



# HILLINGDON

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## Hillingdon Council Authority Monitoring Report

1 April 2015 to 31 March 2019



Residents Services  
PLANNING POLICY [local.plan@hillington.gov.uk](mailto:local.plan@hillington.gov.uk)



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## Executive Summary

This AMR provides monitoring information on spatial planning-related activity for the monitoring period 1<sup>st</sup> April 2015 to 31<sup>st</sup> March 2019 (the financial years FY2015 to FY2018) to inform and monitor policy development and performance. It highlights the extent to which the policies set out in the adopted policy documents have achieved their objectives. The effects of the recently adopted Local Plan Part Two (January 2020) will not be identifiable until later years when planning applications have been fully assessed against the new policies. The findings of this AMR will help inform a future Local Plan Review.

Future AMRs will build on the data provided in this AMR and seek to highlight development trends in the borough.

The AMR publishes data which will help analyse the effectiveness of policy and of the changing environment it is being applied to in the borough. It does this primarily by reviewing the results of development which have been completed, and planning applications permitted over the stated monitoring period. The AMR also reports on the collection of the Community Infrastructure Levy and S106 obligations in accordance with government regulations.

*The Government recently introduced changes to the Use Classes system via the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020.*

*In force from 1 September 2020, the core changes include the recalibration of the classification of uses of property. Classes A, B1 and D1, applicable to retail, office and non-residential institutions and assembly and leisure uses respectively, are removed and new use classes introduced in their place. The new Class E encompasses commercial, business and service, while the new F.1 and F.2 apply to learning and non-residential institutions and local community use respectively.*

*In addition, some uses which were previously given their own use class have been moved into the 'sui generis' category, meaning they will from now belong to no specific class. Changes to and from these uses are subject to full local consideration through the planning application process.*

*The residential (C classes), general industrial (B2) and storage and distribution (B8) use classes remain unchanged, except for a new cross reference in the B2 class to the new Class E 'commercial' use class.*

*This AMR continues to report under the previous Use Classes system as this was the system in place over the monitoring period. This position will be reviewed for the next AMR.*



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## **1. Introduction**

# 1. Introduction

**1.1** The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires local planning authorities to prepare reports that set out the implementation of the Local Development Scheme (LDS) and the extent to which policies set out in the Development Plan are being achieved.

**1.2** The Authority Monitoring Report (AMR) is used to assess the performance and effectiveness of Hillingdon's planning policies in delivering the key objectives of the Development Plan. The AMR also includes an update on the progress and implementation of the Council's LDS, which sets the timetable for the preparation of future Development Plan Documents (DPDs), and reports on the receipt and spending of planning contributions and Community Infrastructure Levy (CIL) in the borough. It also reports on the progress of Neighbourhood Planning in the Borough.

## The reporting period

**1.3** This AMR covers an extended monitoring period from 1<sup>st</sup> April 2015 to 31<sup>st</sup> March 2019 and seeks to provide a collation of previously unreported development data for this period. The period will be referred to as the 'reporting years' throughout the document. Information before and beyond this date is included where appropriate if it helps to provide a more complete picture of planning performance. This report does not include the 2019/20 reporting period as this will be provided in a separate report in due course once the data is available.

**1.4** The Use Classes Order underwent significant changes in July 2020, which are summarised here: [Use Classes | Change of use | Planning Portal](#). Some of the Use Classes referred to in this report no longer exist as the new Use Classes Order recategorizes land uses into different Use Classes. This AMR refers to the historic Use Classes because these were still in place during this AMR's reporting period. The next AMR for the 2019/20 period will also refer to the historic Use Classes as changes to the Use Classes Order did not take place until July 2020.

## What is being monitored?

**1.5** This AMR primarily assesses the performance of Hillingdon's development plan policies and the meeting of certain objectives, contained in the following documents:

- **Hillingdon Local Plan Part One (2012)**
- **Hillingdon Local Plan Part Two: Development Management Policies (2020)**
- **Hillingdon Local Plan Part Two: Sites Allocations and Designations (2020)**
- **The West London Waste Plan**
- **The London Plan (2016)**

**1.6** The monitoring indicators used to assess performance are listed in Appendix A.

**1.7** The content and extent of analysis contained within the AMR is limited by the amount and type of data currently available. It has not been possible to monitor all policies, however this AMR reports on key objectives and where relevant planning data is not available, tries to use alternative data which helps provide an overall picture of progress on certain objectives in the Borough.

## **How can this AMR be used?**

**1.8** The AMR is primarily a means of assessing the effectiveness of the Borough's development plan and ensuring local development documents are being progressed in a timely way. Analysis of trends of development in the Borough over time will help assess the effectiveness of the development plan in delivering on its key objectives.

**1.9** The AMR is also a useful evidence base document for all stakeholders in the Borough.

## **Structure**

**1.10** This AMR is set out as follows:

- **2. Borough profile** – this section provides the social, economic and environmental context within which the development plan will be assessed. This section highlights some of the key issues and opportunities facing the Borough.
- **3. Development Plan** – this section briefly describes Hillingdon's Development Plan Documents (DPDs) and other plans/strategies relevant to the AMR.
- **4. Local Development Scheme** - this section monitors the progress made by the Council in producing the documents set out in the LDS. It identifies key changes to the planning system both locally and nationally during the monitoring year.
- **5. Neighbourhood Planning** – this section monitors progress made in Neighbourhood Planning in the Borough.
- **6. Local Plan Monitoring** – this section analyses the effectiveness of development plan policies using the indicators identified in Appendix A. Analysis takes place on a chapter-by-chapter basis synonymous with the different topic areas identified in Hillingdon's Local Plan.
- **7. Conclusions.**



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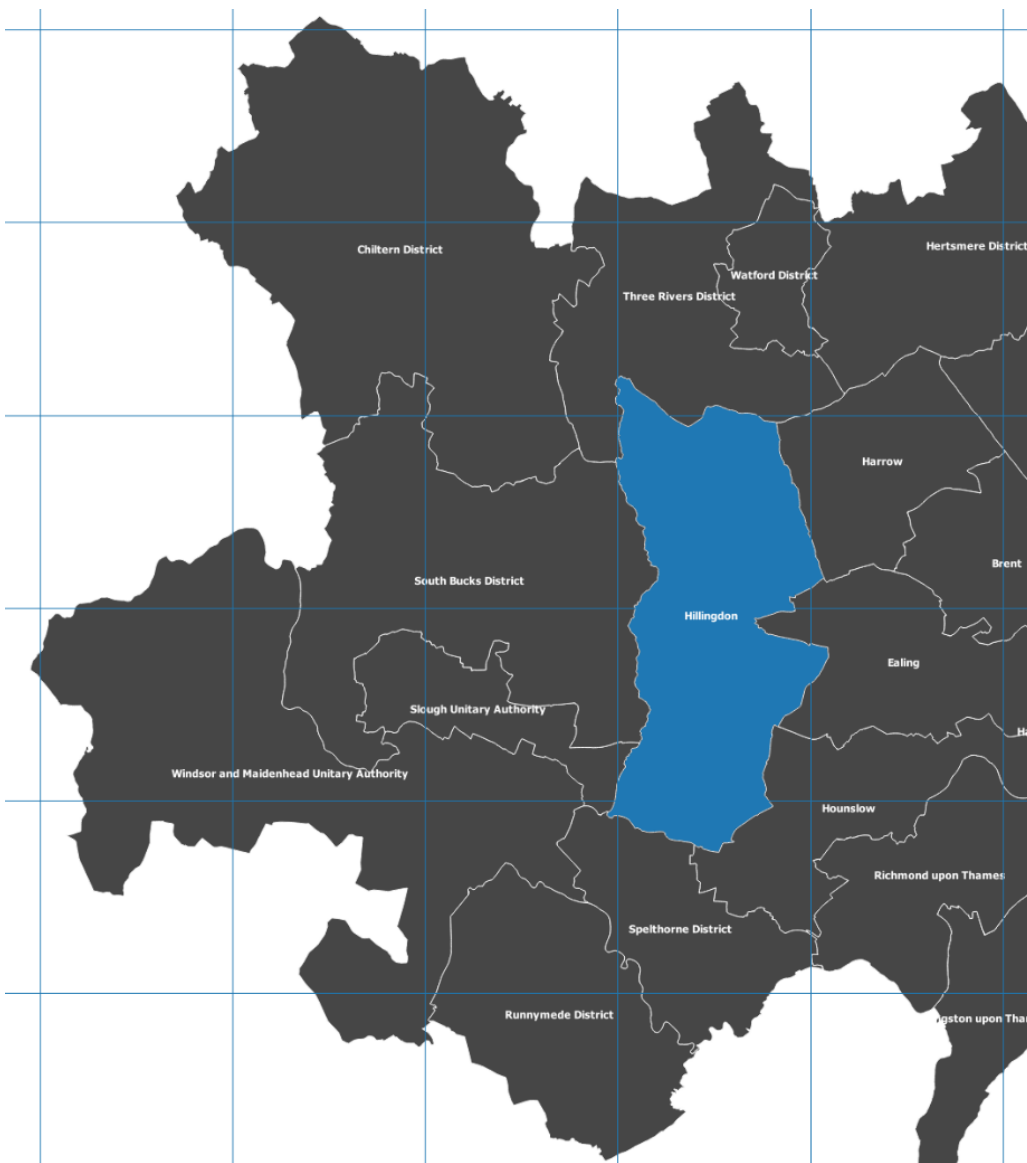
## **2. Borough Profile**



## 2. Borough Profile

**2.1** Hillingdon sits on the outskirts of Greater London and is made up of 3 localities and 22 wards. The borough is bordered by Hertfordshire, Buckinghamshire, Hounslow, Ealing, Harrow and Surrey.

**2.2** The current (2020) population estimated from the mid-2018 sub-national population projections produced by the Office for National Statistics is 309,300. This is an increase of approximately 11.3% since the 2011 Census (273,936); by comparison London's population has increased by around 8.5%. The borough is made up of 11,570 hectares (115.7kmsq), with 25.9 people per hectare (2,589 per sqkm). The average number of people per household is 2.7<sup>1</sup>.

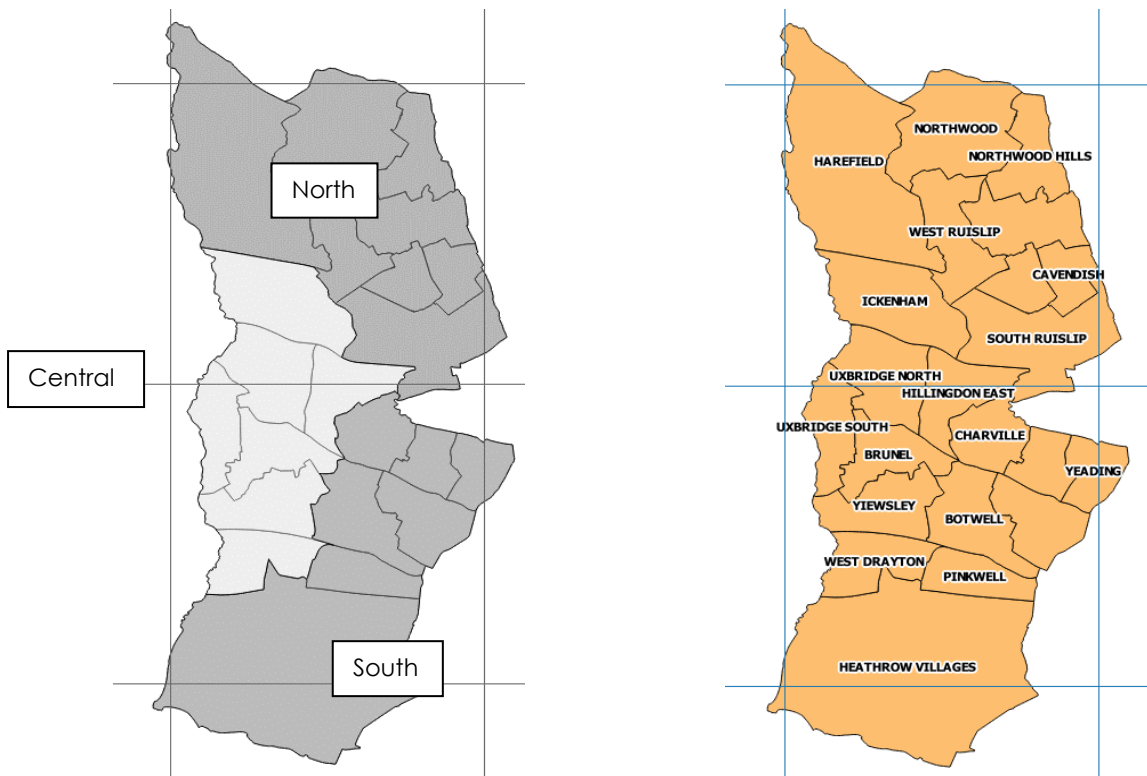


<sup>1</sup> People per household statistics are based on 2011 Census data/ latest population and ward properties.

Figure 1: Hillingdon Borough in relation to neighbouring local authorities



Figure 2: Hillingdon borough in context of its location within Greater London



Figures 3 and 4: The three planning committee areas of Hillingdon and the 22 Wards of Hillingdon

## Deprivation

**2.3** The 2015 Indices of Multiple Deprivation (IMD) calculate local measures of deprivation and indicates where each small area is ranked in relation to the whole of England. The map below (Figure 5) explores patterns of deprivation within Hillingdon. Hillingdon has no Lower Layer Super Output Areas (LSOA) in the most deprived decile<sup>2</sup>.

