves. The current position is that the Council will continue to exercise environmental controls through the development control process, other policies in this Plan and procedures.

#### Policy MIN 8: Landfilling

The Council will require any new proposals involving landfilling or the re-working or disturbance of old landfill sites to demonstrate the

incorporation of a gas control and monitoring scheme. The local planning authority also will require applicants wishing to carry out development or changing the use of land restored by landfill to demonstrate that the proposals:

- i) have taken account of landfill gas;
- ii) will not result in ancillary activities which could affect any venting of landfill gas or other pollution control measures; and
- iii) will provide suitable protection of any pollution control measures.

6.73 Mineral working and landfill for restoration can affect the flood plain and in designing proposals the Council will expect such proposals to satisfy all relevant policies in the Plan.

6.74 There is a need for future schemes to provide clear evidence that the substitution of permeable gravels with impermeable waste will not result in hydrogeological problems occurring once site restoration is completed. As an alternative the Council will consider schemes for water table level monitoring which incorporate feasible solutions to incipient problems that may arise if significant increases in the water table are found to occur subsequently around the site as work progresses and once the land has been restored.

#### **POLICY MIN 9: Effects on the Local Hydrogeological Regime**

The Council considers the long term impact of landfilling on the local hydrogeological regime to be a material consideration. Applicants should provide clear evidence to enable the impact of proposals on the local hydrogeological regime to be determined. Any proposals relating to extraction or filling/restoration should secure the protection of hydrological and hydrogeological interests, and once restoration is completed, and in appropriate cases includes mitigating measures to be put into effect if adverse effects on the local hydrogeological regime develop. It will normally be necessary to enter into an appropriate legal agreement, having regard to the continuing need to maintain monitoring and mitigation measures for the duration that they are considered necessary.

#### **Assessment of Noise at Mineral Working and Landfill Sites**

6.75 Minerals can only be excavated where they are found and although noise emission is inevitable it can have a significant impact on the environment and the quality of life of communities. The Council is concerned to ensure that noise levels are kept to the minimum practicable level consistent with good environmental practice and the efficient and economic working sites.

**POLICY MIN 10: Noise Impacts**

Schemes proposed for mineral extraction, mineral processing, landfill, waste handling or treatment must demonstrate that:

- i) the impact of noise at all adjacent noise sensitive locations is mitigated to the satisfaction of the minerals planning authority having regard to the noise limits specified in MPG11 and local circumstances; and
- ii) any permitted operations will be subject to an independent noise monitoring and control scheme throughout their duration, and the results submitted to the local planning authority.

Where appropriate the Council will seek an agreement to achieve the aims of the policy.

6.76 Monitoring will normally be on a representative basis at the most sensitive locations. These may vary to take account of the phasing and progress of operations, using Type 1 (precision) grade equipment as defined in BS 5969.



## 7. COMMUNITY INFRASTRUCTURE

### Safeguarding Recreational, Leisure and Community Facilities

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

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

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

### Retaining existing Community Infrastructure

7.4 Hillingdon's Community infrastructure (such as emergency services and community and social spaces), strategic infrastructure (such as public utilities) and cultural facilities are vital to the identity and function of the borough, as well as its attractive and distinctive character. The Council's policy is to retain and make best use of existing recreational, leisure and community facilities. The Council will therefore exercise a presumption in favour of retaining existing recreational assets such as parks, facilities for outdoor sports and children's' play areas including allotments which have a key role in supporting community cohesion.

7.5 Proposals involving the loss, or partial loss, of community infrastructure will need to comply with the criteria set out in policy DMCI 1. Applicants may need to demonstrate that the existing, specific social infrastructure use is no longer required on site. Where this is the case, marketing evidence may be submitted establishing lack of demand, by showing that premises have been offered at a reasonable charge to appropriate user groups (e.g. community

groups or voluntary organisations in the case of community centres). Alternatively, clear and robust evidence should be provided that the site or premises is no longer appropriate for social infrastructure uses (e.g. due to its design, condition, location and/or accessibility).

#### **Policy DMCI 1: Retention of Existing Community, Sport and Education Facilities**

**Proposals involving the loss of an existing community, sport or educational facility will be permitted if:**

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

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

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

**c) any replacement/relocated facilities for the specific use provide a level of accessibility and standard of provision at least equal to that of the existing facility.**

**ii) the activities carried on are inconsistent and cannot be made consistent with acceptable living conditions for nearby residents,**

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

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

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

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



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

### **Education and community uses**

7.9 The Local Authority has the statutory duty to ensure the sufficiency of school places and childcare provision in its area. In recent years there has been a dramatic rise in forecast numbers due to a significant and sustained rise in birth rates and changes to migration.

7.10 The anticipated increase in provision is now over 30 forms of entry at primary level alone. Where a new educational facility is proposed, they should maximise use by local communities, including through their accessible location and design, consistent with the requirements of other relevant Development Management Policies. Measures to ensure community use will be pursued, including Community Use Agreements between the educational facility and local communities.

7.11 The impact of the birth rate changes is now working through the primary age groups and is due to impact upon secondary age groups from September 2016. The number of pupils needing specialist educational provision is also increasing. Whilst, birth rate increases are the major driver of demand, other changes (e.g. migration into the borough) increase demand for places across all year groups (including nursery). In addition, from September 2013, local authorities will have a duty to secure early years provision for the least advantaged two year olds.

7.12 The Council has already invested significantly in additional school places in the primary sector and two programmes of school expansions are in progress. However, the potential for expansion of existing primary schools in most areas of the borough has now been exhausted and new school sites are needed. Two new schools at the former RAF Uxbridge site and Lake Farm are proposed but more will be needed. Plans to increase the number of secondary school places and special school provision are also being developed and the scale of need, especially in the south of the borough, means that new sites will be needed.

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

7.13 Artistic, cultural and entertainment activities provide an outlet for the Borough's resident's leisure time and for the local economy in the Borough's town centres. Among Hillingdon's main entertainment facilities are the Beck Theatre (Hayes), Compass Theatre (Ickenham) and The Nave, (Uxbridge). The Cow Byre and Great Barns (Ruislip) mount exhibitions of work produced by local artists.

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

### **Religious Worship and Assembly**

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

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

### **Libraries and Museums**

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

### Child Care Facilities

7.18 The Council recognises the value and importance of suitable day care facilities for pre-school children. Such provision may range from a child minder looking after a few children to nurseries and playgroups providing either full or sessional day care for larger groups of children. To ensure that a minimum standard is maintained, registration with the Council's Social Services Department is required in most cases, in accordance with the provisions of the Children's Act.

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

7.20 The noise and traffic generating potential of such developments will be two of the main considerations in assessing any application. Applicants will need to take account of the Council's Social Services' 'Guidelines for Registration of Private Day Nurseries, Crèches, Playgroups and Childminders' particularly in relation to floorspace, outdoor space and vehicular access requirements.

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

### Health Services

7.22 New medical and health service uses are best located in town centres which are well served by public transport and supported by adequate parking provision. For these reasons 'out of centre' medical and health services in former residential dwellings will not be supported as they might introduce noise, traffic and other sources of disturbance to residential areas. As with other town centre uses the sequential test will apply with preference for such uses will be in secondary shopping frontages before edge of centre locations.

**Policy DMCI 2: New Community Infrastructure**

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

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

- i). they are located within the community or catchment that they are intended to serve;**
- ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;**
- iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and**
- iv) they make provision for community access to the facilities provided.**

**C). New cultural facilities that are expected to attract significant numbers of visitors should be located in Town Centres.**

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

7.23 The Local Plan Part 1 sets the context for open space provision in the borough, noting that the network of open spaces and woodlands are amongst the borough's most valuable assets. The borough is characterised by an extensive network of open spaces from the large expanse of green belt land, countryside and woodland in the north, the Colne Valley Regional Park stretching north to south along the western edge of the borough and the network of smaller parks and open spaces in between.

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

**Public Open Space Provision**

7.25 The borough's Open Space Strategy (OSS) was published in 2011 to provide a qualitative and quantitative audit of publicly accessible open space and an assessment of current and future needs in the borough. The strategy sets quantity standards to provide a guideline as to how much open space, is needed to serve the borough over the plan period. The OSS also includes

quality standards and accessibility standards, based on how far people should be expected to travel to visit each type of provision.

7.26 The OSS suggests there is a total of 676 open spaces covering 3,409 hectares, making up nearly 30% of all land in the Borough. However only 48% of this figure has free or unrestricted public access and a further 35% have some limited or restricted access. Nearly 18% of open spaces have no public access. Parks and Gardens provide 210 ha of amenity green space and there are 52 children's play spaces. The Borough provides 70% of all open spaces with unrestricted access. These are valuable assets for a range of reasons: for sport and recreation, providing a healthy environment, for education and well-being.

7.27 Of the Parks and Gardens, 16 have been awarded Green Flag status meaning they have been recognised for being safe and welcoming, providing good facilities and maintained to a high standard. Parks and open spaces range from formal gardens and town parks to informal nature conservation areas and country parks. In addition, the Borough has 7 rivers and around 20km of the Grand Union Canal. Rivers, canals tributaries and streams form a 'Blue Ribbon' network and are a key part of Hillingdon's green and open spaces. There is a National Nature Reserve at Ruislip Woods, and over 40 Sites of Importance for Nature Conservation (SINCs), all of which are open to the public.

7.28 In addition the distribution of open space is not even across the Borough with the north at a 10.0ha provision and the more urban central area at just 4.4ha per 1,000 population. Some variations are more striking at ward level with Pinkwell ward having just 1.7ha and Harefield 32.8 per 1,000 head of population. Although new District Parks have been laid out at Stockley Park and Minet, Hayes, more open space will be needed if standards are to be retained. Areas where there is greatest demand, such as South Uxbridge, Cowley and central Hayes, appear to offer little scope for the provision of significant and appropriate amounts of open space.

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

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

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

**i) it is linked to the functional use of the open space; and**

ii) it does not harm the character, appearance or function of the open space.

Cumulative impacts of development will be taken into account in this assessment.

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

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

i). the reconfiguration is part of a comprehensive, deliverable scheme;

ii). there would be no net loss of open space;

iii) the reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space, and it would secure a viable future for the open space; and

iv) the reconfiguration would not be detrimental to any environmental function performed by the existing open space.

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

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

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

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

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

Children’s Play Areas

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

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

**Policy DMCI 5: Children’s Play Areas**

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

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

**The council will resist the loss of existing play spaces unless:**

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

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

Standard	Threshold
Quantity	A Borough wide quantity standard of 6.0 ha of unrestricted open space per 1,000 population. A Borough wide quantity standard of 2.0 ha of

	unrestricted "Recreational" open space per 1,000 population.
<b>Accessibility</b>	All residents within the Borough should have access to: A Small or Local (or higher level) open space within 400m of where they live; and A District (or higher level) open space within 1200m of where they live; and where feasible: A Metropolitan open space within 3.2 Km of where they live.
<b>Quality</b>	All unrestricted open spaces to achieve a minimum quality score of 3 out of 5 by 2026.
<b>Play space</b>	Where possible children and young people should be within 400m of an equipped playground. All areas with the top 20% highest number of children and young people aged under 16 years (Based on Lower Level Super Output Areas) should have access to an equipped playground within 400m.

**Formal Recreation Facilities**

7.33 Hillingdon has recently opened two new sports and leisure centres in Uxbridge and Hayes and is promoting sport through targeted schemes such as 'Back to Sport', encouraging adults to take up sport once given up. Only 20% of the adult population are physically active 3 or more times a week. 50% of people are not engaged in any activity at all (Active People Survey). To deliver improvement, the Council works closely with a wide range of statutory, voluntary, community and commercial partners to maximise impact and with pooled resources to achieve the delivering of sport initiatives to residents.

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

7.35 The Uxbridge area is well served with the completion of Hillingdon Sports Centre. It is the intention to redress any deficits when more resources



become available. The four existing indoor public swimming pools in the Borough are all well located to serve the rest of the community's needs.

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

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

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

#### **Promoting Participation**

7.36 All Council-run sports centres in the Borough are well used by the public and there are waiting lists for club use. It is recognised that the use of these facilities could be increased by providing further outdoor floodlit all-weather surfaces adjacent to sports halls and centres for sports such as five-a-side football and netball to allow more indoor hall time for other users. The Council continues to encourage the multiple or more intensive use of school and publicly owned buildings for public recreation and leisure, particularly where they have the potential to serve the needs of persons living within walking, cycling, or a short (under 3.2km) car/bus journey's distance.

7.37 The Council is particularly concerned to ensure participation of people with disabilities (for whom access to indoor facilities is the main problem), those with caring responsibilities which tie them to the home, ethnic groups requiring facilities suited to their culture, elderly people who require different facilities and unemployed people who may not be able to afford facilities.

