

**London Borough of Hillingdon  
LOCAL DEVELOPMENT FRAMEWORK**

**DEVELOPMENT PLAN  
ANNUAL MONITORING REPORT  
2004/2005**



**Policy and Environmental Planning  
Planning and Transportation Group  
London Borough of Hillingdon**

**December 2005**

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## **1. INTRODUCTION**

- 1.1 Local authorities have been required by the Local Government Act, 1985 to prepare Unitary Development Plans (UDPs), which contain policies and proposals regulating the development and use of land in the public interest. Hillingdon's UDP was approved for adoption by the Council's Environment Committee on 30 June 1998 and formally adopted on the 30 September 1998.
- 1.2 The government has now introduced a new development plan system to create Local Development Frameworks (LDF). The reform of the planning system has been set out in the Planning and Compulsory Purchase Act 2004, which came into force on 28 September 2004. The LDF will eventually replace the existing Hillingdon Unitary Development Plan (UDP). Unlike the UDP, the LDF will comprise a series of local development documents, both statutory and non-statutory that will set out Hillingdon's policies and spatial strategy for meeting the economic, environmental and social aims and aspirations of the existing and future communities of the Borough. This Annual Monitoring Report (AMR) is a statutory planning document and will be a key document of Hillingdon's Local Development Framework.
- 1.3 Hillingdon Council's first LDF document approved by the Government Office for London under the Planning and Compulsory Purchase Act 2004 context is the Local Development Scheme (LDS). The LDS was approved on target in March 2005. Hillingdon's Local Development Scheme establishes the content and timetable for the delivery of the Local Development Framework. This AMR will be the second document to be finalised under the Act.

### **Requirements of the Act**

- 1.4 The AMR and the role of monitoring is highlighted in government policy on 'Delivering Sustainable Development' (PPS1 para 10) and guidance on monitoring is published in Planning Policy Statement 12 (PPS12). Paragraphs 4.45 to 4.52 of the PPS12 sets out the key policy requirements in terms of local development framework monitoring and annual monitoring reports. Local Planning Authorities are required to:
- review actual progress in terms of local development document preparation against the timetable and milestones in the local development scheme;
  - assess the extent to which policies in the local development documents are being implemented;

- where policies are not being implemented, explain why and set out what steps are to be taken to ensure that the policy is implemented; or whether the policy is to be amended or replaced;
  - identify the significant effects of implementing policies in local development documents and whether they are as intended; and
  - set out whether policies are to be amended or replaced.
- 1.5 The AMR must review progress in development plan documents preparation against the Local Development Scheme milestones and whether planning policies and related targets have been met. Regulation 48 of The Town and Country Planning (Local Development) (England) Regulations 2004 also require the monitoring of net additional dwellings in any part of the area of the authority. These figures will be submitted as part of the Housing Trajectory.

### **Timing and Publication of the AMRs**

- 1.6 Annual Monitoring Reports will assess the period 1<sup>st</sup> April to 31<sup>st</sup> March. The first Annual Monitoring report is only required to address the period starting from the commencement of the Planning and Compulsory Purchase Act 2004 to the end of the financial year covering periods October 2004 to the end of March 2005. However, in the Local Development Framework Monitoring: A Good Practice Guide, ODPM recommends the analysis of the full financial year 2004/2005. London Borough of Hillingdon will follow the recommendation and base the report on data mostly covering the period 1<sup>st</sup> April 2004 to 31<sup>st</sup> March 2005.

### **Policy Context**

- 1.7 The Local Development Framework (LDF) gives a spatial or land use expression to a whole host of Council strategies and external bodies strategies such as the Borough Transport and Economic Development Strategies, the Housing Strategy, and Green Spaces Strategy. Objectives of the LDF reflect the wider objectives of the Hillingdon Council and key stakeholders. The LDF in particular represents a key delivery tool for Hillingdon's Community Strategy. The Strategy was published in 2005 and was prepared in conjunction with a wide range of partners. These documents provide baseline information and assist the LDF monitoring process by providing targets and indicators.
- 1.8 The Good Practice Guide for monitoring LDF provides a set of mandatory local development core output indicators to be included in the annual monitoring reports. However, the Government recognises the limitations and encourages local authorities to present as full as an analysis as possible whilst working towards the goal of reporting on all

of these indicators. In order to achieve the goal of presenting a full analysis, greater resources should be committed for future monitoring work.

## **Housing Trajectory**

- 1.9 One of the key local development framework core output indicators that authorities are required to monitor relates to housing delivery. PPS12 require local authorities to include information on housing policy and performance in their local development frameworks monitoring reports. Housing trajectories aim to monitor housing delivery by showing past and estimating future performance.
- 1.10 As indicated in ODPM's Local Development Frameworks: Good Practice Guide, the housing trajectory will consider past rates of housing completions and conversions and projected completions and conversions to the end of the specified framework period or ten years from the adoption of the relevant development plan document (i.e. core strategy or site allocation development plan document), whichever is the longer.
- 1.11 Since the formal adoption of Development Plan Documents is scheduled for December 2007, as outlined in Hillingdon's Local Development Scheme, the housing trajectory covers a 20-year period 1997-2017 to accommodate current London Plan housing requirements.