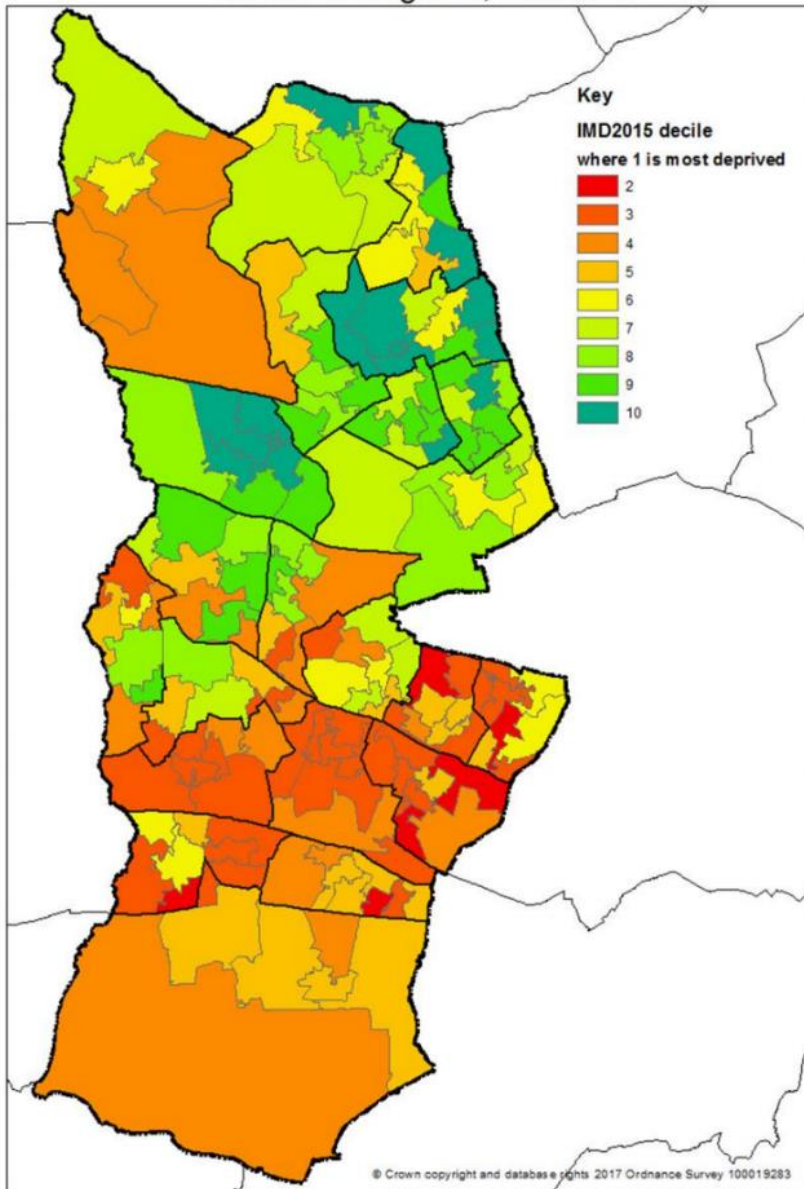


Figure 5: Hillingdon deprivation in relation to the whole of England, IMD2015

<sup>2</sup> A Lower Layer Super Output Area (LSOA) is a geographic areas. LSOAs are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales.

## Borough Population

**2.4** Population estimates are the starting point to inform decisions regarding the provision of services such as education, housing, transport and health. Any overarching appraisal of need and subsequent commissioning of services will consider the change in the size of the population living locally.

**2.5** For the purposes of this document and for consistency throughout the document, the Council will use the population estimates for 2020 derived from the Sub-National Population Projections (SNPP) from the Office of National Statistics (ONS). These projections are available by single year of age, by sex for Local Authorities from mid-2018 to mid-2043.

**2.6** The current (2020) population of 309,300 is estimated to increase by 2.2% (6,720) over the following 5 years (ONS Sub-National Population Projections, 2018-based). Like all local authorities in England & Wales, Hillingdon's population projections were retrospectively revised in 2018 and along with 39% of LAs show a decrease in expected growth. In the 2014 data release, our population was expected to be 323,000 in 2020; the current population estimate is 4.2% lower than what was predicted.

**2.7** Figure 6 below shows that in Hillingdon the largest proportion of the population is in the 35-39 age bracket (7.8%). There is also a large elderly population with 9.9% of the population aged 70 or above.

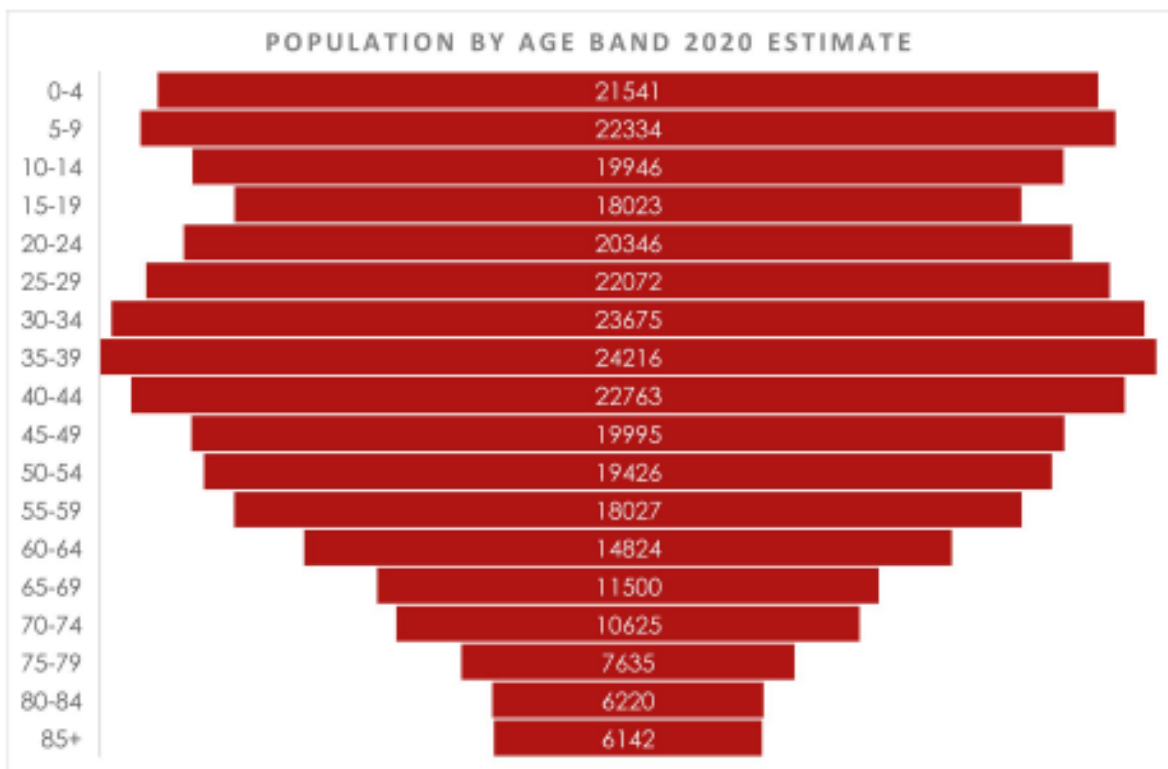


Figure 6: 2020 Hillingdon population estimate by age-band (Source: ONS Sub-national population projections 2018-based)

## Gender

**2.8** The proportion of men to women in the borough is 50.2% to 49.8%, based on the 2018-based sub-national population projections. This is a small change from 2011 when there was a 49.6% to 50.4% male to female ratio in the borough. Figure 7 below shows male/female ratios by age in Hillingdon.

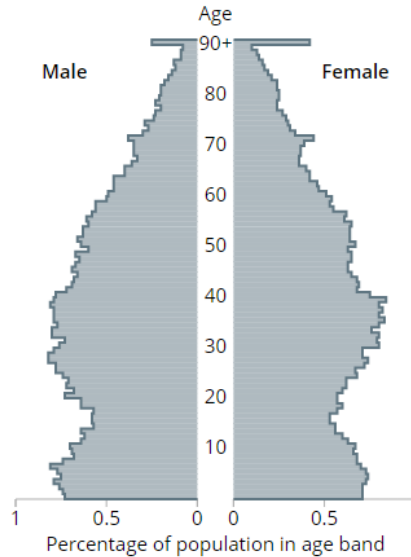


Figure 7: Proportion of Hillingdon population by age and gender (Source: ONS Sub-national population projections 2018-based)

## Ward Level Population

**2.9** The latest ward population figures are the mid-2018 Small Area Population Estimates from the ONS, published October 2019. Figure 8 below shows the different ward level population estimates for Hillingdon.

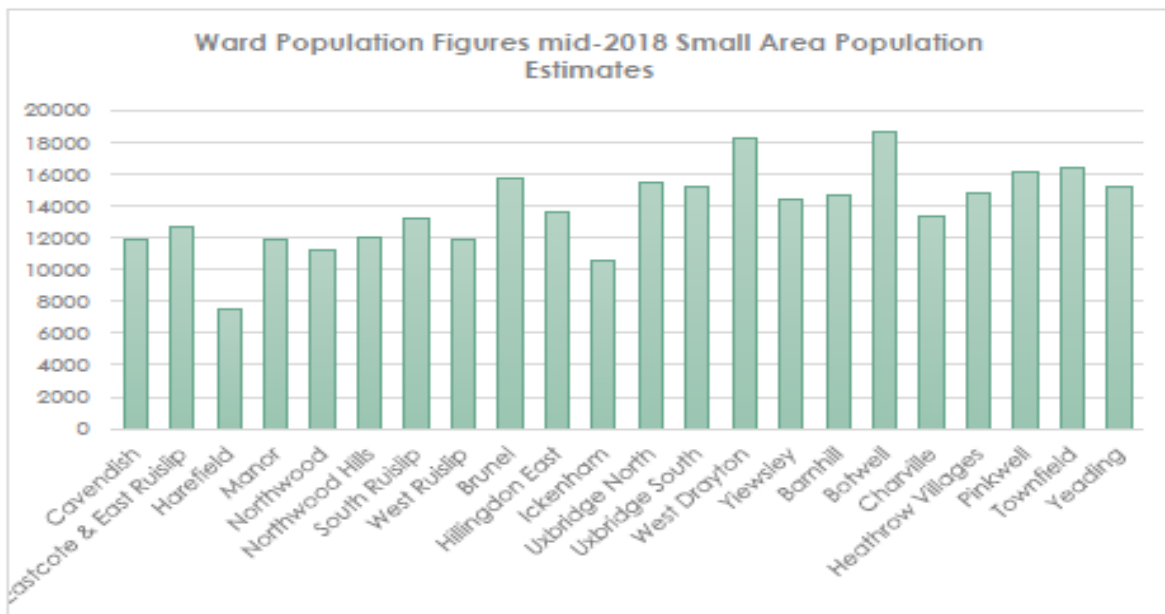


Figure 8: Hillingdon ward-level population estimates (Source: ONS mid-2018 small area population estimates)

## Population projections

**2.10** Data from the 2018-based Sub-National Population Projections (ONS, published March 2020) shows the projected population for Hillingdon from 2020 to 2035. The population is expected to grow by 2.2% up to 2025 and continue to grow at a slower rate up to 2040, as figures 9 and table 1 show.

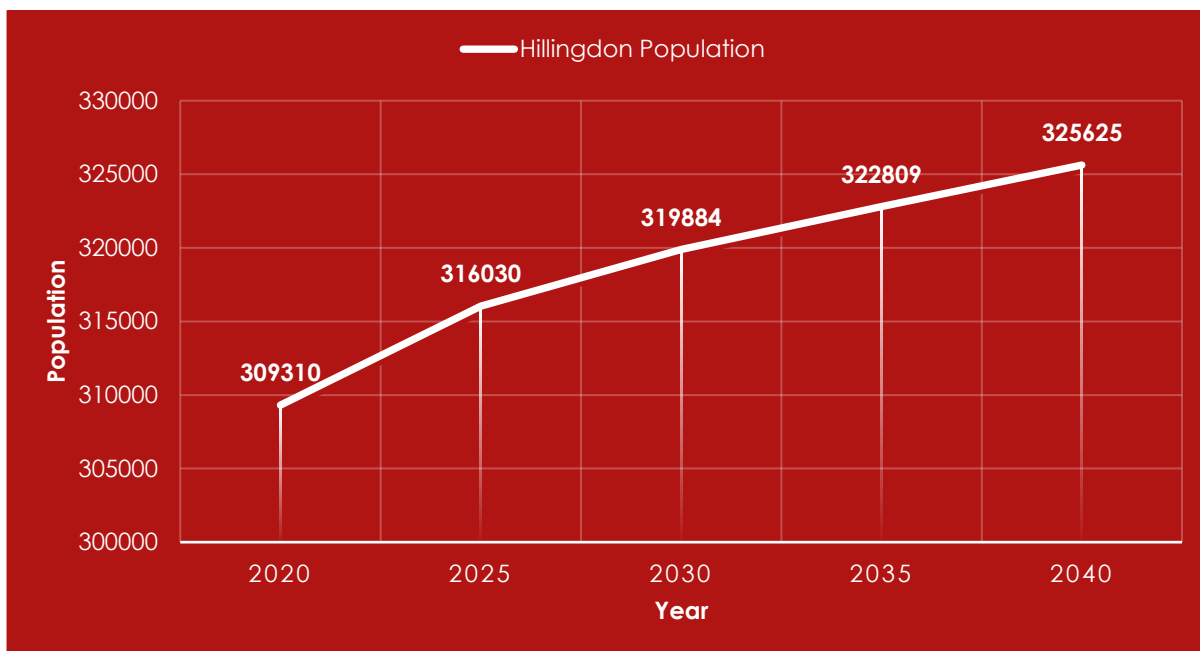


Figure 9: Hillingdon population projections up to 2040 (Source: ONS 2018-based sub-national population projections)

	2020	2025	2030	2035	2040
<b>Hillingdon Population</b>	309310	316030	319884	322809	325625
<b>Population Growth</b>		6720	3854	2925	2816
		2.20%	1.20%	0.90%	0.90%

Table 1: Hillingdon population projections up to 2040 (Source: ONS 2018-based sub-national population projections)

**2.11** Figure 10 below shows Hillingdon's population projections by age-band. It shows an ageing population with population growth in the 65+ age-band but minimal growth or even smaller populations in the younger age-bands.