7.38 With increasing demand for outdoor sports facilities such as pay and play golf there have been demands for adequate levels of ancillary facilities. Although increasing provision of changing rooms, clubhouses and car parking may encourage participation, their location can cause conflict with other policies. Where private clubs have exclusive use of an open space, public access may become limited. The Council will therefore seek to limit further exclusive use of public facilities. It is important to ensure that the need to

increase participation in activities and access to facilities for all members of the community is in balance with other needs of the community.

#### **Policy DMCI 7: Promoting Participation**

**The Council will encourage the provision of ancillary recreational facilities such as changing rooms, car parking and facilities to improve public transport access, provided these are accessible to all the community and consistent with other policies of this plan.**

#### **Developer Contributions to Community Infrastructure**

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

#### **Policy DMCI 8: Planning Obligations and Community Infrastructure Levy**

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

**B) Planning obligations will be sought on a scheme-by-scheme basis to secure the provision of affordable housing in relation to residential development schemes, where a development has infrastructure needs that are not addressed through CIL and to ensure that development proposals provide or fund improvements to mitigate site specific impacts made necessary by the proposal.**

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

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

7.41 The Council will require planning obligations where the CIL levy does not sufficiently mitigate the infrastructure impacts of new development. This

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

7.42 The items of infrastructure to be funded by CIL and Planning Obligations are as follows:

### ITEMS TO BE FUNDED BY CIL CONTRIBUTIONS

#### Education facilities

**Transport improvements** excluding site specific matters needed to make the development acceptable in planning terms.

#### Health care facilities

**Community care facilities** (social care institutions providing for older people and people with mental health or learning disabilities).

#### Library services

**Leisure facilities** (sports facilities defined as publicly owned leisure centres, gyms and swimming pools).

**Open space provision** publicly accessible open space and allotments, excluding site specific matters needed to make the development acceptable in planning terms.

**Community facilities** (community centres and meeting places but excluding places of worship; voluntary sector meeting places and centres and public cultural facilities).

### ITEMS TO BE FUNDED BY S106 CONTRIBUTIONS

#### Affordable housing

#### Open Space and Recreation

Planning Obligations will be required to address:

- New development that directly creates a need for new, additional or enhanced facilities or recreational open space
- The loss of recreational public open space or a recreational facility without adequate alternative and compensatory replacement.

#### Environmental Impacts

Planning Obligations will be sought on a site specific basis to offset potential adverse impacts in relation to:

- Biodiversity and nature conservation:
- Landscape and trees
- Land contamination
- Recycling and waste management
- Flooding

**Transportation Measures:** needed to make specific development proposals acceptable in planning terms. Site specific matters can include (but are not limited to) highways crossovers to access the site and local road junctions, deceleration and turning lanes, measures to facilitate pedestrian and cyclist access, lighting and street furniture needed to mitigate the impact of a particular development. They may include mitigation works remote from the development site where the need for such works is identified in a Transport Assessment.

**Travel Plans:** These will generally be required for non residential development over 1,000 sq.m. and in exceptional circumstances for very large residential schemes. Additional transport improvements are listed in the Community Safety and Public Realm section below.

### Air Quality

Planning Obligations may be sought to ensure that developments have no detrimental impact on air quality: The following items may be sought to improve air quality where there is a net increase in traffic based trips.

- Use of low emission fuel technology;
- Trees and other planting where directly relevant to mitigating the impact of emissions;
- Restrictions on certain types of vehicles;
- Use of cleaner fuel for energy and heating;
- Use of combined heat and power and community heating systems where appropriate;
- Encourage company use of environmental management systems and air quality strategy; and
- Any other appropriate measures to meet the objectives of the Air Quality Action Plan.

### Noise

The Council may seek the following measures to address noise and vibration emitted from non residential development schemes:

- Measures to reduce noise at source, such as fleet selection, quiet bleeper and other
- administrative or work place practices;
- Mitigation measures such as noise barriers and sound insulation of residential properties and other sensitive receptors;
- Provision of off-site landscaped buffers;
- Roads and other surfaces incorporating the provision of quieter surfaces such as porous asphalt; and
- The preparation and implementation of noise management plans.

### **Training and Employment**

Contributions for the provision of training and employment will not be subject to CIL charges and will continue to be collected through S106 procedures. It is intended that collections will be made for most planning applications proposing significant employment generating development through in-kind schemes or financial contributions towards training and employment in the borough.

### **Community Safety the Public Realm**

Public realm improvements will be sought through Section 106 Agreements to address the site specific impacts of development proposals. Depending on the nature of the scheme particular measures may include:

- Crime prevention and safety – e.g. CCTV;
- Signage;
- Site specific car parking improvements; and
- Site specific highway works.

Where a proposed development would create a need for additional improvements to existing amenities or facilities or where the development would exacerbate an existing deficiency in provision then the development will be expected to make a contribution towards new or enhanced provision by complying with either planning conditions imposed on grant of planning permission to that effect or by compliance with the provisions of a planning obligation under a S106 arrangement made in compliance with the Planning Obligations SPD.



## 8. TRANSPORT & AVIATION

### BACKGROUND

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

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

8.3 Hillingdon faces a number of challenges in relation to managing the impacts from transport, both land based and aviation, which significantly affect large parts of the Borough. Its outer London location and limited north-south strategic transport network have resulted in high car ownership - 53% of Hillingdon residents travel to work by private vehicle (car or van)<sup>2</sup> compared to an average of 38.1% for outer Boroughs or an average of 12.7% of inner London boroughs. Uxbridge, its Metropolitan town centre, is deficient in good public transport links to London and centres outside London. Current levels of cycling and walking are low. Noise affects a number of areas in the Borough, particularly near to motorway and major arterial roads, rail corridors and within the vicinity of the airport. An *Air Quality Management Area* (AQMA) is declared over the Borough south of the Marylebone-Chiltern rail line. Further transport challenges include planning for the growth which is proposed in the London Plan 2011 for that part of Hillingdon in the Heathrow Opportunity Area, which identified 12,000 new jobs and 9,000 new homes.

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<sup>2</sup> ONS Map 2.3 Method of Travel Census 2011 ONS website June 2013

8.4 Overarching transport strategy objectives for the whole of London are contained in the Mayor's Transport Strategy (MTS) which is delivered at the local level through Hillingdon's Local Implementation Plan, currently 2011 (LIP2). Hillingdon's Air Quality Action Plan also establishes a number of transport related measures designed to reduce emissions from road transport.

### **Managing Transport Impacts**

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

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

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

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

#### **POLICY DMT1: Managing transport impacts**

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



- (i) be accessible by public transport, walking and cycling either from the catchment area that it is likely to draw its employees, customers or visitors from and/or the services and facilities necessary to support the development;
  - (ii) maximise safe, convenient and inclusive accessibility to, and from within developments for pedestrians, cyclists and public transport users;
  - (iii) provide equal access for all people, including inclusive access for disabled people;
  - (iv) adequately address delivery, servicing and drop-off requirements; and
  - (v) have no significant adverse transport impacts on the local and wider environment.
- (B) Development proposals will be required to undertake a satisfactory Transport Assessment and Travel Plan if they meet or exceed the thresholds set out in Table 8.1 and any subsequent update to these thresholds. All major developments that fall below these thresholds will be required to produce a satisfactory Transport Statement and Local Level Travel Plan. All these plans should demonstrate how any potential impacts will be mitigated and how such measures will be implemented.

**Table 8.1: Thresholds for Transport Assessments and Travel Plans**

USE	MINIMUM THRESHOLD
A1 Retail	800sqm
A3/A4/A5	500sqm
B1/B2/B8	2,500sqm
C1 Hotels	75 beds
C3 Residential	80 units
D1 Hospitals/medical centres	1,000sqm
D1 Schools, higher and further education	1,000sqm
D1 Place of worship	1000sqm
D2 Assembly and Leisure	1,000sqm

**Highways Impacts**

8.9 Managing traffic that arises from new development is a priority for the Borough. The LIP identifies that strategic road network is at capacity, causing high levels of congestion and environmental impacts in the surrounding residential areas as well as delays which have a negative impact on the

borough's economy. Map 9.1 in the Local Plan Part 1 identifies congestion hotspots within the Borough. In addition the borough's strategic transport networks are generally east-west in nature and north-south movements by all modes are very constrained.<sup>3</sup>

8.10 Development proposals will be expected to include measures that do not contribute further to congestion and where possible reduce car use. The Local Plan Part 1 states that options for addressing road congestion do not include new road construction and the extent of new growth will depend upon the implementation of other measures, such as highway improvements and more efficient public services.<sup>4</sup>

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

8.12 The Council will not support development which will unacceptably contribute to traffic movements, deleteriously impact on the highways network or road user safety (including to pedestrians) or, affect residential amenity including by noise, congestion or inadequate parking provision. Proposals which are likely to generate through traffic should avoid the use of local distributor and access roads. Development proposals must provide safe and adequate vehicular access, servicing and parking areas. Development proposals for new or altered vehicular access on higher order roads than local access roads will be required to demonstrate no suitable alternative access point; and no deleterious impact on highway or pedestrian safety and movement. For car parks, vehicles must be able to enter and exit the site in forward gear. For dwelling houses which have access onto a classified highway, vehicles must be able to enter and exit in a forward gear. The layout and visibility for the vehicular access and associated crossover must be in accordance with the Council standards.

8.13 Internal roads must be constructed in accordance with Council standards for that development, suitable and safe for the vehicles that will use

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<sup>3</sup> Local Implementation Plan April 2011, London Borough of Hillingdon p 9 para 3.20

<sup>4</sup> Local Plan Part 1 2012 p 140

it, including any service vehicles. For larger developments that generate higher amounts of traffic (for example large residential sites) safe and direct pedestrian and cycle access internally in the site to the highway should be provided, separate to vehicles.

#### **POLICY DMT2: Highways impacts**

**(A) Development proposals must be compatible with the safe and efficient movement of the highway and therefore must ensure that:**

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

#### **Road Safeguarding**

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

#### **POLICY DMT 3: Road Safeguarding**

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

#### **Public Transport**

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

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

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

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

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

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

#### **POLICY DMT4: Public Transport**

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

- (i) improvements to address inclusive access;
  - (ii) ensuring that bus stops are conveniently located for passengers;
  - (iii) implementation of bus priority and bus stop accessibility measures;
  - (iv) providing for bus route requirements and associated road layouts; and
  - (v) improvements to the network of services.
  - (vi) improvements to infrastructure to support cycling
- (B) Public transport measures may be required to be included in the highways layout design where identified in a transport assessment, travel plan or integral to the acceptability of the proposal.**

### **Pedestrians and Cyclists**

8.20 Walking and cycling are sustainable methods of travel, which free up space on public transport and roads and thereby help to address issues relating to capacity and congestion. They also help to improve air quality, local amenity and reduce noise nuisance. Walking and cycling can also promote the river and canal areas (Blue Ribbon Network) as providing the opportunity for transport and water based recreation areas.

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

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

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

8.23 All development proposals are required to provide good connectivity for pedestrians and cyclists and good permeability within the site where relevant. Connections are required to be of high quality, with safety and ease of access in mind. Public routes must comply with the principles of Secured by Design

through consultation with Hillingdon's Designing Out Crime Officer. They must also ensure comply with the principles of inclusive access and meet the requirements of the Accessible Hillingdon SPD.

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

#### **POLICY DMT5: Pedestrians and cyclists**

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

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

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

#### **Vehicle Parking**

8.25 Hillingdon's outer London location; its limited public transport accessibility; and the draw from outside London for workers travelling to Heathrow and other employment sites in the borough contribute to high car use and traffic congestion. Car ownership in Hillingdon between 2001 -2011 has fallen very little from 78.3% of households in 2001 having one or more cars or vans to 77.2% of households in 2011.<sup>5</sup> Car ownership patterns for households in Hillingdon may be considered more compatible with neighbouring local authorities outside London, such as South Bucks (89.8%) Slough (76.6%) and Wycombe (86.2%), compared with average car ownership levels for inner London boroughs (42.1%) or all London Boroughs

<sup>5</sup> ONS website 2013 Census Map 2.1 Car Ownership

at 58.7%<sup>6</sup>. Where there is inadequate off street parking for residential and commercial activities, problems are often created by pavement parking which leads to amenity issues and also on-street parking, which results in traffic congestion.