## **2. LOCAL DEVELOPMENT SCHEME**

### **Introduction**

- 2.1 This section reviews the milestones on the Council's first Local Development Scheme (LDS), which was adopted in March 2005. During this review each Local Development Document (LDD) is monitored individually and outlines some proposed amendments and achievements set out against the LDS milestones.
- 2.2 In this year's AMR only the documents that were scheduled to progress during 2004/2005 period, have been reviewed.

### **Progress on Hillingdon's Local Development Documents**

- 2.3 Each proposed LDD is listed below with a brief review of the progress of the documents against the LDS milestones.

### **Statement of Community Involvement (SCI)**

- 2.4 Pre-submission consultations on the SCI, under regulation 25 and 26 of the Town and Country Planning (Local Development) (England) Regulations 2004, took place during August-November 2004 as set out in the LDS. Whilst the 1<sup>st</sup> draft SCI was out for consultation, the ODPM published further guidance on consultation procedures, which meant the SCI needed to be updated to reflect this new information. The second draft of the SCI was therefore set back to incorporate this new guidance.
- 2.5 The SCI Submission Stage took place during the period covering 12<sup>th</sup> of October 2005 to 23<sup>rd</sup> of November 2005. Officers are currently considering the representations received and awaiting the Planning Inspectorate's decision on whether to undertake an Examination in Public. The LDS will need to reflect these changes.

### **Development Plan Documents (DPD)**

#### **Core Strategy**

- 2.6 The preparation of the Core Strategy is progressing according to schedule and is on target. The Core Strategy includes both the LDF Spatial Strategy and Generic Development Control policies. The work on this document began in August 2005 and the public consultation took place in October-November 2005. The document is on target to

be submitted to the Secretary of State in August 2006. No change is proposed to the LDS milestones.

### **Proposals Map and Site Allocations (DPD)**

- 2.7 Delivery of the Proposals Map and the Site Allocations development plan documents are progressing according to the LDS timescale. The Proposals Map and Site Allocations DPD work began in August 2005 and the public consultation took place in October-November 2005. These documents are on target to be submitted to the Secretary of State in August 2006. No change is proposed to LDS milestones.

### **Health and Education Area Action Plan (HEAAP)**

- 2.8 Preparation of the HEAAP began in August 2005 as proposed in the Local Development Scheme and is progressing according to schedule. The Health and Education Area Action Plan is on target to be submitted to the Secretary of State in August 2006 and no change is needed to the LDS schedule.

### **Southern Hillingdon Area Action Plan (SHAAP)**

- 2.9 Preparation of the SHAAP began in August 2005 as proposed in the Local Development Scheme and is progressing according to schedule. The Southern Hillingdon Area Action Plan is on target to be submitted to the Secretary of State in August 2006 and no change is needed to the LDS schedule.

### **Supplementary Planning Documents (SPD)**

#### **Sustainable Design and Construction**

- 2.10 The GLA draft Supplementary Planning Guidance on Sustainable Design and Construction was adopted by Hillingdon Council Members as an interim Best Practice in July 2005. This procedure was agreed in the LDS until further analysis of the document was made. At this stage a local SPD on Sustainable Design and Construction is not proposed and an amendment is not recommended to the LDS schedule.

#### **Hillingdon Biodiversity Action Plan (HBAP)**

- 2.11 The draft Hillingdon Biodiversity Action Plan was approved for consultation by the Cabinet in July 2004. The public consultation of the document took place in the months covering February and March 2005 as set out in the LDS. The document was re-scheduled for adoption in



July 2005. Following re-scheduling of the completion of the final document, the HBAP was adopted in July 2005. The LDS needs to be amended in order to incorporate the adoption date.

### **Hillingdon Design and Accessibility Statement (HDAS)**

- 2.12 Approval to consult on the Hillingdon Design and Accessibility Statement (HDAS) was given in May and June 2005. The timetable for completing the consultation document was re-scheduled by 6 weeks due to resourcing and timetabling issues with the consultants undertaking the work for the Council. The HDAS is comprised of six documents providing advice on six separate topics, five of which are expected to be adopted by Cabinet on 20 December 2005. At the same meeting Cabinet will also consider the draft Public Realm document of the HDAS for consultation. The “estimated date of adoption” of the HDAS in the LDS was September 2005; this date has therefore changed and the LDS needs to reflect this delay.

### **Noise**

- 2.13 The Noise SPD was approved by Cabinet in April 2005 and public consultation took place in August 2005. The adoption by Cabinet of this document is proposed for 20 December 2005. The LDS needs to be amended in order to incorporate this change.

### **Live-Work**

- 2.14 The Live-Work SPD was also approved by Cabinet in April 2005 and went out for Public Consultation in August 2005. The adoption by Cabinet of this document is proposed for 20 December 2005. The LDS has to be amended in order to incorporate this change.