### Population projection by age groups

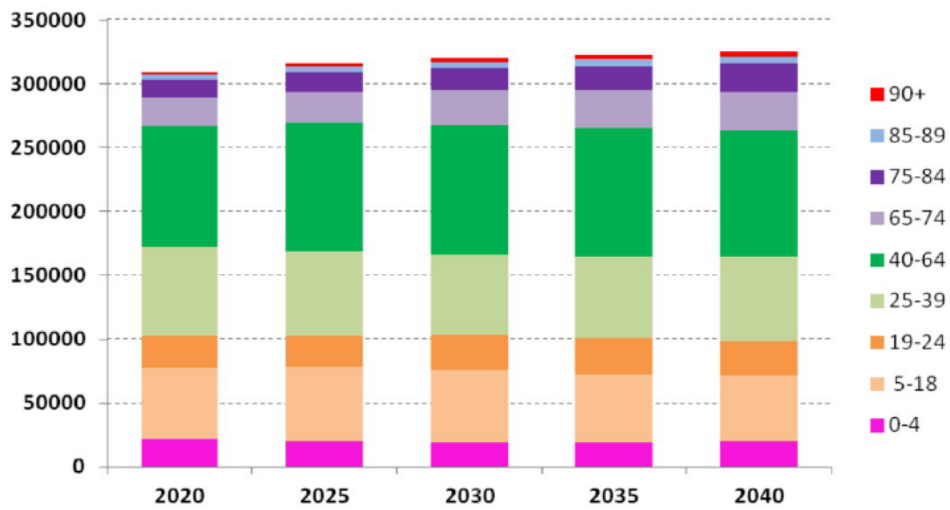


Figure 10: Hillingdon population projections by age-band up to 2040 (Source: ONS 2018-based sub-national population projections)

**2.12** We can also see how population numbers are expected to change by age and ward up to 2025 in Hillingdon, as figure 11 below shows. Botwell Ward is expected to experience population growth in all age bands and experience a far greater population growth than any other ward up to 2025 reflecting the presence of a significant new development sites.

**2.13** Most wards' population projections tend to mirror the borough-wide population projections which show an ageing population. The wards of Eastcote & East Ruislip, Heathrow Villages, Townfield, Uxbridge South and Yiewsley do not follow this trend however and are expected to experience population growth in the younger population too.

### Expected change in population by ward, 2020-2025

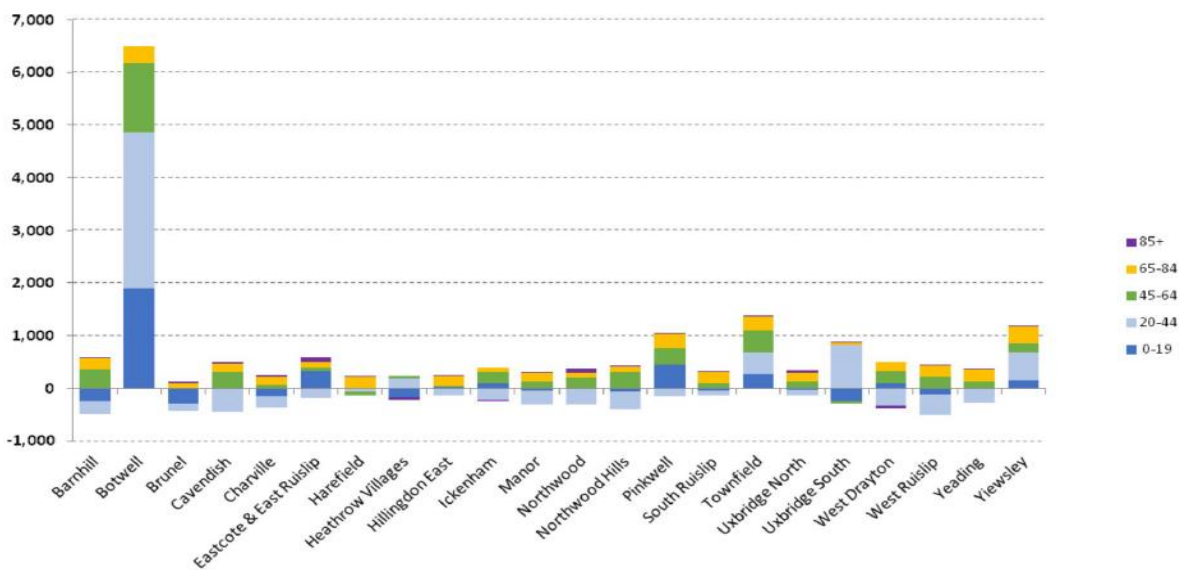


Figure 11: Hillingdon population projections by ward and age-band up to 2025 (Source: ONS 2018 small area population projections)

## Components of change

**2.14** Changes in population numbers can be split into two components:

- Natural change
- Migration

**2.15** There are an estimated 309,300 people in the Hillingdon population in the year 2020. The population is expected to rise to 315,097 in 2024. These two components of change in the population may be further split:

- Natural change
  - Births
  - Deaths
- Migration
  - Cross border migration
  - International migration
  - Internal migration

**2.16** Natural change means the difference between the number of births minus the number of deaths. Cross-border migration refers to moves between England and Scotland, Wales and Northern Ireland. Internal migration refers to moves within England. International migration includes moves between England and the Republic of Ireland, moves between England and the rest of the World, and migrant switchers, visitor-switchers and asylum seekers. Details of the expected changes can be seen in table 2 below.

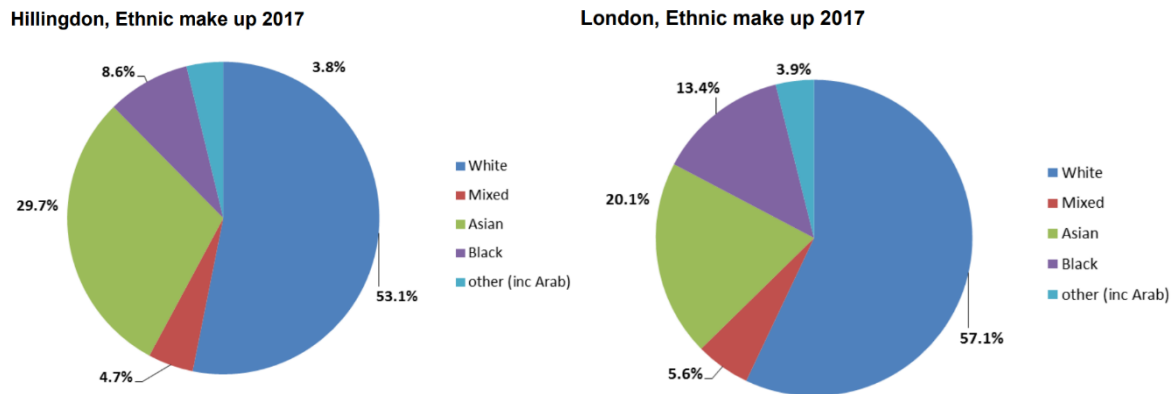
COMPONENT	2020	2021	2022	2023	2024
Population	309,310	311,126	312,669	313,989	315,097
<i>total natural change</i>		2,050	1,941	1,865	1,810
births		4,047	3,990	3,946	3,903
deaths		1,997	2,049	2,081	2,093
<i>All Migration Net</i>		-231	-394	-541	-699
Internal Migration In		19,430	19,381	19,342	19,310
Internal Migration Out		22,508	22,507	22,502	22,508
International Migration In		5,074	4,930	4,787	4,638
International Migration Out		2,147	2,118	2,086	2,057
Cross-border Migration In		397	395	393	393
Cross-border Migration Out		478	476	475	475

Table 2: Components of population change (Source: ONS 2018-based sub-national population projections)



## Ethnic Profile

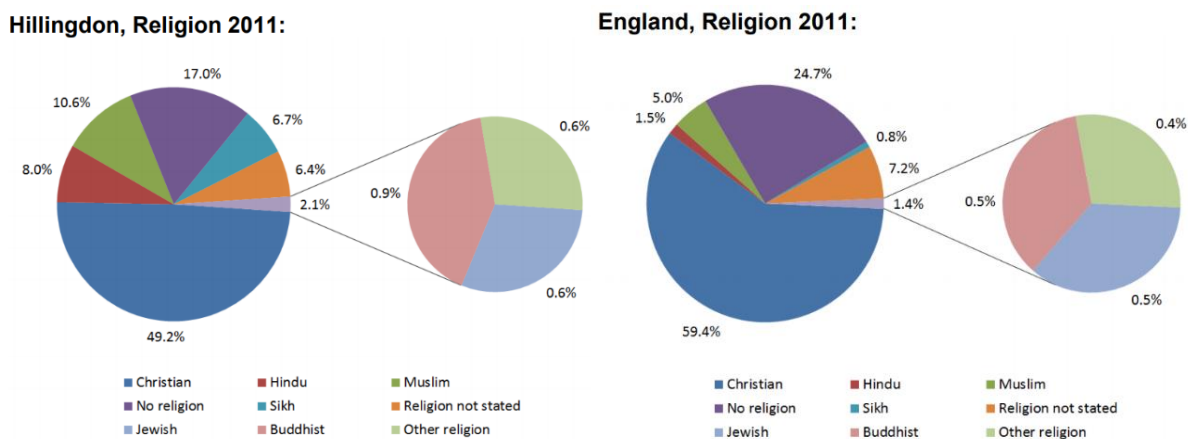
**2.17** Data from the Greater London Authority 2015 Round Trend-based Ethnic Group Projections (Long Term migration scenario, published November 2016), shows Hillingdon as 53.1% white (includes white British, white Irish and other white), and 46.9% BAME. This is represented in comparison to London in figures 12 and 13 below.



Figures 11 and 12: Ethnic make up of Hillingdon and London in 2017 (Source: GLA 2015 Round Trend-based ethnic group projections, Long term migration scenario 2016)

## Religion

**2.18** Christianity is the predominant religion in the borough with 49.2% from this faith. 8.0% are Hindu, 10.6% are Muslim and 17.0% have no religion, 6.7% are Sikhs and 6.4% chose not to state a religion (the question was voluntary). Figures 13 and 14 below show the complete breakdown for the borough in comparison to England at the time of census 2011. It is evident that Hillingdon is a very diverse borough.



Figures 13 and 14: Religion make up of Hillingdon and England in 2011 (Source: Census 2011)

## Economic Data

### Working age breakdown

**2.19** In Hillingdon, the working age population of those in the age bracket 16-24 make up 16.6% of the population, whilst the 25-59 age group make up 67.7%, the remaining 15.7% are from the 60-74 age group.

**2.20** According to the ONS, between January 2019 and December 2019, 76% of Hillingdon's population were economically active (aged between 16 and 64). 72.4% of those were in employment while 4% were unemployed. 24% of Hillingdon's residents were economically inactive.

**2.21** This compares to London's economically active proportion of the population of 78.1%, an employment rate of 74.5%, an unemployment rate of 4.6% and an economically inactive population of 21.9%.

### Employment by occupation

**2.22** According to the ONS Annual Population Survey for January 2019 to December 2019, Hillingdon has a high percentage of people in high skilled jobs (as shown in table 3). It scores higher than the UK average in the most highly skilled jobs category, however it lags behind the London average in terms of the percentage of people in the most highly skilled jobs (SOC 2010 Major Group 1-3).

Occupation type <sup>3</sup>	Hillingdon %	London %	Great Britain %
SOC 2010 Major Group 1-3	50.9	58.6	47.5
1 Managers, Directors And Senior Officials	12.1	13.5	11.4
2 Professional Occupations	22.5	26.5	21.4
3 Associate Professional & Technical	16	18.3	14.6
Soc 2010 Major Group 4-5	16.7	15.8	19.7
4 Administrative & Secretarial	9.9	8.7	9.6
5 Skilled Trades Occupations	6.6	7	10.1
Soc 2010 Major Group 6-7	19.4	13	16.3
6 Caring, Leisure And Other Service Occupations	12.1	7.1	9.1
7 Sales And Customer Service Occs	7.2	5.8	7.2
Soc 2010 Major Group 8-9	13	12.6	16.5
8 Process Plan & Machine Operatives	7	4.5	6.2
9 Elementary Occupations	5.9	8	10.3

Table 3: Percentage of employed in different types of jobs by skill level, January 2019 to December 2019 (Source: ONS Annual Population Survey).

<sup>3</sup> [SOC 2020 Volume 1: structure and descriptions of unit groups - Office for National Statistics](#)

## Qualifications

2.23 As at December 2019, Hillingdon has a high proportion of people education to degree level or above, significantly higher than the UK average and marginally below the London average (see table 4) (Source: ONS Annual Population Survey).

Qualification Level <sup>4</sup>	Hillingdon %	London %	Great Britain %
NVQ4 and above	51.9	54.2	40.3
NVQ3 and above	66.2	67	58.5
NVQ2 and above	76.2	78.5	75.6
NVQ1 and above	83.4	85	85.6
Other qualifications	9.7	8.3	6.7
No qualifications	6.9	6.7	7.7

Table 4: Percentage of population by qualification level, December 2019 (Source: ONS Annual Population Survey).