8.26 The Mayor's Transport Strategy acknowledges the role of the car in outer London particularly for medium to longer distance trips but it also recognises that different areas of London require different policy interventions and in outer London, proposals need to acknowledge the role of the car, especially low emission cars.<sup>7</sup>

8.27 The London Plan's draft Town Centres SPG<sup>8</sup> states that in planning for parking standards local authorities should take into account the following considerations:

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

8.28 The London Plan Policy 6.13 states the need for an appropriate balance between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use. It sets out parking standards that should be used but offers some flexibility for town centres and for outer London boroughs.

8.29 Hillingdon's parking standards are based on the London Plan's with some variance to address local circumstances in terms of employment sites and residential uses. Uxbridge is a key centre for the office market in west London and more generous levels of parking are necessary in order to compete with neighbouring local authorities outside London.<sup>9</sup>

Car parking for dwellings reflects local circumstances and car ownership patterns in the Borough with consideration given to future changes from conventional vehicles to electric vehicle ownership.

8.30 The Council will expect developers to meet the parking standards. In areas of high public transport accessibility where compliance with wider planning objectives can be demonstrated through assessment and mitigation, requirements may be varied. In order to ensure a high standard of public amenity and meet objectives of inclusion and accessibility, the Council will

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<sup>6</sup> table KS404EW 2011 Census ONS website June 2013

<sup>7</sup> MTS May 2010 p109

<sup>8</sup> Draft Town Centres SPG London Plan GLA , Jan 2013, p140

<sup>9</sup> Part1Hillingdon Draft Local Plan p30

ensure that car parking areas have bays of appropriate dimensions and with sufficient manoeuvring space; are well lit, safe and secure; and landscaped to a high standard, with provision for electric vehicle parking.

8.31 Car parking must accommodate spaces for wheelchair users and those with restricted mobility and be designed in accordance with the relevant standards as outlined in the Accessible Hillingdon SPD and BS 8300. In addition to “blue badge” parking, the Council also operates a “brown badge” scheme for older residents with restricted mobility. In accordance with the Accessible Hillingdon SPD 10% of car parking spaces must be for blue badge holders and 5% for brown badge holders, with at least one accessible on or off street parking bay designated for blue badge holders even if no general parking is provided.

#### **POLICY DMT6: Vehicle Parking**

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

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

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

#### **Freight**

8.32 The movement of freight by road is recognised as a contributor to air quality and noise issues in the Borough. While this may be in part attributed to the proximity of the motorway network and through traffic, freight movement in the Borough originates from industry and commercial operations which may include mineral workings and waste management. Heathrow Airport is recognised as a significant generator of freight traffic especially from areas to the west of the Borough.<sup>10</sup>

<sup>10</sup> Local Implementation Plan April 2011, London Borough of Hillingdon p28



8.33 London Plan Policy 6.14 aims to improve freight distribution in the capital. It encourages proposals that generate high numbers of freight movements to locate close to major transport routes and to use the Blue Ribbon (waterway) network. It promotes the take up of the freight operators recognition scheme, construction logistics plans and delivery and servicing plans.

8.34 Hillingdon's Air Quality Action Plan identifies specific action relevant to freight namely such as freight priority schemes along the major exceedence corridors such as the M4, A4, A40 and A312 and promoting of cleaner vehicle technology.

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

#### **POLICY DMT7: Freight**

**(A) Development proposals relating to logistics and distribution or freight will be required to demonstrate that they are conveniently located to enable direct routing to the strategic road network to ensure that there is no deleterious impact on local amenity or the highway network.**

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

#### **AVIATION**

8.36 Aviation is a significant land use and employer in Hillingdon. Two airports are located in the Borough, Heathrow Airport, encompassing the Borough south of the Bath Road and, RAF Northolt located in the north east of the Borough. Heathrow, the UK's main international airport has two runways, four terminals (and one currently under refurbishment) and approximately 90 scheduled airlines flying to 176 destinations around the

world.<sup>11</sup> RAF Northolt is an active military airport which also accommodates a proportion of commercial flights of around 30 passenger capacity<sup>12</sup>

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

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

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

#### Safe Operation of Airports

8.39 Circular 1/2003 sets out advice to local planning authorities on safeguarding aerodromes. Safeguarding for airports in Hillingdon has been identified and contained on the Proposals Map. Within this area, the Council will consult the Airport Operator on development where the height of any building, structure, erection or works would affect the operation of the airport or the safe movement of aircraft (i.e. potentially penetrate the protected surface). A new building, structure or extension (because of its size, shape, location or construction materials) can also affect navigational and radio aids and, telecommunications systems equipment. Lighting elements of a development also have the potential to distract or confuse pilots, particularly in the immediate vicinity of the aerodrome and the aircraft approach paths and must also be considered as part of development proposals.

8.40 Wind-powered generator turbines can present a physical obstacle to air navigation, affect radar and other electronic aids to air navigation from radio frequency interference. Safeguarding requirements in the Borough include areas within which the Airport Operator must be consulted for proposed wind turbine development. Additionally the Civil Aviation Authority (CAA), NATS En

<sup>11</sup> Heathrow Air Quality , Together Towards Sustainability, Heathrow Air Quality Strategy, 2011 – 2020, BAA p11

<sup>12</sup> News article 29 /04/13 Royal Airforce RAF Northolt website 28/06/13

Route Ltd. (NERL) and the Ministry of Defence (MOD) may be required to be consulted and a navigational impact assessment study may be required.

8.41 Public safety zones are identified for land extending outwards from the end of airport runways at Heathrow. Circular 1/2010 sets out a general presumption against new or replacement development, or changes of use of existing buildings within these zones. No new or replacement dwelling houses, mobile homes, caravan sites or other residential buildings should be permitted or new or replacement non residential development be permitted. Transport infrastructure is therefore considered for Public Safety Zone policy purposes as if it is residential, commercial or industrial development. However, certain forms of development which involve a very low density of people coming and going may be acceptable within it. The Council will therefore consult the Airport Operator on proposals in the Public Safety Zone.

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

8.43 In addition to the requirements related to public safety zones and to the height and type of buildings and structures, the Council is also required to consult the Airport Operator before granting permission which might by its nature endanger the safety of aircraft by attracting large numbers of birds. Such developments include refuse tips, reservoirs, sewage disposal works, nature reserves or a bird sanctuary as well as landscaping proposals linked to other developments.

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

#### **Policy DMAV1: Safe Operation of Airports**

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

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

- (i) areas included in Airport Public Safety zones are protected from development which may lead to an increase in people residing, working or congregating in these zones;**

- (ii) sensitive uses such as housing, education or hospitals are not located in areas significantly affected by aircraft noise without acceptable mitigation measures; and
- (iii) development which has the ability to deleteriously impact on the safe movement of aircraft through location, height, operation, design, materials or ability to attract birds, is not supported.

### HEATHROW AIRPORT

8.45 Heathrow is the world's busiest international airport. In 2010 it handled some 66 million passengers on approximately 460,000 flights.<sup>13</sup> In 2011, Heathrow handled nearly a quarter of all air transport movements at UK airports, approximately a third of all terminal passengers and two-thirds of all air freight, which is mainly transported in passenger aircraft.<sup>14</sup> However, Heathrow's urban location and the size of its operations have led to a number of local amenity and environmental issues. Both land and air transport activity at and around Heathrow Airport are a significant contributor to traffic congestion, noise and emissions. There is pressure for airport operations to expand, having the potential to impact on the Borough. The airport is a major source of all three air pollutants (NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub>) making up between 36% and 54% of total emissions from within Hillingdon.<sup>15</sup> Aircraft noise from Heathrow severely affects some areas of the Borough.

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

<sup>13</sup> Heathrow Air Quality , Together Towards Sustainability, Heathrow Air Quality Strategy, 2011 – 2020, BAA p11

<sup>14</sup> Aviation Policy Framework, March 2013 Page 26 para1.43

<sup>15</sup> Air Quality Action Plan Progress report 2012, London Borough of Hillingdon, p11

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

8.51 Whilst the Council recognises the economic importance of the airport, it remains firmly opposed to any proposal to expand Heathrow beyond its boundary. This is consistent with the Mayor of London's position on the future of Heathrow Airport as set out in Policy 6.6 of the London Plan. While supporting the continuation of Heathrow Airport the Plan states that the Mayor is strongly opposed to any further expansion at Heathrow involving an increase in aircraft movements.

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

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

8.54 It should be noted that the nature, scale and timing of any requirement for additional capacity at Heathrow and other airports is currently being considered by the Airports Commission with a report expected in 2015<sup>18</sup>.

#### **POLICY DMAV2: Heathrow Airport**

**(A) Development proposals within the Heathrow Airport boundary will**

<sup>16</sup> Planning application: Ref 47853/APP/2002/1882

<sup>17</sup> Local Implementation Plan London Borough of Hillingdon, April 2011, p22

<sup>18</sup> Aviation Policy Framework, March 2013, p5

only be supported where:

- (i) they relate directly to airport related use or development\*
  - (ii) there is no intensification of noise and aircraft movements or increase in car parking numbers beyond the currently permitted levels in the Secretary of State's decision on planning application 47853/93/246<sup>19</sup>
  - (iii) there is no increase in traffic and congestion from the proposal;
  - (iv) there is consistency with Council's Air Quality Management Plan objectives to ensure no further deterioration in local air quality;
  - (v) there are no other adverse environmental impacts; where relevant, an environmental impact and/or transport assessment will be required with appropriate identification of mitigation measures; and
  - (vi) they comply with all other relevant policies of the Local Plan.
- (B) Development proposals for airport related uses or development\* on sites outside the Heathrow Airport boundary will only be supported where there is a justification for the need for the development to locate there and, where relevant, an environmental impact and/or transport assessment and identification of mitigation measures.

*"Airport related uses or development" is to be taken as any use or development that falls within the following: offices, air cargo transit sheds, hire facilities, flight catering, freight forwarding and airport industry and warehousing and, is development in connection with the provision of services and activities relating to the movement or maintenance of aircraft or with embarking, disembarking, loading, discharge or transport of passengers, livestock or goods. It also includes the provision of services and facilities for any staff employed to provide these functions.<sup>20</sup>*

#### RAF Northolt

8.55 RAF Northolt is an active military airfield with a number of commercial flights using smaller aircraft. Current air operations at RAF Northolt result in a significant and intermittent level of noise disturbance. Traffic movement is halted on West End Road during the operation of the runway by the use of signals. The RAF have recently announced that its 7000 commercial movements per year is to be increased to 12,000 gradually over the next

<sup>19</sup> Secretary of State's decision on Application: 47853/93/246 (LB Hillingdon) & (SP/93/0096 Spelthorne BC) Annex G(i);

<sup>20</sup> Definition from Secretary of State's decision on Application: 47853/93/246 (LB Hillingdon) & (SP/93/0096 Spelthorne BC) Annex G(i) condition A79 ;

three years with military movements expected to remain at around 5,500 per year. Commercial movements are currently restricted to quieter aircraft and the airfield is closed to commercial traffic overnight, Saturday evenings and Sunday mornings<sup>21</sup>.

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

#### **POLICY DMAV3: RAF Northolt**

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

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

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<sup>21</sup> 29 /04/13 Royal Airforce RAF Northolt website 28/06/13

**8. TRANSPORT AND AVIATION**

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**Appendix A - Table 1: Parking Standards**

The parking standards apply to new buildings, extensions and changes of use for service vehicles, car, motorcycle and bicycle parking.

**(a) Specific requirements**

No.	Use	Requirements
1.	Car parking bay sizes	(a) The minimum dimensions of a standard car parking bay are 2400mm x 4800mm for spaces and for a wheelchair accessible car parking bay 2400mm x 4800mm plus shared 1200mm transfer zone as detailed in Council's Accessibility SPD.
		(b) The minimum dimensions of motorcycle/moped/scooter parking bay are 1400mm x 2500mm.
		(c) The minimum dimensions for a bicycle space are 600mm x 1800mm
2.	Multiple users of parking facilities	(a) Where a scheme consists of more than one land use, the parking requirement will be calculated separately for each use. However, where mixed uses generate demands at different times of day, consideration will be given to parking provision based on the maximum amount of parking space required at any one time.
		(b) Applicants may consider the multiple use of parking facilities (for use by different sections of the community, for different uses and either at the same or at different times). It should be noted that multiple use of parking facilities may require planning permission.
3.	Uses likely to generate coach traffic	(a) Uses likely to generate coach traffic (e.g. hotels, public halls, educational establishments, swimming and sports facilities, theatres etc) should provide adequate off-street facilities for coaches, including pick-up and set-down points, manoeuvring space and sufficient parking bay(s).
		(b) Development layouts should allow for coaches to enter and leave the site in a forward gear.
4.	Transport appraisal, assessment or statement and Travel Plan	Where required in the parking standards or as ascertained by Council, a transport assessment, statement or appraisal and/ or travel plan may be required to ascertain the impact of the development.