### **RAF West Drayton/ Porters Way Planning Brief**

- 2.15 The work on the Planning Brief was scheduled to commence in June 2006 and adoption was scheduled for December 2006. However, as part of the LDF Issues and Options the remaining part of the RAF site was identified for redevelopment and also the subject of a planning application. The proposal is now the subject of a planning inquiry scheduled for January 2006 and to assist in the background work for the inquiry, the Council brought forward the planning brief. This should ensure that any development scheme for the site provides a comprehensive development proposal which considers the site in its entirety and helps ensuring the delivery of strategic objectives in the South of the borough.

- 2.16 Consultation on the planning brief took place in October/November 2005 and will be considered by the South Planning Committee at its meeting on 22<sup>nd</sup> December 2005. The Planning Brief will also be reviewed with the rest of the LDF documents and is on target to be adopted as an SPD in December 2006. No change is needed to the LDS schedule regarding this document.

### **Affordable Housing**

- 2.17 The draft Affordable Housing SPD was approved by Cabinet in September 2005. The document was on public deposit during October and November 2005. The LDS milestone for adoption in October 2005 will need to be set back to February 2006.

### **Proposed Changes to the Local Development Scheme**

- 2.18 Tables 1 and 2 propose changes to the Local Development Documents milestones. The changes proposed are based on:
- i) the progress reported in the section above;
  - ii) a better understanding of the resource implications resulting from more detailed guidance in delivering the requirements of the new Planning and Compulsory Purchase Act 2004; and
  - iii) external factors; such as the consultants not meeting the full requirements of their contract.

### **Sustainability Appraisal Scoping Report**

- 2.19 The LDF Sustainability Appraisal Scoping report was produced in advance of the LDF Issues and Options consultation. The document considers the scope of the information that influenced the considerations of impacts included in the Sustainability Appraisals for all of the LDF LDDs. The scoping report was approved by Cabinet Members in November 2004 and subsequently went out for public consultation for five weeks in December 2004.
- 2.20 The document was finalised in February 2005 prior to the consultation of LDF Issues and Options and therefore the LDS makes no reference and provides no targets for the scoping report. The LDS should be amended to include this document

### **Sustainability Appraisal of DPDs and SPDs**

- 2.21 The Sustainability Appraisal process involved the completion of Sustainability Reports that detailed the effects on sustainability criteria discussed in the Scoping Report. The LDF documents listed below

have undergone a Sustainability Appraisal and therefore have sustainability reports that were made available during the consultation period for each document:

- Core Strategy DPD and Site Allocations and Proposals Map DPD
- Southern Hillingdon Area Action Plan DPD
- Health and Education Area Action Plan DPD
- Affordable Housing SPD
- Porters Way Planning Brief SPD

2.22 The Sustainability Appraisal process produces reports that accompany the LDDs and therefore follows the targets and milestones of these documents. This is a parallel and a continuing process closely linked with Local Development Document (LDD) preparation.

**Table 1: Local Development Scheme Key Milestones Chart**

DEVELOPMENT PLAN DOCUMENTS	2004					2005					2006					2007														
	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
Core Strategy and Generic Development Control Policies																														
											1					2					3									
Site Allocations																														
											1					2					3									
Health and Education Area Action Plan																														
											1					2					3									
Southern Hillingdon Area Action Plan																														
											1					2					3									

LDS Milestone	
1	Commencement of Preparation
2	Preferred Options
3	Submission to Secretary of State
4	Pre-Examination Meeting
5	Public Examination
6	Estimated Date of Adoption

Actual Progress	
1	Commencement of Preparation
2	Preferred Options
3	Submission to Secretary of State
4	Pre-Examination Meeting
5	Public Examination
6	Estimated Date of Adoption

SUPPLEMENTARY PLANNING DOCUMENTS	2004					2005					2006					2007														
	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
Hillingdon Biodiversity Action Plan	1										2	3	4																	
	1										2					4														
Hillingdon Design and Accessibility Statement																														
											1					2	3	4												
Affordable Housing																														
											1	2	3	4							1	2	3	4						
Live-Work																														
											1					2														
Noise																														
											1					2														
Sustainable Construction and Design																														
																1	2	3	4											
Porters Way Planning Brief																														
																					1	2	3	4						

LDS Milestone	
1	Draft to Cabinet
2	Public Consultation
3	Consideration of Representations
4	Estimated Date of Adoption

Actual Progress	
1	Draft to Cabinet
2	Public Consultation
3	Consideration of Representations
4	Date of Adoption

**Table 2: Proposed Local Development Scheme Milestones (The table only contains those documents, which will require amendments to their milestones.)**

<b>Submission of Document</b>	<b>Current Milestone</b>	<b>Proposed Milestone</b>
Statement of Community Involvement (SCI)	July 2005	October 2005
Hillingdon Biodiversity Action Plan (HBAP)	March 2005	July 2005
Hillingdon Design and Accessibility Statement (HDAS) and Public Realm	September 2005	December 2005 & March 2006
Affordable Housing (SPD)	October 2005	March 2006
Live-Work SPD	September 2005	December 2005
Noise SPD	October 2005	December 2005
Porters Way Planning Brief SPD	December 2006	December 2006