## Claimant Count

**2.24** Under Universal Credit a broader span of claimants are required to look for work than under Jobseeker's Allowance. As Universal Credit Full Service is rolled out in particular areas, the number of people recorded as being on the Claimant Count is therefore likely to rise.

**2.25** The Claimant Count is the number of people claiming benefit principally for the reason of being unemployed. This is measured by combining the number of people claiming Jobseeker's Allowance (JSA) and National Insurance credits with the number of people receiving Universal Credit principally for the reason of being unemployed. Claimants declare that they are out of work, capable of, available for and actively seeking work during the week in which the claim is made.

**2.26** The measure of the number of people receiving Universal Credit principally for the reason of being unemployed is still being developed by the Department for Work and Pensions. Consequently this component of the total Claimant Count does not yet correctly reflect the target population of unemployed claimants and is subject to revisions. For this reason the Claimant Count is currently designated as Experimental Statistics.

**2.27** The Claimant Count of Hillingdon's population in December 2019 was 2.2%.

<sup>4</sup> No Qualifications - No formal qualifications held.

Other Qualifications includes foreign qualifications and some professional qualifications.

NVQ 1 Equivalent e.g. fewer than 5 GCSEs at grades A-C, foundation GNVQ, NVQ 1, intermediate 1 national qualification (Scotland) or equivalent.

NVQ 2 Equivalent e.g. 5 or more GCSEs at grades A-C, intermediate GNVQ, NVQ 2, intermediate 2 national qualification (Scotland) or equivalent.

NVQ 3 Equivalent e.g. 2 or more A levels, advanced GNVQ, NVQ 3, 2 or more higher or advanced higher national qualifications (Scotland) or equivalent.

NVQ 4 Equivalent And Above e.g. HND, Degree and Higher Degree level qualifications

## Jobs Density

**2.28** The level of jobs per resident aged 16-64. For example, a job density of 1.0 would mean that there is one job for every resident aged 16-64.

**2.29** The total number of jobs is a workplace-based measure and comprises employee jobs, self-employed, government-supported trainees and HM Forces. The number of residents aged 16-64 figures used to calculate jobs densities are based on the relevant mid-year population estimates.

**2.30** As table 5 below shows, Hillingdon had a higher jobs density than both the London and UK average in 2018.

	Hillingdon (Jobs)	Hillingdon (Density)	London (Density)	Great Britain (Density)
Jobs Density	209	1.06	1.02	0.86

Table 5: 2018 Jobs Density (Source: ONS)

## UK Business Counts

**2.31** Table 6 below presents analysis of businesses at both Enterprise and Local Unit level in 2019. An Enterprise is the smallest combination of legal units (generally based on VAT and/or PAYE records) which has a certain degree of autonomy within an Enterprise Group. An individual site (for example a factory or shop) in an enterprise is called a local unit.

	Hillingdon (Numbers)	Hillingdon (%)	London (Numbers)	London (%)
<b>Enterprises</b>				
Micro (0 To 9)	12,350	90.9	473,875	90.7
Small (10 To 49)	900	6.6	38,570	7.4
Medium (50 To 249)	255	1.9	7,650	1.5
Large (250+)	90	0.7	2,145	0.4
Total	13,590	-	522,240	-
<b>Local Units</b>				
Micro (0 To 9)	13,525	85.5	509,415	87.2
Small (10 To 49)	1,685	10.7	59,570	10.2
Medium (50 To 249)	500	3.2	12,885	2.2
Large (250+)	95	0.6	2,315	0.4
Total	15,810	-	584,185	-

Table 6: UK Business Counts at Enterprise and Local Unit Level, 2019 (Source: Inter-departmental business register (IDBR))

## Households

**2.32** Based on the 2011 Census, the majority type of housing within Hillingdon is houses or bungalows (either detached, semi or terraced) at 73.2%, with 26.8% being flats or maisonettes (including those in a commercial building). Figure 15 below shows the percentage of housing types at borough, regional and national level as in 2011 (Source: Census 2011). While more current official statistics are not available yet, the number of flats being built far exceeds any other housing type in Hillingdon and in London in general, and the gap between the number of flats and houses in Hillingdon is decreasing.

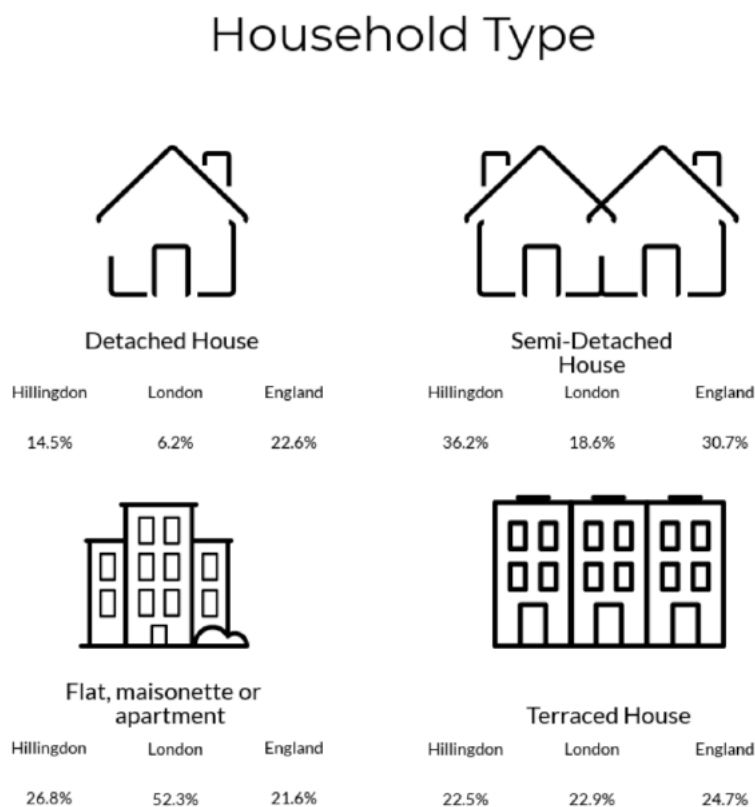


Figure 15: Housing types in Hillingdon, London and England (Source: Census 2011)

## Dwelling Stock

**2.33** The dwelling stock in Hillingdon was approximately 110,730 in 2019 compared to 103,910 in 2011. Local authority owned dwelling stock was 10,086 in 2019.

**2.34** In Hillingdon, 62.9% of borough residents own their own homes, followed by 18.1% of properties being privately rented, 16.7% socially rented from the Council and the remaining residents make up 2.3% other (eg shared ownership, living rent free)(Source: Census 2011). This is compared with London and England in figure 16 below.

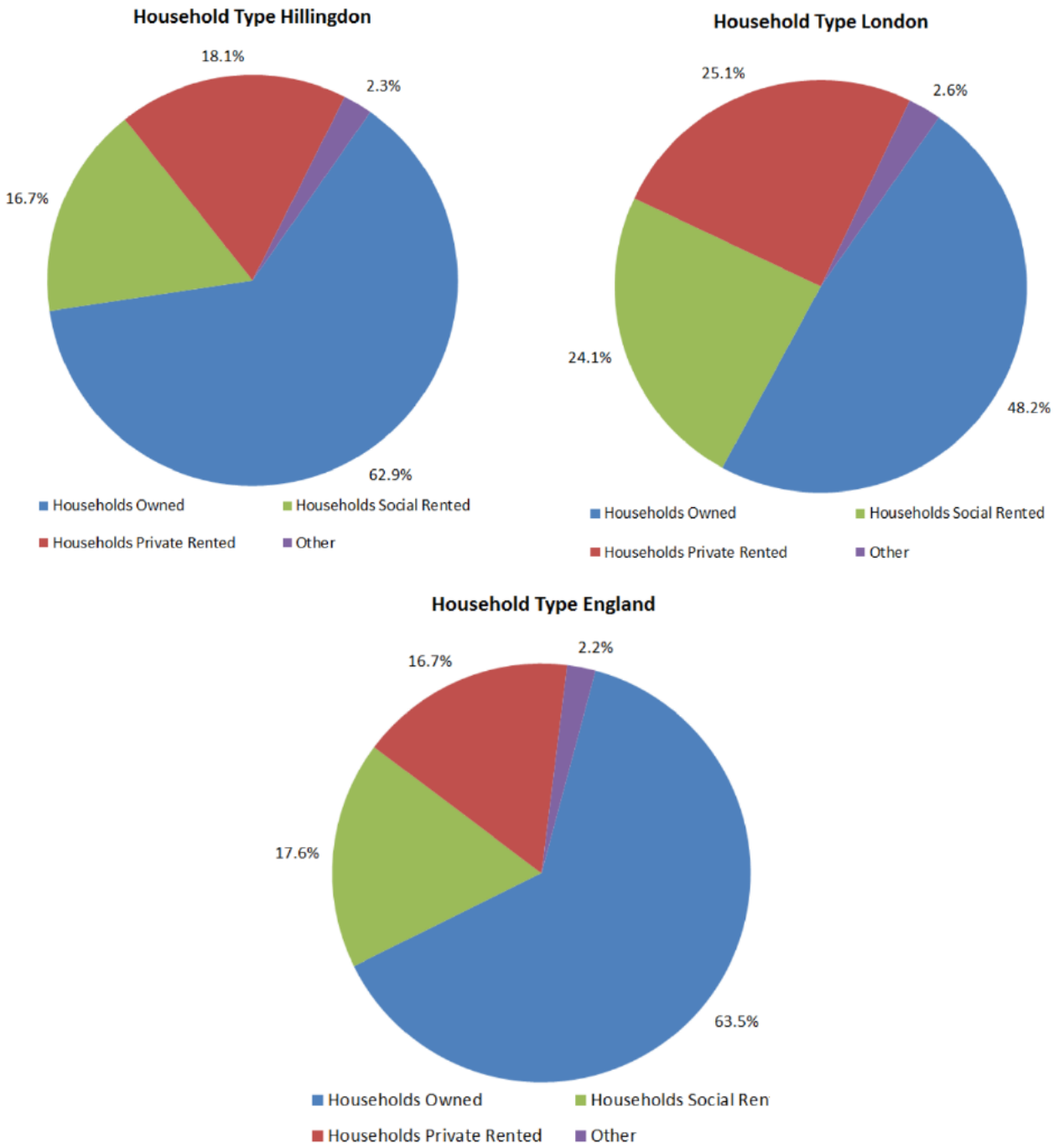


Figure 16: Comparison of household type / tenure between Hillingdon, London and England (Source: Census 2011)



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## **3. The Development Plan**

## 3. The Development Plan

**3.1** Development Plan Documents (DPDs) are planning strategies that contain policies for the use, protection and/or development of land, typically including the allocation of land for development. They form the statutory basis for planning decisions. DPDs must be in general conformity with government guidance, in particular the National Planning Policy Framework 2019.

**3.2** The Development Plan for Hillingdon consists of the following:

- **The Hillingdon Local Plan: Part 1 – Strategic Policies:** This document sets out the overall level and broad locations of growth up to 2026. Together with the Local Plan Part 2 Development Management Policies and Site Allocations and Designation documents it forms the Council's future development strategy for the borough.

The Local Plan Part 1 comprises a spatial vision, strategic objectives, a spatial strategy, core policies and a monitoring and implementation framework with clear objectives for achieving delivery. These policies are supported by more detailed policies and allocations set out in the Local Plan Part 2.

**Adopted in November 2012.**

- **The Hillingdon Local Plan: Part 2 – Development Management Policies:** This document comprises the Development Management Policies. Its purpose is to provide detailed policies that will form the basis of the Council's decisions on individual planning applications. It delivers the detail of the strategic policies set out in the Local Plan Part 1: Strategic Policies (2012). Together they form a comprehensive development strategy for the borough up to 2026.

**Adopted January 2020.**

- **The Hillingdon Local Plan: Part 2 – Site Allocations and Designations:** This document sets out sites for development to meet the Borough's needs to 2026, based on the level of growth and general locations set out in the Local Plan Part 1. The allocation of development sites forms part of a strategic approach to guiding and managing growth in the Borough. It promotes development and the flexible use of land, whilst allowing for general development principles, such as scale, access and quantum of development, to be agreed on strategic sites.

In addition, the Plan includes designations for areas of land or boundaries, which indicate where specific policies apply. The policies applicable to the land designations are found in the Development Management Policies document.

**Adopted January 2020.**



- The West London Waste Plan:** Prepared jointly by the six west London boroughs of Brent, Ealing, Harrow, Hounslow, Hillingdon, Richmond upon Thames and the Old Oak and Park Royal Development Corporation, the West London Plan sets out a strategy for the sustainable management of waste arising in the area over a 17-year period up to 2031. Forming part of the Local Plan, this development plan document provides an up-to-date policy framework to assess planning applications for waste management facilities across the six west London boroughs and the Old Oak and Park Royal Development Corporation. The plan principally sets out to identify and safeguard sufficient sites for waste management facilities in the area to satisfy the waste apportionment targets established in the London Plan (2011 & FALP). These site allocations are supplemented by development management policies.

**Adopted March 2015.**

- The London Plan (2016):** The London Plan is the statutory Spatial Development Strategy for Greater London prepared by the Mayor of London. It includes policies in respect of the development and use of land in Greater London. The local plans of London planning authorities are required to be consistent with the London Plan, which itself is required to be consistent with national policies. The current 2016 Plan is the adopted Development Plan, but the Intend to Publish Version of the London Plan (2019) is a material consideration in planning decisions.