5.	Servicing and loading Arrangements	(a) Sufficient space for the standing and manoeuvring of all goods and service vehicles likely to serve the development at any one time is essential.
		(b) The following minimum dimensions should be accommodated for service vehicles: <ul style="list-style-type: none"> <li>• For smaller stores, town centre uses, hotels and residential institutions: 2.5m x 12m</li> <li>• For supermarkets and warehouses: 2.5m x 18m</li> </ul>
		(c) Development layouts should allow all vehicles to load/unload and enter and leave the site in a forward gear.
6.	Car park Design	(a) Car parking areas must be designed from the onset in accordance with the principles of secured by design (where necessary access controlled), sustainable drainage (SuDS) and inclusive access.
		(b) Surface car parks should be adequately screened and landscaped and, where possible, laid out in small groups of parking spaces for amenity and to mitigate heat island and surface water runoff.
		(c) Car parking areas must be designed to allow vehicles to exit and enter in a forward gear.
7.	Parking provision for dwelling houses	(a) Car parking spaces for dwelling houses should be: <ul style="list-style-type: none"> <li>• designed in accordance with sustainable drainage principles,</li> <li>• minimising areas of hard standing,</li> <li>• ensure gates do not swing outwards and the positioning of the car park does not cause the parked vehicle to overhang the pavement;</li> <li>• leave enough space between the dwelling and vehicle (1200mm) to allow access for a wheelchair user in accordance with Council's <i>Accessible Hillingdon SPD May 2013</i>;</li> <li>• Make provision for electric vehicle charging points.</li> </ul>
		(b) For dwelling houses with vehicular access onto a classified highway, vehicles must be able to enter and exit the site in a forward gear.

8.	Garages	(a) Garages should be an internal width minimum of 3000 mm x 6000 mm. The design of the garage should relate to the design of the building around it, should be subordinate in size and appearance to the main dwelling, and preserve and enhance the local character.
		(b) Flat roofs and double width doors and long unrelieved walls should be avoided especially if they front towards a street.
		(c) The design of the garage and driveway must ensure that an occupying vehicle does not need to overhang the carriageway or footway (footpath) while waiting for the garage door to be opened.
9	Inclusive Access	(a) For commercial developments, 10% of car parking spaces must be for blue badge holders and 5% for brown badge holders, together with one accessible on or off street parking bay designated for blue badge holders even if no general parking is provided.
		(b) For residential development car parking areas must include 10% of spaces suitable for a wheelchair user in accordance with the provisions in Council's <i>Accessible Hillingdon SPD May 2013</i> . For dwelling houses proposals must leave enough space between the dwelling and vehicle (1200mm) to allow access for a wheelchair user in accordance with Council's <i>Accessible Hillingdon SPD May 2013</i> .
10.	Parking for electric vehicles	Parking for electric vehicles should be provided at a current minimum of 5% of car parking spaces with 5% passive provision to meet the Mayor's targets. This will be reviewed in future.
11.	Crossovers, footpaths and road layouts	(a) Vehicle crossovers must be constructed to Council standards and meet engineering requirements. As a guide, the width of a standard (domestic) crossing is 2.5m at the back of the public footway increasing to 4.6m at the kerbside. Crossovers which cover the full frontage may not be permitted.
		(b) For road layouts swept path analysis must include 300mm error margins around the body of the vehicle. This should be satisfactorily accommodated within the existing and proposed road layout.

12.	Bicycle parking	<p>(a) Parking for bicycles must be located in a safe, secure and accessible location. Covered parking should be provided where possible. Cycle spaces should be located as near as possible to the building entrance(s). Large developments will be expected to include changing and other facilities for cyclists.</p>
		<p>(b) As a minimum, cycle parking should normally take the form of Sheffield stands or a similar stand which allows both the frame and wheels of a cycle to be secured without risk of damage. Further design guidance is available in Transport for London's <i>London Cycling Design Standards</i>.</p>
13.	Motorcycle, moped and scooter parking	<p>(a) In addition to car and bicycle parking, parking spaces for motorised two wheelers (motorcycles, moped and scooters) must also be provided at the rate of 5% of car parking spaces.</p>
		<p>(b) Motorised two wheeler parking should be secure and where possible covered and close to building entrances. Ideally parking should be grouped together for security. Large developments will be expected to include changing and other facilities for motorcyclists and moped and scooter users. Guidance on parking design is available in the Institute for Highway Engineers <i>Guidelines for Motorcycling</i>.</p>

(b) Parking requirements

<b>CAR AND OTHER VEHICLE PARKING</b>				<b>BICYCLE PARKING</b>
<b>MAXIMUM REQUIREMENT</b>				<b>MAXIMUM REQUIREMENT</b>
				(1 space per sqm of gross floorspace unless otherwise stated)
<b>A1 FOOD</b>				
Parking space per sq m of gross floorspace:				(a) A1 (shops)
	PTAL 6-5	PTAL 4 -2	PTAL1	Out of centre – 1 per 350 sqm
Up to 550m <sup>2</sup>	75	50 - 35	30	In Centre - 1 per 125 sqm
Up to 2500m <sup>2</sup>	45 - 30	30 - 20	18	(b) A3 Café & restaurant
Over 2500m <sup>2</sup>	38 - 25	25 – 18	15	1 per 20 staff + 1 per 20 customers.
With at least 1 space to be required for those food uses with a delivery service.				(c) A4 Pub/wine bars
				1 per 100 sqm
				(d) Takeaways
				1 per 50 sqm
<b>A1 NON FOOD</b>				
Parking space per sq m of gross floorspace:				(a) A1 (shops)
	PTAL 6-5	PTAL 4 -2	PTAL1	Out of centre – 1 per 500 sqm
	60 - 40	50 – 30	30	In Centre - 1 per 300
				(b) A2 financial services –
				1 per 125
<b>TOWN CENTRE , SHOPPING MALL, DEPARTMENT STORE</b>				
1 space per sq m of gross floorspace:				A1 (shops)
	PTAL 6-5	PTAL 4 -2	PTAL1	Out of centre – 1 per 500 sqm
	75 – 50	50 – 35	30	In Centre - 1 per 300 sqm

<b>GARDEN CENTRE</b>							
<p>1 space per sq m of gross floorspace:</p> <table border="0"> <tr> <td>PTAL 6-5</td> <td>PTAL 4 -2</td> <td>PTAL1</td> </tr> <tr> <td>65 - 45</td> <td>45 – 30</td> <td>25</td> </tr> </table>	PTAL 6-5	PTAL 4 -2	PTAL1	65 - 45	45 – 30	25	<p>A1 (shops)</p> <p>Out of centre – 1 per 500 sqm</p> <p>In Centre - 1 per 300 sqm</p>
PTAL 6-5	PTAL 4 -2	PTAL1					
65 - 45	45 – 30	25					
<b>MINI CAB OFFICE</b>							
<p>2 spaces</p> <p><i>*Depending on the number of cars and available parking, a transport appraisal may be required.</i></p>	<p>Level of provision subject to appraisal of number of office based staff.</p>						
<b>B1 OFFICES</b>							
<p>1 space per 50 – 100 sq m of gross floorspace</p>	<p>1 per 250 sqm</p>						
<b>ALL OTHER B CLASS USES</b>							
<p>2 spaces plus 1 space per 50 – 100 sq m of gross floorspace</p>	<p>(a) B1(b) (c) (business) –</p> <p>1 per 250 sqm</p> <p>(b) B2 – B8 (General Industry storage and distribution)</p> <p>1 per 500</p>						
<b>DWELLINGS WITH CURTILAGE</b>							
<p>2 spaces per dwelling</p>	<p>(a) 1 per 1 or 2 bed unit.</p> <p>(b) 2 per 3 or more bed unit</p>						

<b>FLATS</b>	
3 - 4 or more bedrooms - 2 spaces p/unit	(a) 1 per studio, 1 or 2 bed unit.
1 – 2 bedroom/s - 1.5 - 1 spaces p/unit	(b) 2 per 3 or more bed unit.
studio - 1 space per 2 units	
<p>(a) Proposals must also accommodate visitor's car parking on site additional to the above.</p> <p>(b) Car parks must be allocated to dwellings.</p>	
<b>HOSTELS</b>	
1 space per manager plus 1 space per 20 resident bed spaces. <i>* Variance to this may be permitted, subject to a transport appraisal and travel plan.</i>	Level of provision subject to appraisal.
<b>HOUSES IN MULTIPLE OCCUPATION</b>	
<p>For a HMO with up to 6 intended occupants:</p> <p>1 space per 2 occupants. <i>* For HMOs over 6 intended occupants, car parking requirements will be assessed through a transport appraisal and travel plan.</i></p>	1 per occupant

<b>HOTELS AND GUESTHOUSES</b>	
<p>On an individual basis and in addition to car parking requirements:</p> <p>(a) Provision for taxi pick up and set down to be provided.</p> <p>(b) One coach parking space is required per 50 rooms.</p> <p>(c) Within existing and proposed hotel developments, the use any of the hotel car parking for car rental operations or short/long stay airport or other public car parking will require planning permission.</p> <p>(d) Hotels which include function/banquet and dining rooms (which may include: ballrooms, conference and meeting rooms, exhibition space, restaurants, cafés/ bar areas, nightclubs and any other rooms capable of use for hosting functions, business meetings or for eating/drinking) will require a transport appraisal to assess the level of car parking</p>	<p>1 per 10 staff</p>
<b>BOARDING SCHOOLS, RESIDENTIAL COLLEGES AND STUDENT HALLS OF RESIDENCE</b>	
<p>On an individual basis using a transport assessment and travel plan.</p>	<p>1 space per student</p>
<b>RESIDENTIAL INSTITUTION (INCLUDING CARE HOMES)</b>	
<p>Either using a transport assessment and travel plan, or 1 space per four dwelling units, minimum 2 spaces, plus 1 space for warden. Where relevant provision is also to be made for emergency vehicle parking, loading and unloading</p>	<p>(a) Care homes - 1 per 3 staff</p> <p>(b) Other uses – level of provision subject to appraisal</p>
<b>HOSPITALS</b>	
<p>Additionally provision to be made for emergency vehicle parking, loading and unloading.</p>	<p>1 per 5 staff and 1 per 10 visitors</p>