### **Other key documents/plans**

**3.3** In addition, there are a number of other key documents used in the planning process. These include but are not limited to the following:

### **Neighbourhood Planning**

**3.4** The Localism Act 2011 introduced a new community based process called "neighbourhood planning", allowing communities to help decide the future of the places where they live and work. One of the main components of neighbourhood planning is the neighbourhood development plan, a document that would ultimately be adopted as part of the planning policy for Hillingdon.

**3.5** There are not currently any adopted neighbourhood plans in Hillingdon, however a neighbourhood area and neighbourhood forum has been established in the Ickenham area. Details can be found [here](#).

## Statement of Community Involvement

**3.6** The SCI sets out how and when the council will involve the community in the preparation and development of its Local Development Framework and in determining applications for significant planning applications.

**3.7** The SCI was adopted by the council on 8 November 2006 and requires updating to reflect current legislative requirements.

## Supporting Documents

**3.8** A series of supplementary planning guidance (SPG) and supplementary planning documents (SPD) has been produced by the council to provide greater detail on strategic policies to support decisions on planning applications. These include:

- **Accessible Hillingdon SPD:** The Accessible Hillingdon SPD echoes various Codes of Practice pertinent to the design of inclusive environments, and in some instances goes beyond minimum requirements. It offers practical and technical best practice guidance to enable planning applicants, developers, architects, urban designers, and other professionals to adopt a realistic approach to Inclusive Design.

**Adopted September 2017.**

- **RAF Uxbridge Planning Project (SPD):** RAF Uxbridge is a large site close to Uxbridge town centre, the sets out the council's proposals for how RAF Uxbridge should be redeveloped in a way that revitalises the local area and provides benefits for residents from across the borough. The site owners, Defence Estates and VSM Estates, plan to redevelop it.

**Adopted January 2009.**

- **Planning Obligations SPD:** This Supplementary Planning Document (SPD) provides guidance on the use of planning obligations in Hillingdon for all those involved in the submission and determination of planning applications. Planning Obligations provide a valuable means of securing site specific mitigation required to make developments acceptable in planning terms. For example, this could include ensuring that developments meet site specific open space requirements or provide sufficient levels of affordable housing.

**Adopted July 2014.**

**3.9 The Council also charges and collects its own Community Structure Levy (CIL) as well as being a collecting authority for the London-wide Mayoral CIL**

- **Hillingdon CIL:** The Community Infrastructure Levy (CIL) is a new charge which allows the Council to raise funds from developers undertaking new building

projects. The money raised will be used to pay for infrastructure required to support development - this could include transport schemes, flood defences, schools, health and social care facilities, parks, open spaces and leisure centres. To a large extent, CIL will replace planning obligations as a means of funding infrastructure provision in Hillingdon. Further details can be found [here](#).

**Adopted July 2014.**

- **Mayoral CIL:** The London Borough of Hillingdon is a collecting authority for the Mayor of London. The Mayor's current Community Infrastructure Levy (MCIL1) was introduced in 2012 to help finance Crossrail 1, the major new rail link that will connect central London to Reading and Heathrow in the West and Shenfield and Abbey Wood in the East.

In April 2019 a new charging schedule, MCIL2, came into effect, which superseded MCIL1. MCIL2 will be used to fund Crossrail 1 (the Elizabeth Line) and Crossrail 2.

Further details about the Mayoral CIL can be found [here](#).



# HILLINGDON

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## **4. Local Development Scheme**



## 4. Local Development Scheme

**4.1** Local authorities are required to prepare a project plan for the preparation of the Local Plan. This is called the Local Development Scheme (LDS). The LDS primarily covers the ongoing preparation of Local Plan documents and other Local Plan documents that will be prepared in the near future.

**4.2** Through the AMR, local planning authorities are required to monitor the progress made by the Council in producing the documents set out in the Local Development Scheme (LDS) and identify when new development plan documents have been adopted.

**4.3** The current version of the LDS was published in September 2018. The Hillingdon Local Plan: Part Two, marked in the latest LDS as an emerging document was subsequently adopted in January 2020.

**4.4** The following documents/plans are also to be reviewed/prepared in accordance with the most recent LDS:

- Local Plan Part 1: Strategic Policies
- Community Infrastructure Levy Charging Schedule
- West London Waste Plan
- Heathrow Opportunity Area Planning Framework

**4.5** An updated version of the LDS with updated timetables and documents for review is currently being prepared.



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## 5. Neighbourhood Planning



- 5.1** Neighbourhood Planning is a right for communities introduced through the Localism Act 2011. Communities can shape development in their areas through the production of Neighbourhood Development Plans and Neighbourhood Development Orders. Neighbourhood Plans have to be in general conformity with the development plan and the National Planning Policy Framework (NPPF). Neighbourhood Plans that have been 'made' become part of the Development Plan and the policies contained within them will be used, together with the District Plan, in the determination of planning applications for the area.
- 5.2** There has been a small amount of activity with neighbourhood planning in Hillingdon. This section briefly outlines the neighbourhood planning process and then provides details of any neighbourhood planning progress during the monitoring year.



Figure 17: The Neighbourhood Planning adoption process

## Neighbourhood Planning Activity

### Ickenham

- 5.3** The Council received an application from Ickenham residents for the establishment of a neighbourhood area and neighbourhood forum. This application outlined the neighbourhood area, map and written constitution. The application was approved by the Council on Thursday 15<sup>th</sup> December 2016. The forum is currently working on producing a draft version of the Ickenham Neighbourhood Plan.





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## 6. Local Plan Monitoring



## 6. Local Plan Monitoring

- 6.1** This section assesses the effectiveness of the Development Plan in delivering on certain objectives. The Hillingdon Local Plan: Part One (2012) introduced a number of indicators to help monitor the effectiveness of policies in the Plan. Given that it has been over eight years since adoption of this Plan, these indicators will be used where appropriate and still relevant to do so, and the report will be supplemented by additional information where possible to help provide a more complete picture of how the Development Plan has been performing.
- 6.2** Most of the statistics in this report are derived from the London Development Database. The London Development Database (LDD) was a collaborative project between the Mayor and the London boroughs to monitor planning permissions, starts and completions across London. It has recently been replaced by the London Planning Data Hub however, these changes have taken place outside of the period covered by this report.
- 6.3** The LDD contains details of all planning consents meeting criteria agreed with the London boroughs, who are responsible for submitting data to the database.
- 6.4** In Hillingdon, the criteria are:
- any new build residential units
  - any loss or gain of residential units through change of use or conversion of existing dwellings
  - creation of new bedrooms for use as either a hotel, a hostel, student housing or for residential care through new build or change of use
  - Floor space changing from one use class to another or created through new build or extension for any other use
  - the loss or gain or change of use of open space
- 6.5** This data allows us to compile data on the level of gains and losses of different uses in the borough.
- 6.6** Only planning consents are recorded on the database.
- 6.7** This section of the report will be structured on a chapter-by-chapter basis broadly synonymous with the Hillingdon Local Plans: Parts 1 and 2.



# HILLINGDON

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## **6A. Housing**



## 6A. Housing

**6A.1** Housing forms a central element of the Council's planning policies, with the principle aim of ensuring that the housing needs and aspirations of Hillingdon's current and future residents are met in a way that is sustainable.

**6A.2** The borough faces high demands for housing. Planning policies aim to deliver as many homes as possible, alongside infrastructure and other land uses such as commercial, entertainment and leisure uses which make the borough more than just a place to live. The Council must also ensure that new homes are of the correct size, tenure and above all quality to meet the needs of residents. Hillingdon is required by the London Plan to meet and exceed where possible a housing target of 559 new homes per annum. This housing target has been in place since 2015 and has been calculated from an analysis of available land capacity in the borough to deliver new homes whilst also balancing the delivery of other key land uses within the borough.

**6A.3** Looking forward, the new London Plan, once adopted, will require Hillingdon to meet and where possible exceed a housing target of 1,083 new homes per annum. This new housing target is based on an updated available land capacity analysis.

**6A.3** Under-delivery of new housing development in comparison to needs can have adverse effects on affordability and prevent newly forming households from staying within the Borough. To provide sufficient housing that is accessible to and meets the needs of the Borough's communities during the plan period is one of the key objectives of the Development Plan. The Plan can contribute to achieving these objectives by planning for a sufficient quantity, quality and type of housing in the right locations, taking account of need and demand in the Borough including affordable housing, and seeking to improve choice.

### **Net additional dwellings over the last 4 years (FY2015-FY2018)**

**6A.4** Housing delivery statistics can be split between three categories: conventional (C3) housing such as houses and flats; non-self contained housing such as older persons housing and student accommodation; and also long-term empty homes coming back into use. As a raw measure of policy effectiveness, total housing delivery across all of the above categories over the four financial years from April 2015 to March 2019 has totalled 3,859 units, an average of about 965 units / year. FY2018 saw the strongest delivery within the four years. Delivery of conventional Class C3 housing alone over this period equalled 3,677 units.

**6A.5** Housing delivery has been consistently above the London Plan target over the reporting years by a large margin. Over the four reporting years, the borough delivered 3,859 units, 72% above the London Plan target for the same period. Housing delivery has significantly exceeded expectations in recent years.

Completed financial year	Conventional (C3) housing Tenure				Non self-contained housing <sup>5</sup>			Empty homes returning to use	Total	Lond on Plan Target
	Market	Intermediate	Affordable Rent	Social Rent	Student housing <sup>6</sup>	Older persons housing <sup>7</sup>	Other <sup>8</sup>			
FY2015	774	19	44	39	-	64	9	62	1011	559
FY2016	839	36	19	4	-	27	-	-89	836	559
FY2017	847	12	41	13	6	-6	54	-73	894	559
FY2018	912	30	25	23	-	112	4	12	1118	559
<b>Total</b>	<b>3372</b>	<b>97</b>	<b>129</b>	<b>79</b>	<b>6</b>	<b>197</b>	<b>67</b>	<b>-88</b>	<b>3859</b>	<b>2236</b>

Table 7: Housing delivery in Hillingdon from all sources of housing from FY2015 to FY2018 (Source: London Development Database (LDD))

**6A.6** Land is finite and finding capacity in the borough to deliver more housing will continue to be challenging. The borough faces a challenge in terms of delivering against the new London Plan housing target, however the most recent five year housing land supply (February 2020) shows there are a sufficient supply of deliverable sites available to meet this target until 2025..

**6A.7** Non self-contained housing refers to student housing, hostels, housing for older people and houses in multiple occupation. The London Plan includes these types of housing towards meeting housing targets, however it applies a C3 housing equivalent ratio to each of these types of non-self contained housing based on the number of conventional homes each is expected to release in the housing market. These ratio's have already been applied in table 7. Of these, housing for older people is the most significant contributor to the local housing market and it's 257 units account for 5.1% of all housing delivery over the four year period.

**6A.8** Long-term empty homes (more than 6 months) returning back to use are also counted when calculating total housing delivery, however these do not contribute towards increasing actual built housing stock in the borough. Over the four financial years a net of 88 more homes have become long-term vacants in Hillingdon resulting in a 'reduction' in used units in Hillingdon.

<sup>5</sup> For monitoring purposes, the number of net additional rooms for each category of non self-contained housing has a ratio applied to it to account for the number of conventional homes it releases to the housing market on average, as per the London Plan. Therefore the numbers listed here are not the actual number of rooms of each type of non-self contained housing.

<sup>6</sup> As per the London Plan, student housing is counted at a ratio of 2.5 rooms:1 additional dwelling

<sup>7</sup> As per the London Plan, C2 housing for older people is counted at a ratio of 1:1

<sup>8</sup> As per the London Plan, all other non self-contained housing is counted at a ratio of 1.8 rooms:1 additional dwelling.

## Affordable Housing

**6A.9** The Council seeks to maximise delivery of affordable housing on all major housing developments. Current planning policy requires a minimum 35% affordable housing on all conventional housing developments of 10 units or more. As non self-contained developments have not been required by planning policy over the last few years to contribute towards affordable housing, they have been set aside when calculating the proportion of affordable vs. market units delivered.

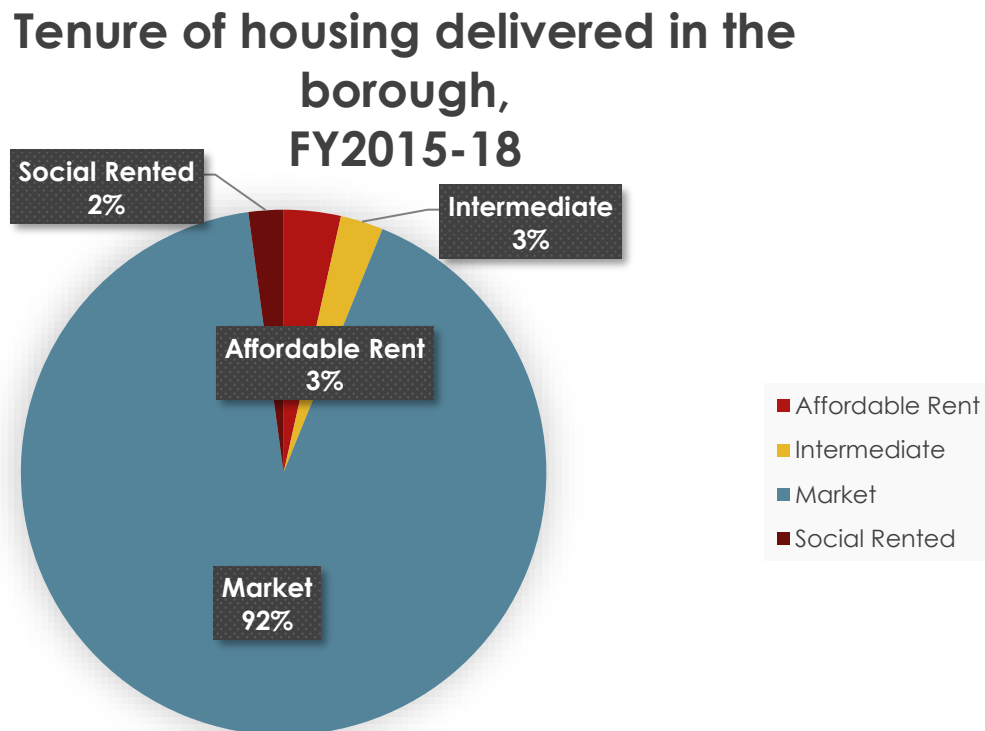


Figure 18: Tenure of housing delivered in the borough in the four years FY2015 to FY2018 (Source: LDD)

**6A.10** Over the four financial years, as figure 18 shows, the Council has secured 8.3% of all completed net conventional (C3) dwellings as affordable housing. There are a few potential reasons behind this:

- A large proportion of the borough's housing comes from schemes below 10 units which the Council cannot seek affordable housing from. This limits the Council's ability to secure affordable housing. **It is important to note that the 8.3% figure is slightly misleading in that as affordable housing can only be secured on major housing developments and considering that a large proportion of housing delivery in Hillingdon comes from minor development, there will naturally be a significantly higher proportion of market tenure housing when compared to affordable.**
- Financial viability on individual schemes may affect the amount of affordable housing secured from major housing developments.