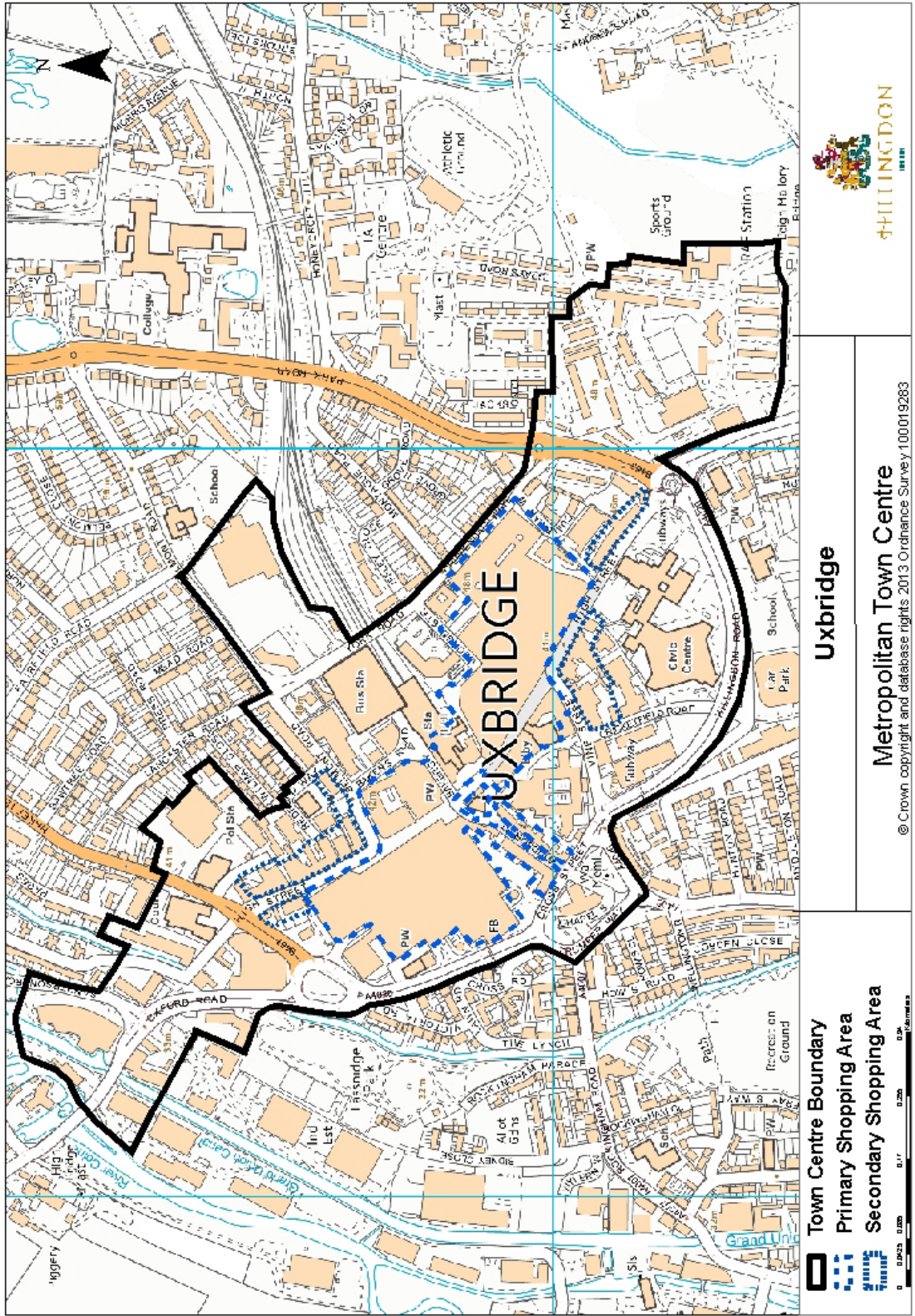


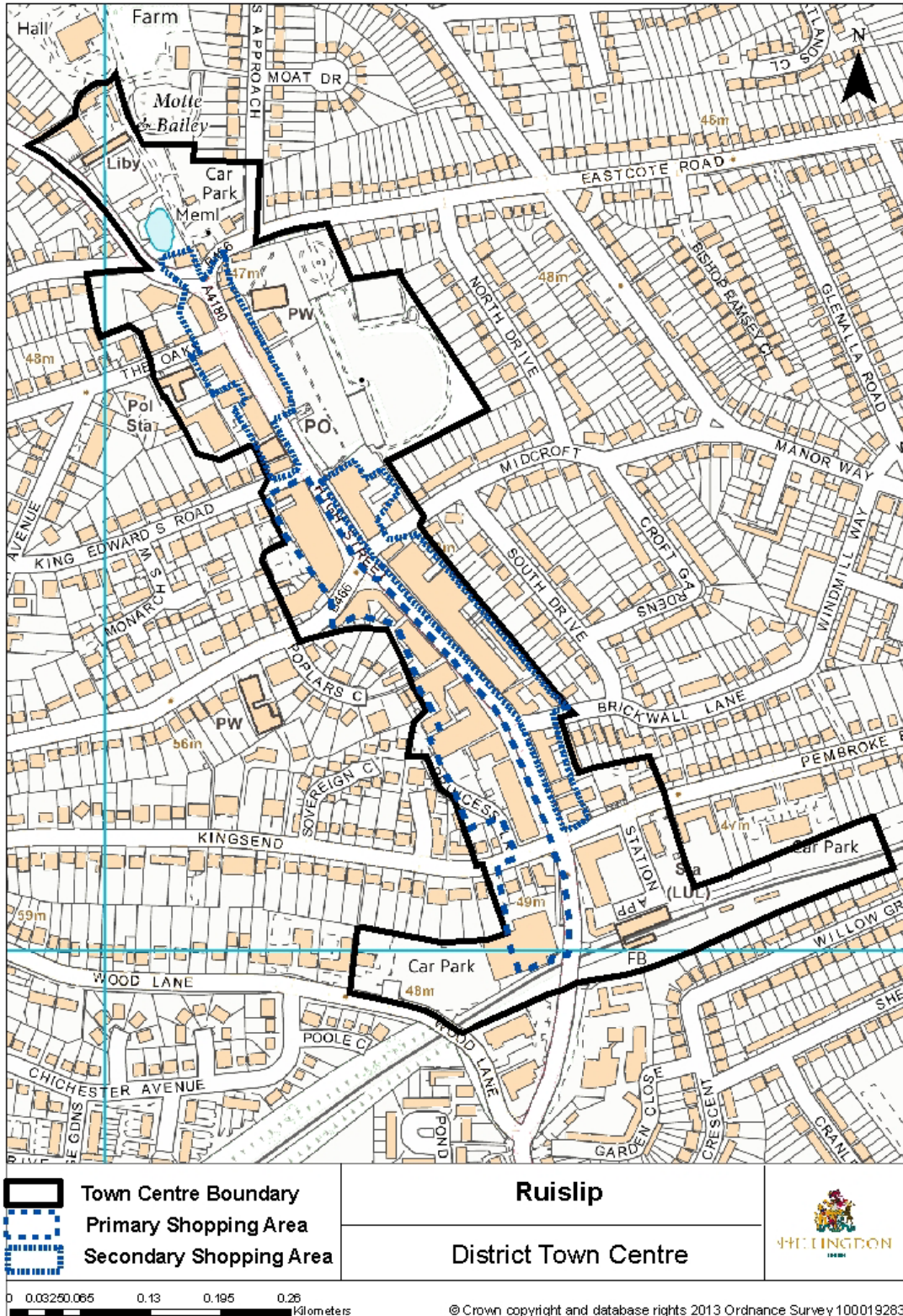
<b>DAY CARE CENTRES, PRE-SCHOOL PLAY AND NURSERIES</b>	
On an individual basis using a transport assessment and travel plan and in addition to car parking requirements, provision for pick up and drop off facility to be provided.	Level of provision subject to transport assessment.
<b>HIGHER AND FURTHER EDUCATION ESTABLISHMENT (VOCATIONAL &amp; ACADEMIC) ADULT TRAINING CENTRES AND SCHOOLS</b>	
On an individual basis using a transport assessment and where applicable school travel plan/travel plan.  Where relevant, provision should be made for coach/bus access and parking.	1 per 10 staff or students
<b>MEDICAL AND OTHER HEALTH PRACTICES, INCLUDING DENTAL VETERINARY AND ALTERNATIVE MEDICINE</b>	
At least two spaces per consulting room to be provided	(a) Health facilities/clinics - 1 per 50 staff + 1 per 10 visitors.  (b) All others – level subject to appraisal
<b>PLACES OF WORSHIP AND COMMUNITY CENTRES</b>	
On an individual basis using a transport assessment and travel plan, and in addition provision for taxi set down and pick up where relevant.	(a) Libraries - 1 per 10 staff + 1 per 10 visitors  (b) All others – level subject to appraisal
<b>MEDICAL AND OTHER HEALTH PRACTICES, INCLUDING DENTAL VETERINARY AND ALTERNATIVE MEDICINE</b>	
At least two spaces per consulting room to be provided	(a) Health facilities/clinics - 1 per 50 staff + 1 per 10 visitors.  (b) All others – level subject to appraisal

<b>PLACES OF WORSHIP AND COMMUNITY CENTRES</b>	
On an individual basis using a transport assessment and travel plan, and in addition provision for taxi set down and pick up where relevant.	<p>(a) Libraries - 1 per 10 staff + 1 per 10 visitors</p> <p>(b) All others – level subject to appraisal</p>
<b>THEATRES AND CINEMAS, NIGHTCLUBS , BANQUETS AND FUNCTION ROOMS</b>	
On an individual basis using a transport assessment and travel plan, and in addition provision for taxi set down and pick up where relevant.	<p>(a) 1 per 20 staff + 1 per 50 seats</p> <p>(b) all others - level subject to appraisal</p>
<b>HEALTH CLUBS LICENSED CLUBS AND SPORTS FACILITIES WITHOUT A LICENSED CLUB HOUSE, SWIMMING POOLS</b>	
On an individual basis using a transport assessment and travel plan, and in addition provision for taxi and bus/coach access and parking.	<p>(a) Leisure facilities - 1 per 10 staff and 1 per 20 peak period visitors</p> <p>(b) Others – level subject to appraisal.</p>