- Homes delivered through permitted development rights do not need to contribute towards affordable housing.

An analysis of the Council's effectiveness of securing affordable housing specifically from major housing developments will be published in the next AMR.

**6A.11** The tenure of new conventional (C3) housing delivered over the four years is identified in table 7 and is also summarised below (source: LDD):

- **3,677 total units**
- **3,372 market housing**
- **97 intermediate housing**
- **129 affordable rent housing**
- **79 social rent housing**

**6A.12** Of the affordable element, the Council secured a higher proportion of social rent and affordable rent (66%) compared to intermediate housing, broadly in line with the local plan objectives. Figure 19 below shows the proportions of different types of affordable housing tenures delivered.

### Types of affordable housing delivered in the borough, FY2015-18

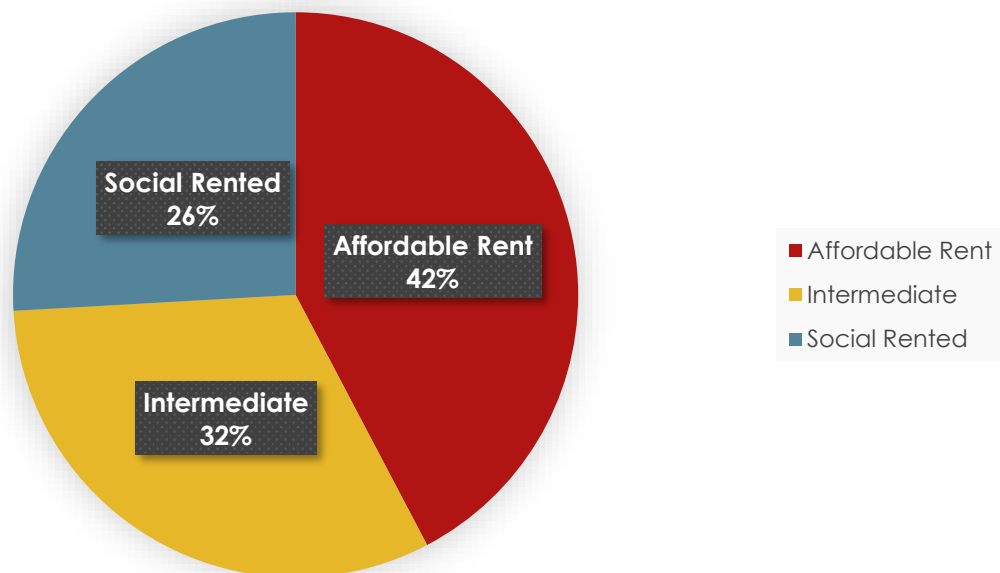


Figure 19: Proportion of the different types of affordable housing secured in the borough between FY2015 and the end of FY2018 (Source: LDD)

## Distribution of new housing across the borough

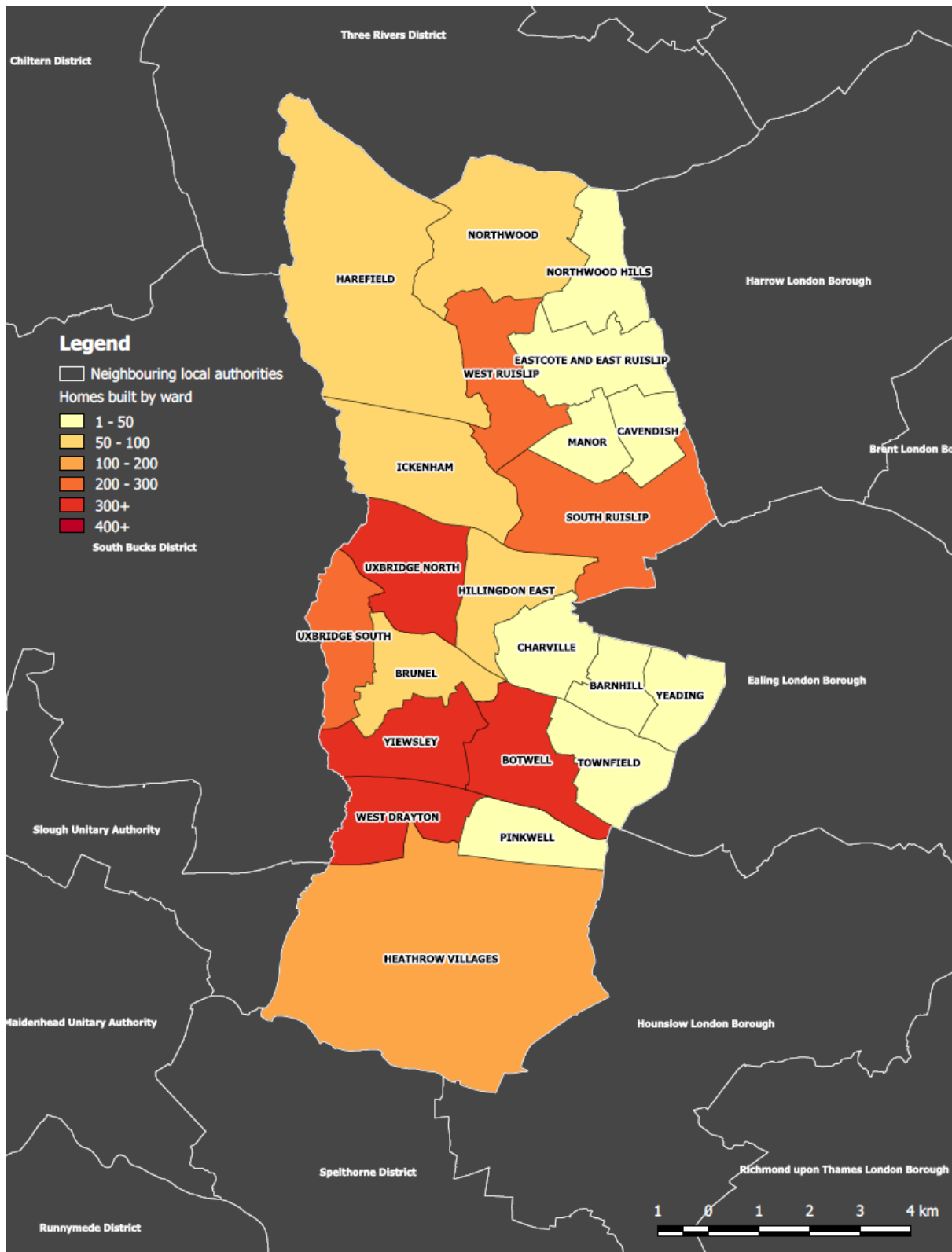


Figure 20: Distribution and amount of new housing delivered in the borough between FY2015 and FY2018, by ward (Source: LDD)

**6A.13** As figure 20 shows, housing growth over the reporting years has been greatest in the wards of Uxbridge North, Yiewsley, West Drayton and Botwell. The



wards of Uxbridge South, West Ruislip, South Ruislip, and Heathrow Villages have also experienced high housing growth as figure 20 above demonstrates.

## Distribution of new affordable housing across the borough

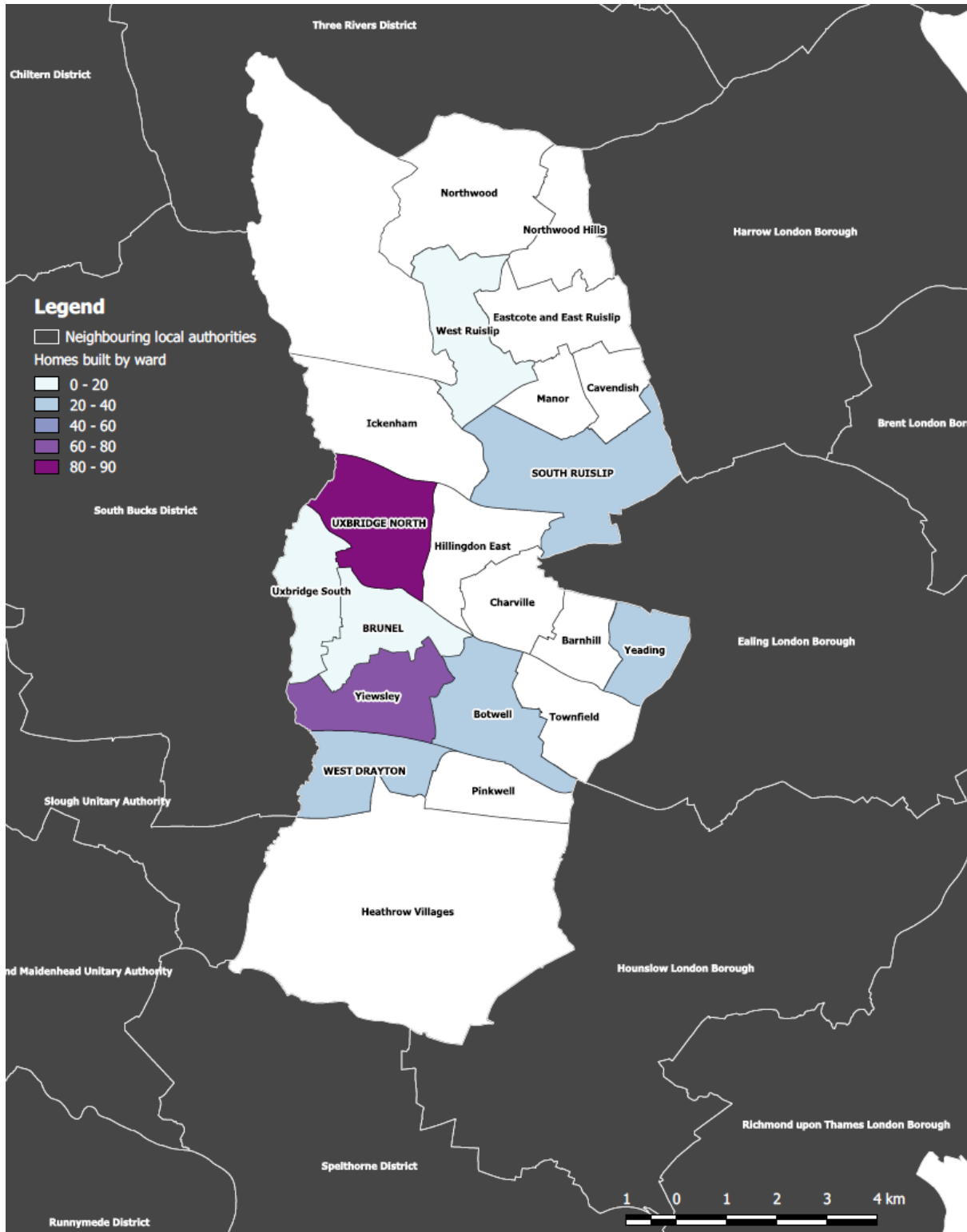


Figure 21: Distribution and amount of new affordable housing delivered in the borough between FY2015 and FY2018, by ward (Source: LDD)

**6A.14** Figure 21 above demonstrates how new affordable housing has not been evenly distributed across the borough and has been focused in the wards of Uxbridge North and Yiewsley first, and then in West Drayton, South Ruislip, Yeading and Botwell.

### Minor Development

Completed financial year	Small sites <10 net units	Total net units	Small sites % <10 net units
FY2015	477	876	54.45%
FY2016	566	898	63.03%
FY2017	563	913	61.66%
FY2018	666	990	67.27%
<b>Total</b>	<b>2272</b>	<b>3677</b>	<b>61.78%</b>

Table 8: Proportion of new homes delivered through schemes of less than 10 units (Source: LDD)

**6A.15** A significant portion of new homes built across the borough have come from minor developments of less than 10 units total, as highlighted in table 8. This trend has been consistent across the borough over the last few years and is likely to continue in the near future. Small sites are expected to play a significant role in meeting the borough's large housing need over the next few years.

### Housing Mix

**6A.16** Hillingdon's latest Strategic Housing Market Assessment (SHMA) identified a significant need for larger 3+ bed dwellings, particularly in the affordable tenures. This need has been translated into the Hillingdon Local Plan Part Two (2020) policy on housing mix, which places greater emphasis on the need for family housing. The housing mix policies prior to the adoption of the Local Plan (2020) did not seek the same level of family size housing. The Council has been relatively successful in securing a larger proportion of 3+ bed dwellings in the affordable tenures over the reporting years. Reasons why 3+ bed dwellings are not delivered in the amounts and proportions needed are usually based on site specific design constraints or financial viability. The proportion of 1, 2 and 3+ bed dwellings delivered as a total of all units completed between FY2015 and FY2018 is shown in figure 22 and table 9 below. It is hoped that the proportion of 3+ units will increase in future reporting years to reflect the new Local Plan policy requirements.