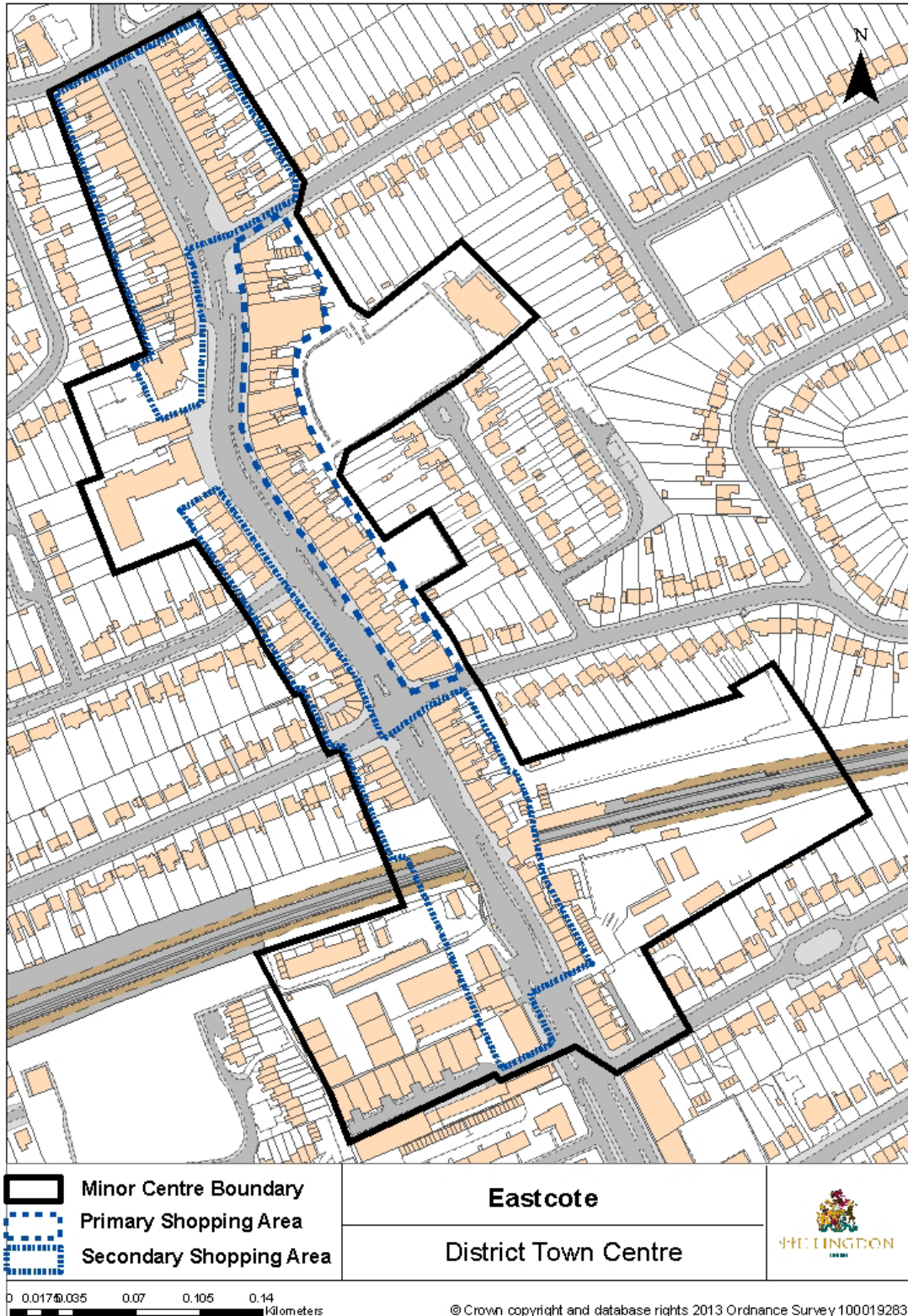
## Appendix B: Town Centre Maps

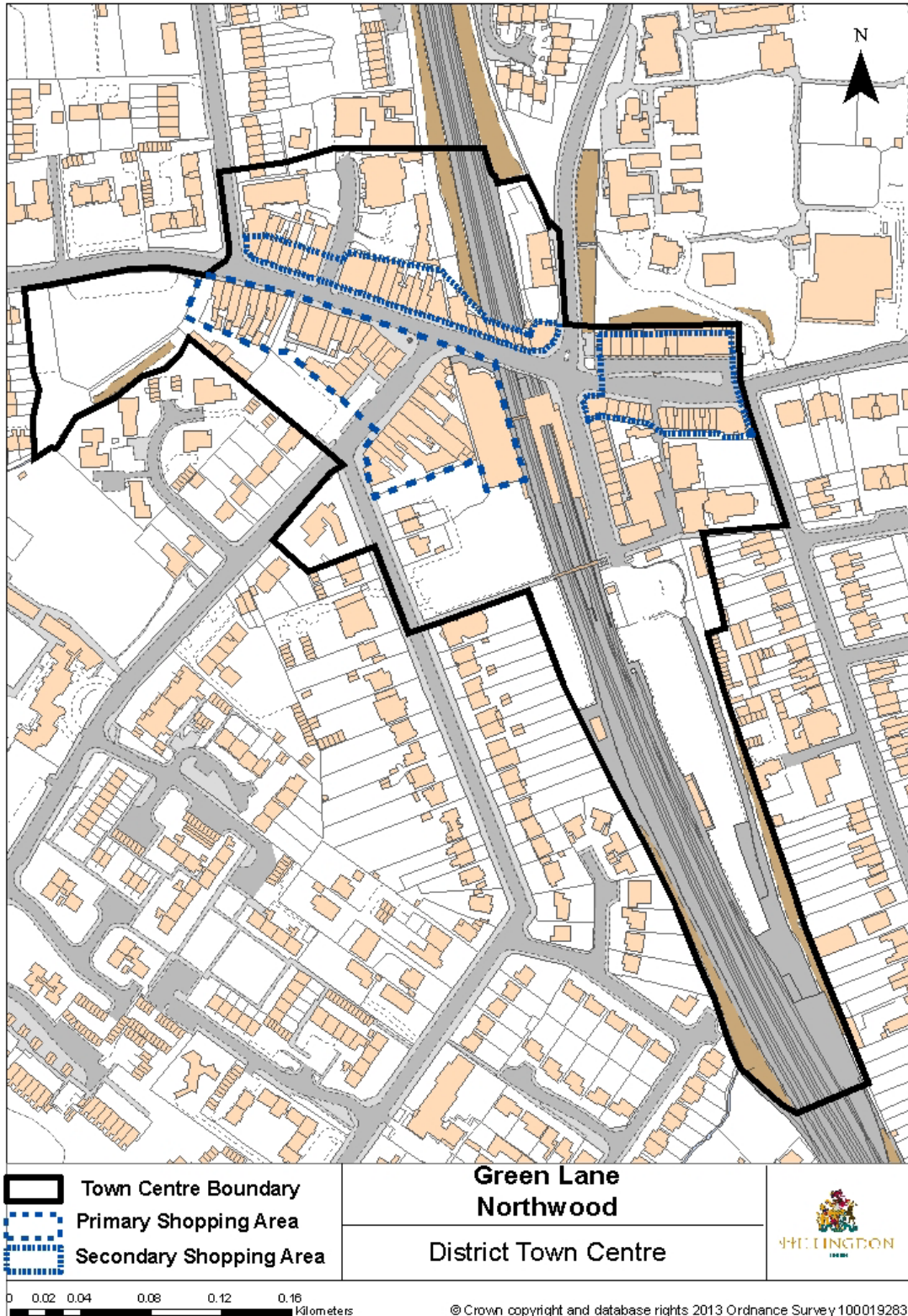
APPENDIX B



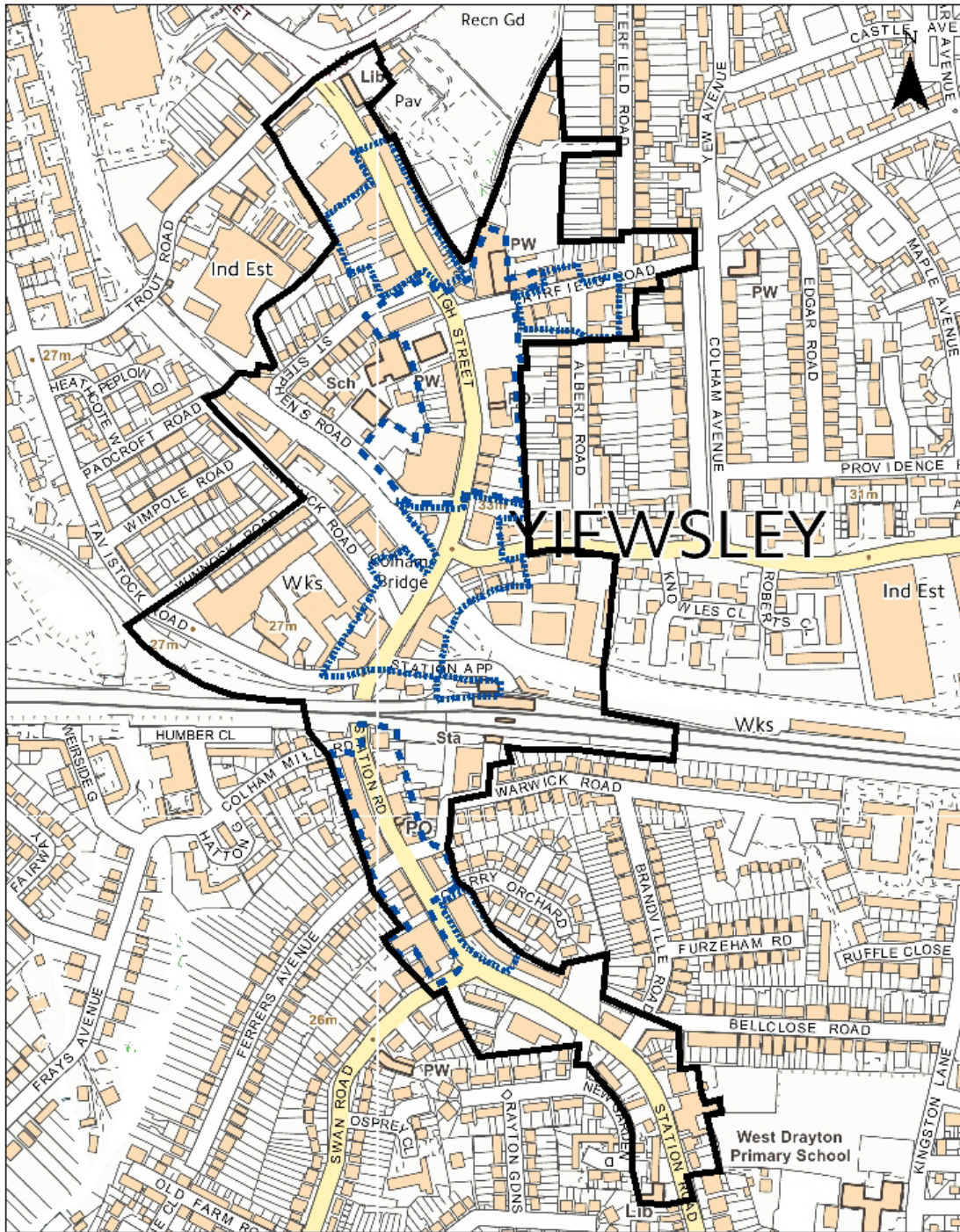


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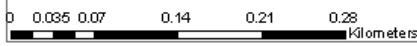
APPENDIX B



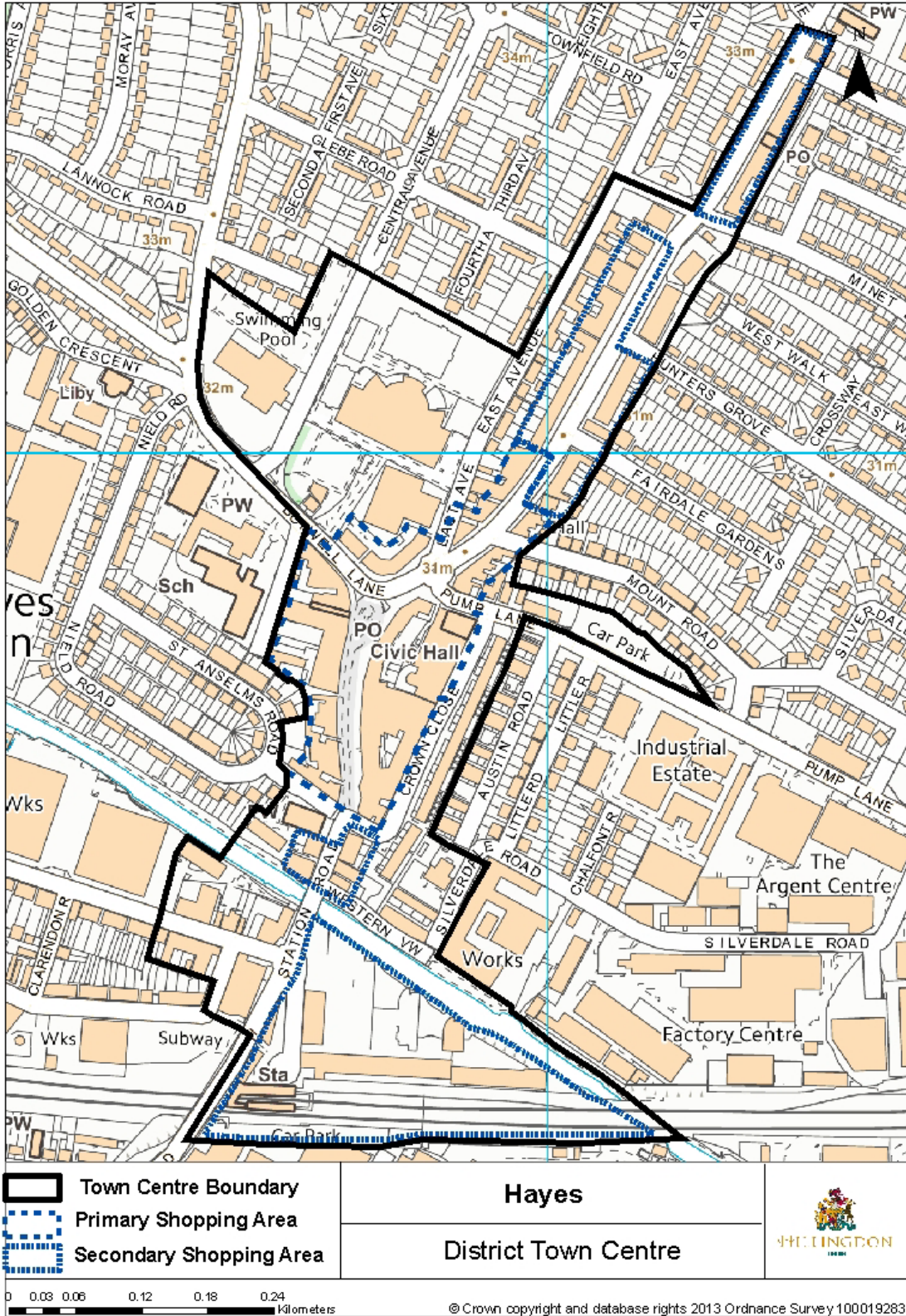
	Town Centre Boundary
	Primary Shopping Area
	Secondary Shopping Area

Yiewsley / West Drayton

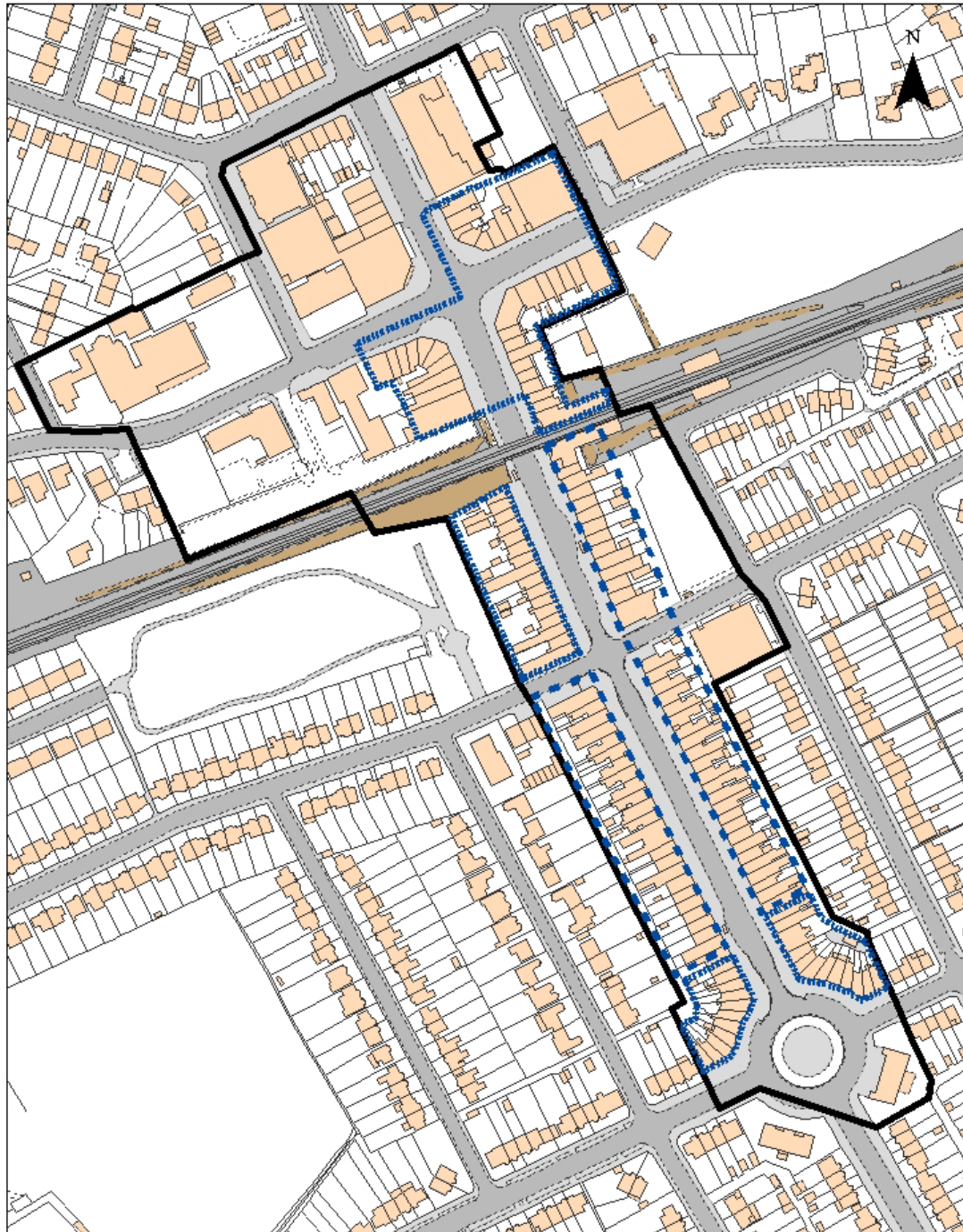
District Town Centre










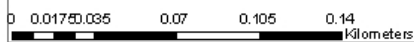
APPENDIX B

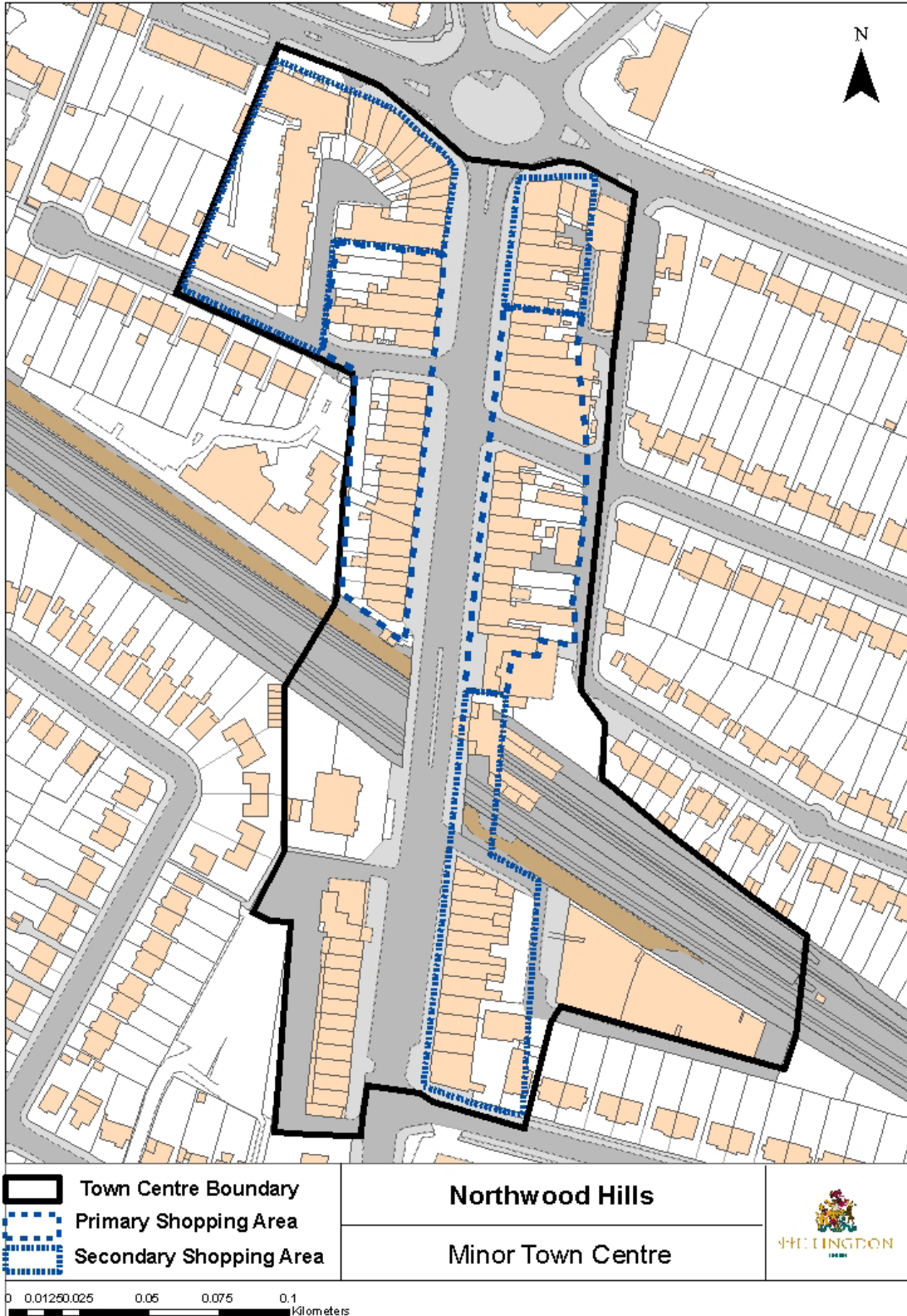


-  Town Centre Boundary
-  Primary Shopping Area
-  Secondary Shopping Area

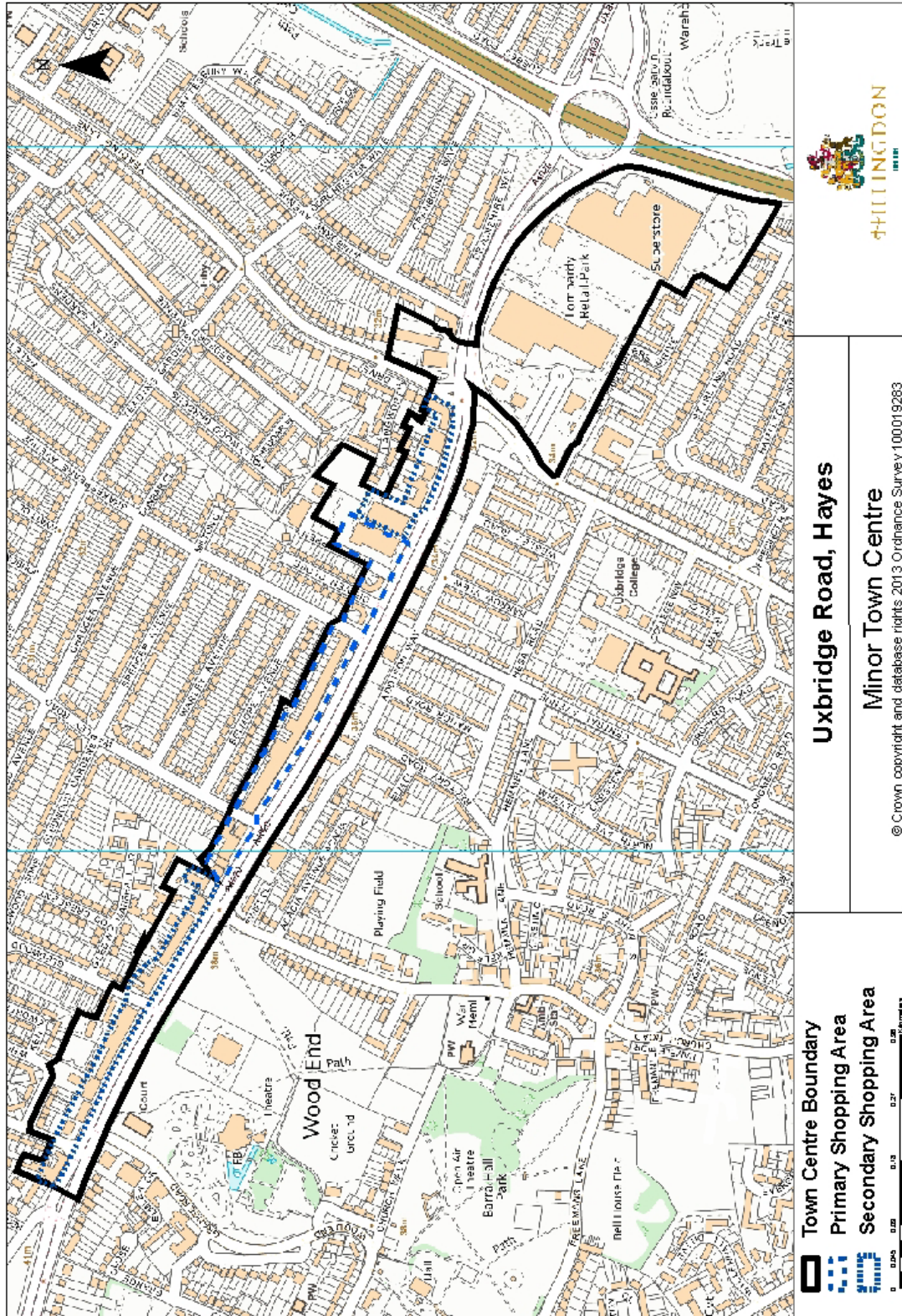
Ruislip Manor

Minor Town Centre





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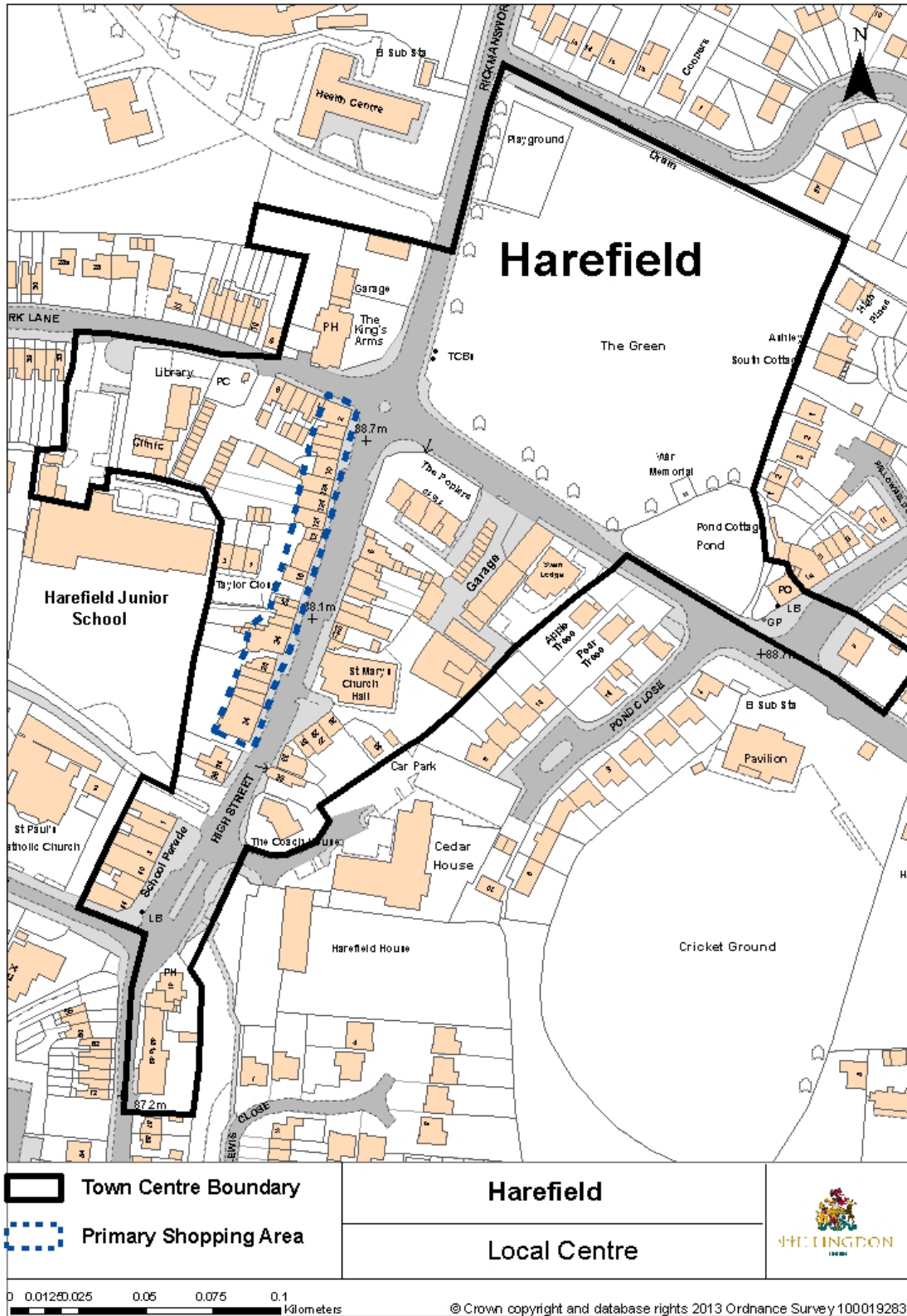