## Number of bedrooms per new dwelling, by tenure fy2015-18

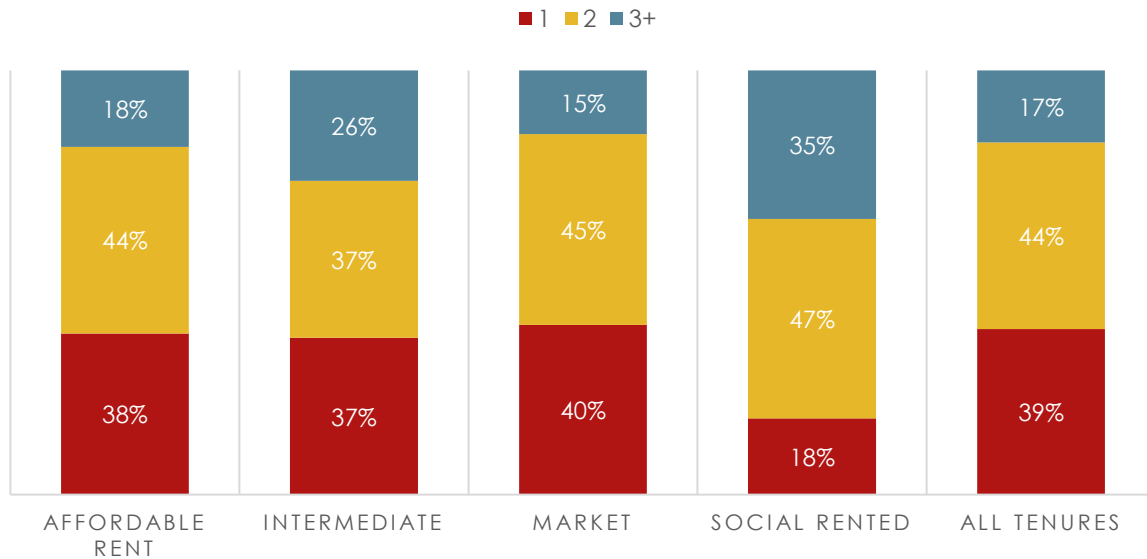


Figure 22: Proportion of 1, 2 and 3+ bed dwellings delivered as a total of all units completed between FY2015 and FY2018, by tenure (Source: LDD)

Tenure					
Number of bedrooms	All	Market	Social Rent	Affordable Rent	Intermediate
1	39%	39%	24%	37%	39%
2	44%	44%	46%	42%	37%
3+	17%	16%	30%	21%	23%

Table 9: Proportion of 1, 2 and 3+ bed dwellings delivered as a total of all units completed between FY2015 and FY2018, by tenure (Source: LDD)

## Housing Affordability

**6A.17** Housing affordability has consistently decreased over the last few years as shown in figure 23 below. The ratio of median earnings to house prices in Hillingdon is 13.2 which is significantly higher than the England average at 7.8 and marginally higher than the London average at 12.8. Most mortgage lenders offer a mortgage at most 5 times household earnings so these statistics highlight how large a deposit is required by many of Hillingdon's residents in order to be able to afford to own a home, even with the discounts that intermediate affordable housing can offer.

### Median earnings to house prices ratio

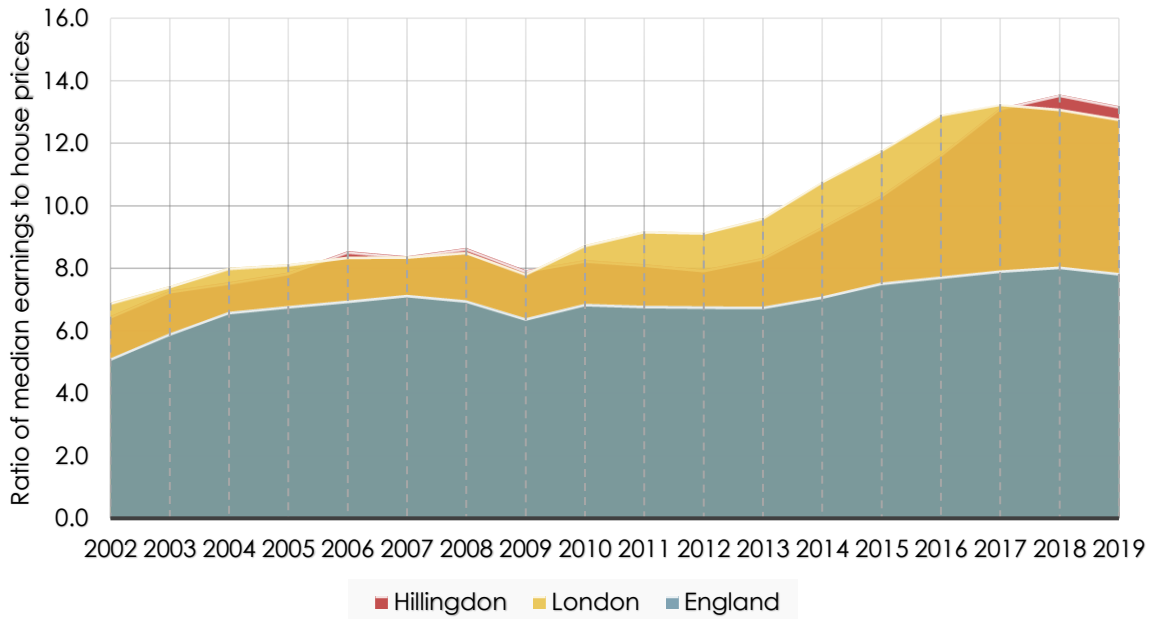


Figure 23: Ratio of median earnings to house prices, 2002 to 2019 (Source: ONS<sup>9</sup>)

### Dwelling Stock

#### Types of dwellings built across the borough: FY2015-18

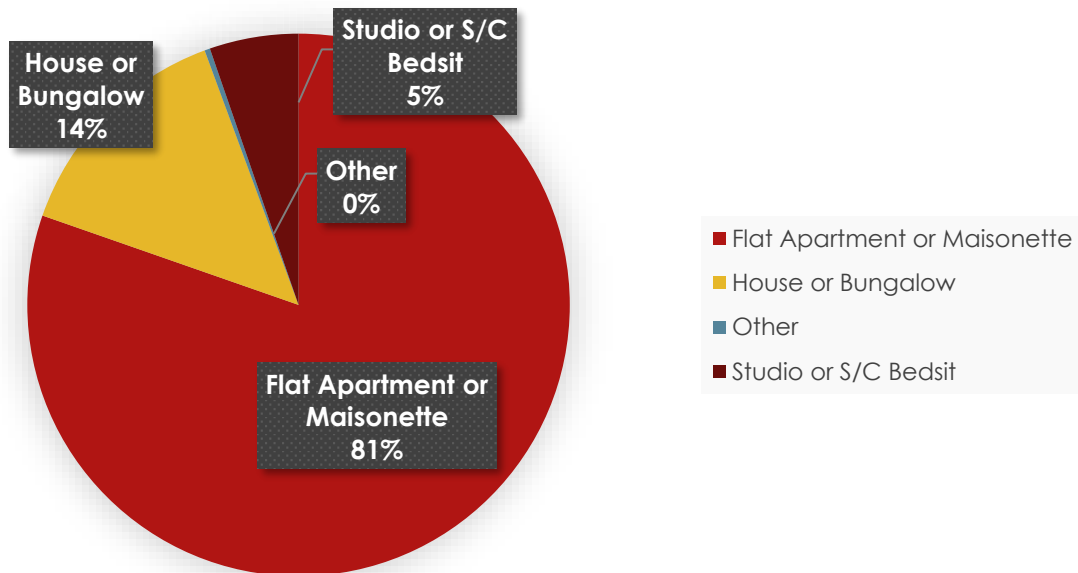


Figure 24: Types of dwellings built across the borough between FY2015 and FY2018 (Source: LDD)

<sup>9</sup> [House price to residence-based earnings ratio - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

**6A.18** As figure 24 shows, the majority (82%) of new dwellings built across the borough over the reporting years have been flats/apartments or maisonettes. Flats are able to be built more densely in a borough like Hillingdon where the availability of development land is heavily constrained.. National and regional planning policy encourages the optimisation of brownfield sites to ensure land is used as efficiently as possible.

**Development type**

**6A.19** The majority of new homes in the borough are new build developments (i.e. additional Class C3 floorspace is being provided) as demonstrated in figure 25 below. Conversions and extensions in figure 25 relate to either the splitting of larger dwellings into a greater number of dwellings, or the extension of a building in order to facilitate the creation of additional housing units. 'Change of use' refers to the change of use of one type of land use such as offices (Class B1) to residential use (Class C3).

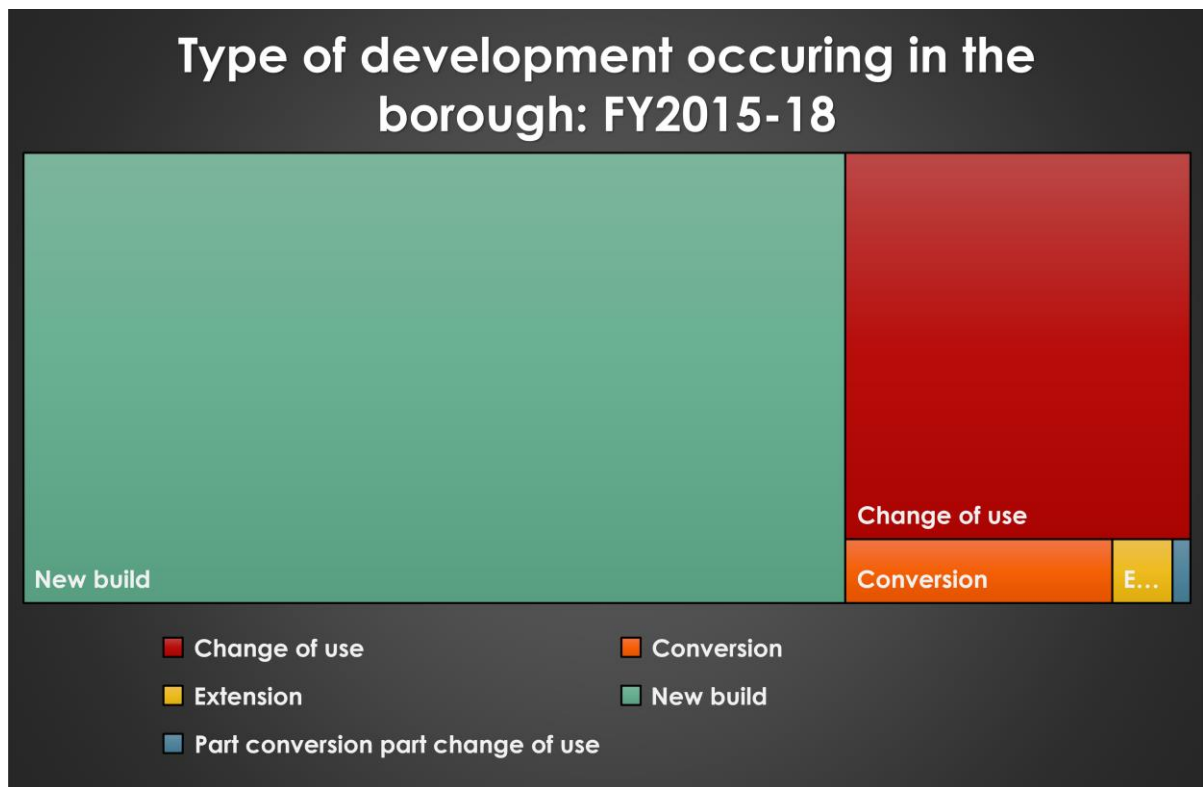


Figure 25: Types of development delivering new homes in the borough between FY2015 and FY2018 (Source: LDD)

**Future Housing Supply**

**6A.20** A five-year housing land supply analysis is produced annually. The latest document can be found here: [hyperlink](#).



# HILLINGDON

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## 6B. Economy



## 6B. Economy

**6B.1** Increasing employment rates and growing the local economy is a key objective of the Council. The provision of additional employment floorspace to meet current and expected needs can provide opportunities for new businesses to move into the borough and allow existing businesses to expand. A variety of the types of spaces provided can also help accommodate different types of businesses in the borough and contribute towards building a more resilient economy.

**6B.2** The Development Plan seeks to make Hillingdon a competitive and affordable destination for new and existing businesses to locate. It identifies areas where high quality offices, industrial spaces, warehousing and hotels are encouraged and seeks to protect its existing stock in different locations across the borough. These locations are identified in figure 26.