**Uxbridge Road, Hayes**

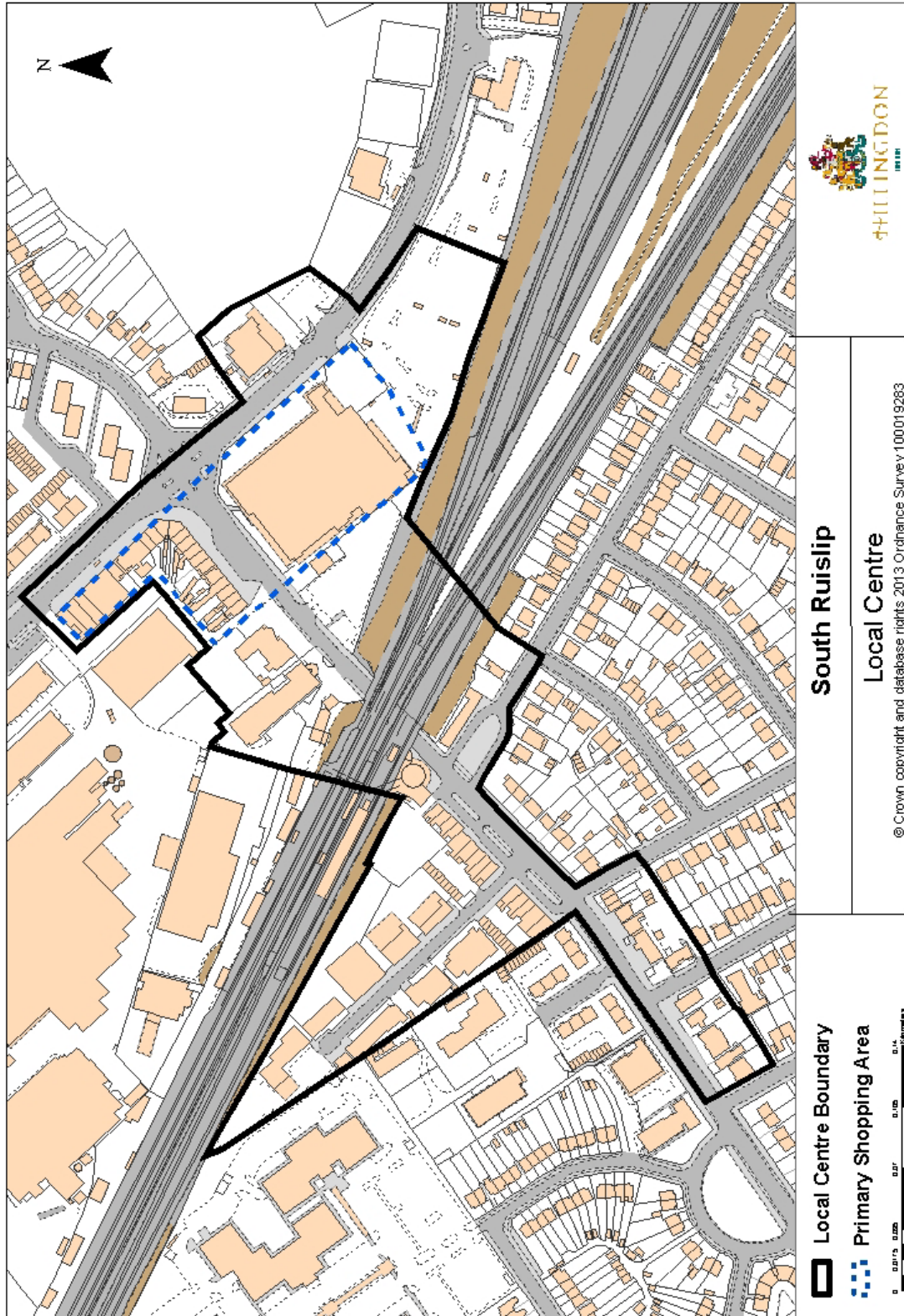
**Minor Town Centre**

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**Town Centre Boundary**  
**Primary Shopping Area**  
**Secondary Shopping Area**

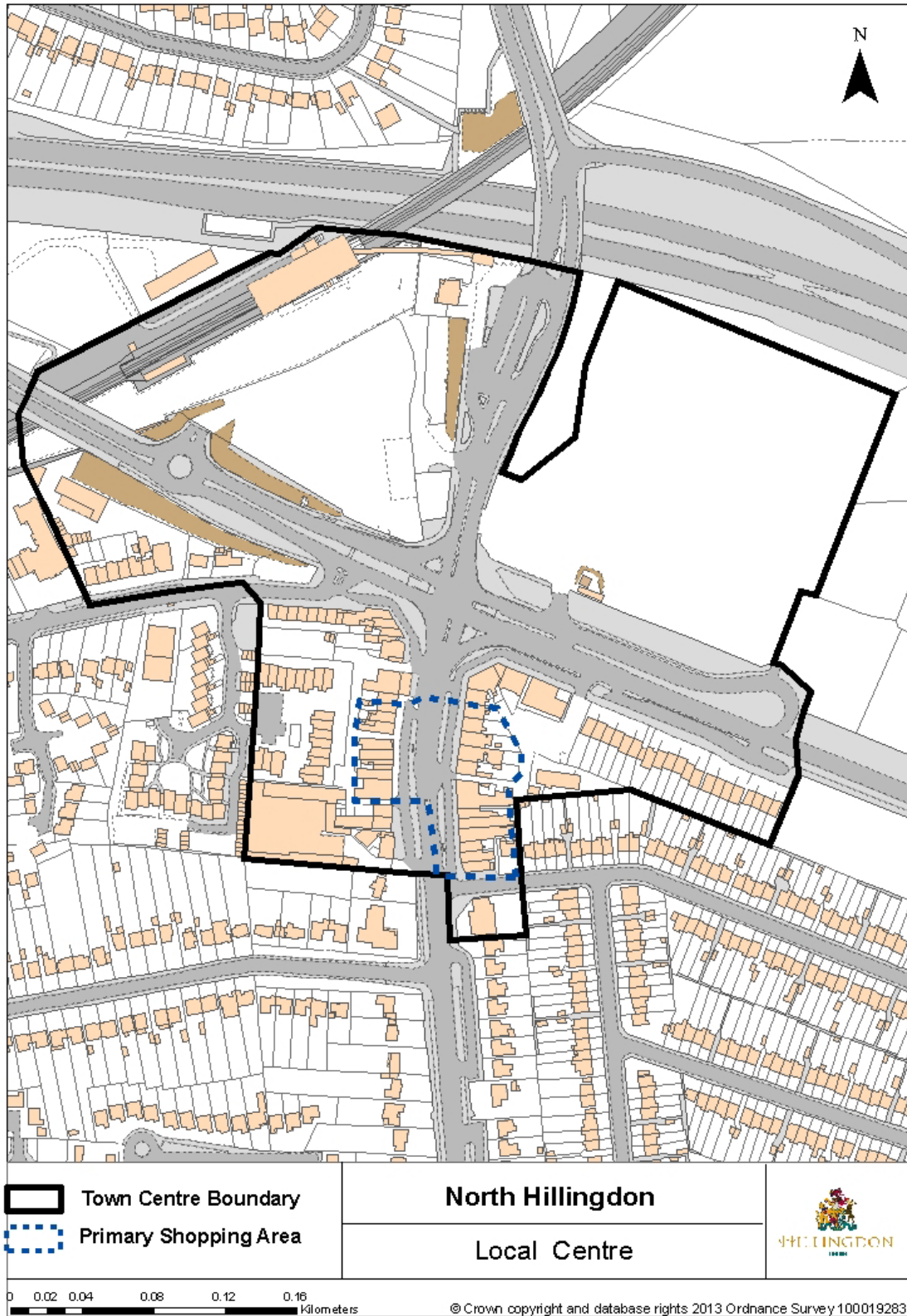


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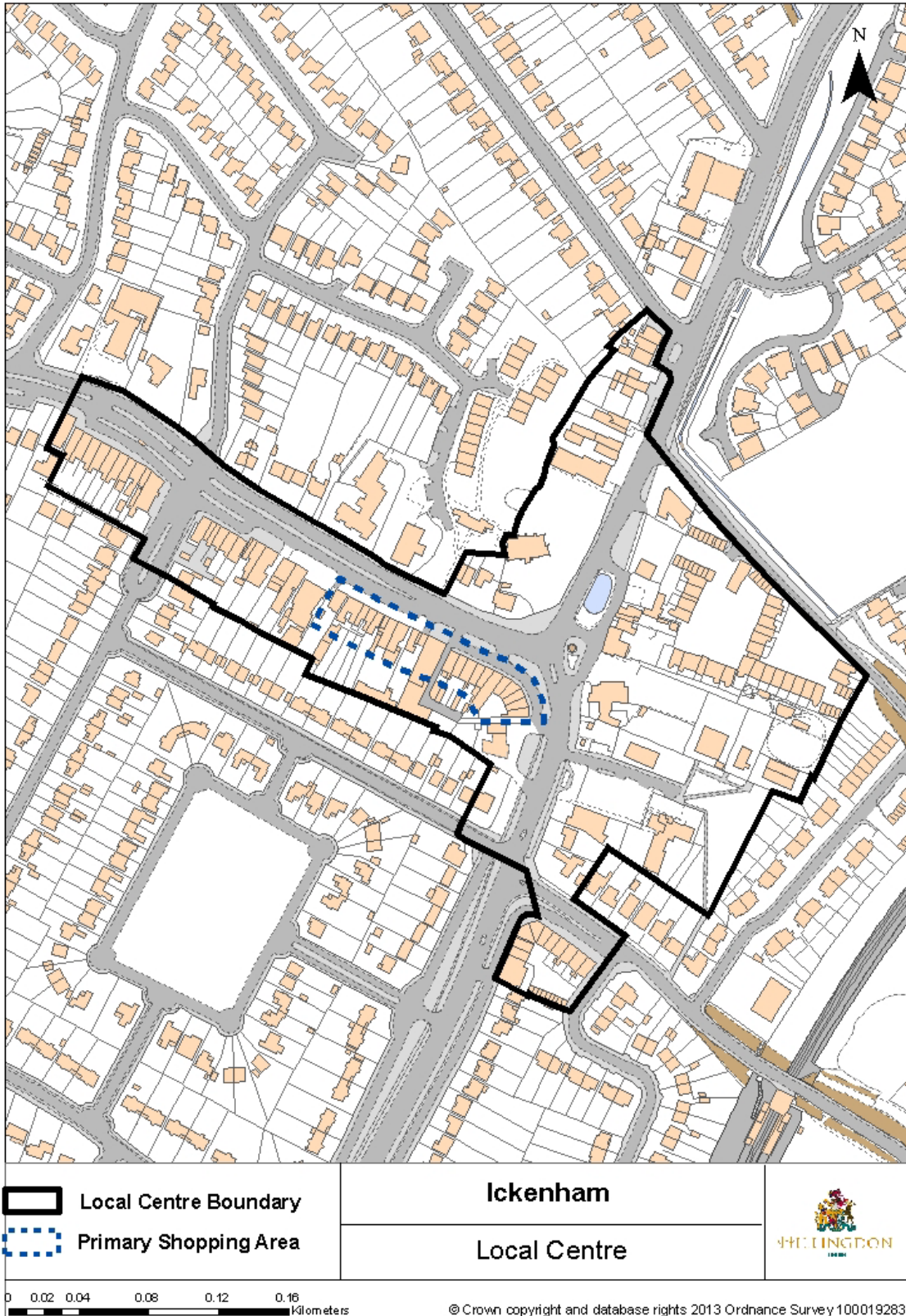




APPENDIX B







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