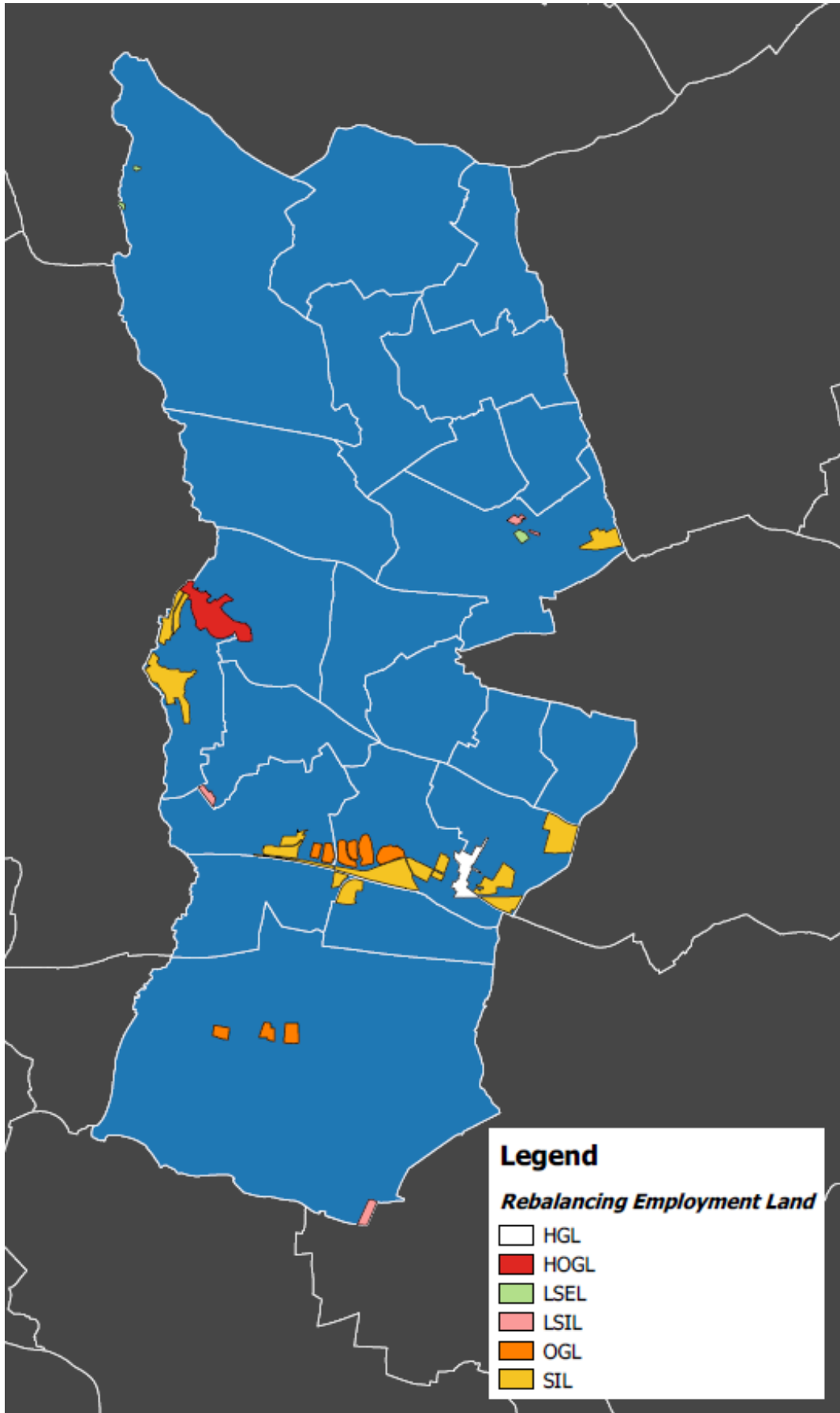
**6B.3** Hillingdon has four Strategic Industrial Locations (SILs), which are protected by London Plan policies as being the main reservoirs of industrial land in the Borough. As well as this, the Hillingdon Local Plan Part 1 designates two classes of locally significant employment land:

- Locally Significant Industrial Sites (LSIS) which are intended to be suitable for industrial and warehouse activities (Use Classes B1c, B2, and B8).
- Locally Significant Employment Locations (LSEL) which are intended to be suitable for light industrial, office and research and development uses (Use Classes B1a, B1b, B1c).

**6B.4** Additionally, the Council also has designated locations which support new office (Class B1a) development. Stockley Park and Uxbridge Town Centre have been identified as preferred office growth locations.

**6B.5** Tracking the changes taking place in these locations, especially the loss or gain in floorspace of the relevant employment Use Classes, helps the Council analyse the effectiveness of planning policies aimed at protecting and enhancing these locations as employment locations, as well as examine trends in these locations.

Figure 26: Designated employment sites across the borough





## Changes in Employment Floorspace

**6B.6** Tables 10 and 11 below show the changes in employment floorspace falling within the B Use Class in the borough's designated employment areas as well as across the Borough as a whole.

SIL or LSIS location	Net change in B1c floorspace (sq.m)	Net change in B2 floorspace (sq.m)	Net change in B8 floorspace (sq.m)
Covert Farm, Heathrow LSIS	-7000	0	0
North Uxbridge SIL (IBP)	2361	0	0
Uxbridge Industrial Estate SIL (PIL)	5177	0	5177
Hayes Industrial Area SIL	11368	-7498	3915
Springfield Road, Part of Hayes Industrial Area SIL	1656	640	-16656
Stonefield Way, South Ruislip SIL (PIL)	0	-1060	-1792
Packet Boat Lane, Cowley LSIS	0	0	0
Braintree Road Industrial Area, South Ruislip LSIS	0	0	0
<b>Total change in SIL and LSIS locations</b>	<b>13562</b>	<b>-7918</b>	<b>-9356</b>
<b>Total change across the Borough</b>	<b>12135</b>	<b>-18522</b>	<b>-13682</b>

Table 10: Net change in floorspace of Class B1c, B2 and B8 uses in SILs, and LSIS between FY15 and FY18 as a result of new development proposed through the planning application process (Source: LDD)

**6B.7** On average across the boroughs designated industrial areas (SIL and LSIS locations) there has been a net increase in light industrial (B1c) floorspace during the reporting years. Hayes Industrial Area SIL in particular saw a significant increase of 11,368 sq.m, however Covert Farm LSIS in Heathrow saw a significant loss of 7,000 sq.m. This loss at Covert Farm was down to the redevelopment of the Unitair Centre at Heathrow. 4,000 sq.m of the existing 11,000 sq.m of light industrial floorspace was retained while 10,000 sq.m of research and development (B1b) floorspace was built.

**6B.8** There was also a net loss of 7,918 sq.m of heavy industrial (B2) floorspace across the borough's designated industrial areas, with Hayes Industrial Area seeing the most significant loss of 7,498 sq.m. This remaining loss was due to the redevelopment of the Former Arla Food Depot in South Ruislip.

**6B.9** Springfield Road, part of the Hayes Industrial Area SIL saw a very significant loss of 16,656 sq.m of storage and distribution (B8) floorspace due to the redevelopment of one site, 1-3 Uxbridge Road, which contributed towards a total loss of 9,356 sq.m of B8 floorspace across all industrial areas in the borough. This site at Springfield Road, 1-3 Uxbridge Road, comprising 21,624 sq.m of B8 floorspace was redeveloped to provide four buildings with a mixture of approximately 5,000 sq.m each of B1, B2 and B8 floorspace.

**6B.10** Across the borough as a whole, the trend over the reporting years shows a significant gain in light industrial space but losses of heavy industrial and storage / distribution space.

**6B.11** An explanation for some of these changes is the conversion of heavy industrial and storage / distribution uses to light industrial uses.

LSEL or Office Growth Location	Net change in B1a floorspace (sq.m)	Net change in B1b floorspace (sq.m)
Bath Road LSEL and Office Growth Location	-14389	0
Stockley Park LSEL and Office Growth Location	11286	0
Uxbridge Town Centre Office Growth Location	5238	0
Odyssey Business Park, Ruislip LSEL	0	0
Summerhouse Lane/Royal Quay/Salamander Quay LSEL	0	0
<b>Total change in LSEL and Office Growth Locations</b>	<b>+2135</b>	<b>0</b>
<b>Total change across the borough</b>	<b>-48069</b>	<b>11656</b>

Table 11: Net change in floorspace of Class B1a and B1b in LSEs and Office Growth Locations between FY15 and FY18 as a result of new development proposed through the planning application process (Source: LDD)

**6B.12** Within the Bath Road LSEL and Office Growth Location there was a significant loss of 14,389 sq.m of office (B1a) floorspace over the reporting years. This was down to significant losses in floorspace across five different sites. In the Stockley Park LSEL and Office Growth location there was a significant gain of 11,286 sq. m of office floorspace, down to a significant gain across four different sites, while in the Uxbridge Town Centre Office Growth location there was a slightly lower gain of 5,238 sq.m.

**6B.13** In total across the boroughs LSEs and Office Growth locations, there was a net gain of 2,135 sq.m of office (B1a) floorspace, which shows the borough is on the whole protecting its designated employment locations for offices.

**6B.14** No changes in research and development (B1b) floorspace were recorded within the boroughs LSEL or Office Growth locations.

Financial Year	Net change in B1a floorspace (sq.m)	Net change in B1b floorspace (sq.m)	Net change in B1c floorspace (sq.m)	Net change in B2 floorspace (sq.m)	Net change in B8 floorspace (sq.m)
FY2015	-37318	0	565	-1654	997
FY2016	-27846	10000	5009	-5409	71
FY2017	14043	0	-150	-12367	2359
FY2018	3052	1656	6711	908	-17109
<b>Total</b>	<b>-48069</b>	<b>11656</b>	<b>12135</b>	<b>-18522</b>	<b>-13682</b>

Table 12: Net change in floorspace of employment uses across the whole borough between FY215 and FY18 as a result of new development proposed through the planning application process (Source: LDD)

**6B.15** Across the borough as a whole, there have been significant losses of different types of employment floorspace as shown in table 12. In total Hillingdon has lost 48,069 sq.m of office floorspace, 18,522 sq.m of heavy industrial floorspace and 13,682 sq.m of storage / distribution floorspace over the reporting years. At the same time there have been some gains in research and development and light industrial

floorspace. The Council will continue to monitor these trends and analyse them in more detail to inform future policy development.

### **Prior Approvals:**

**6B.16** The Government introduced permitted development rights for office to residential conversions in May 2013, and also introduced permitted development rights for the change of use of up to 500sqm of light industrial space to residential use in October 2017. From these dates, applicants were permitted to convert existing office accommodation or light industrial space to residential dwellings without seeking planning permission. Instead, applicants were required only to make a 'prior approval' application.

**6B.17** This is a light-touch application process by which a local planning authority is permitted only to consider transport and highways impacts, contamination risks and flooding risks.

**6B.18** Under the prior approval process, the local authority has no discretion to consider or apply any other planning policies in determining the prior approval application. This means that, for example, authorities may not seek to enforce minimum space standards or seek affordable housing contributions.

**6B.19** Greater London has been particularly affected by the introduction of permitted development rights. This is because in many parts of the capital there is a significant differential between office and residential values which, combined with high demand and land scarcities, has created an incentive for landlords to seek conversion of viable and occupied offices without seeking planning permission.

**6B.20** Reported impacts of these permitted development rights on London's economy have included the following:

- Loss of key office and light industrial accommodation
- Loss of occupied space
- Increase in office and light industrial space rents
- Reduced viability of local office and local industrial space markets
- Introduction of poor quality new housing
- Loss of new affordable housing supply

**6B.21** In order to protect Hillingdon's strategic employment land and protect against the potential impacts of these PD rights mentioned above, the Council introduced Article 4 Directions which removed PD rights for the change of use of employment land (falling within Class B1a and B1c) to a residential use. Article 4

Directions are issued to require planning permission for certain types of development where permission is not normally required. This came into effect on 22 November 2017.

**6B.22** Since the introduction of the permitted development rights, the following gains in residential units and losses of office and light industrial space have occurred from FY15 up to the end of FY18, as shown in table 13 below.

	B1(a) office space lost (sqm)	B1 (c) light industrial space lost	Residential units approved / gained from B1(a) space	Residential units approved / gained from B1(c) space
Approvals	82,905	25,017	1,409	377
Completions	45,518	14,333	755	215

Table 13: Gains in residential units and losses of office and light industrial space through the use of permitted development rights (Source: LDD)

### Visitor Accommodation

**6B.23** Tourism is an important part of the local economy. Employment within the tourism sector accounts for over 8% of the Borough's total employment, higher than the London-wide average. Visitor accommodation is a key part of the tourism industry.

**6B.24** London Plan Policy 4.5: London's visitor infrastructure sets a London-wide target to achieve an additional 40,000 bedrooms by 2036 and a borough-wide target for Hillingdon to deliver 3,800 new bedrooms over the same period. In addition to hotel rooms these targets can be met through other forms of visitor accommodation, such as guest houses, bed and breakfast accommodation and extensions to appropriately located public houses.

**6B.25** The Local Plan encourages hotel growth in Uxbridge, Hayes and other accessible sustainable locations. As table 14 shows, a total of 1,951 C1 bedrooms were completed in the borough over the reporting years. Some of the major developments include the completion of a 602 bedroom hotel at Heathrow Airport (50657/APP/2013/2214) and a 660 bedroom hotel also by Heathrow Airport (67622/APP/2013/2532).

Borough Reference	Net C1 Hotel Bedrooms	Ward
18/APP/2016/1416	11	HEATHROW VILLAGES
22632/APP/2016/2369	150	PINKWELL
2385/APP/2013/2523	170	TOWNFIELD
26874/APP/2013/3279	7	MANOR
31642/APP/2016/4411	-50	HEATHROW VILLAGES
31689/APP/2013/2406	-16	HILLINGDON EAST

<b>41331/APP/2015/1886</b>	159	HEATHROW VILLAGES (within Hotel and Office Growth Location)
<b>464/APP/2014/2886</b>	136	HEATHROW VILLAGES
<b>464/APP/2017/3112</b>	13	HEATHROW VILLAGES (within Hotel and Office Growth Location)
<b>50657/APP/2013/2214</b>	602	HEATHROW VILLAGES
<b>5505/APP/2015/1546</b>	29	TOWNFIELD (within Hotel Growth Location)
<b>56862/APP/2014/170</b>	80	UXBRIDGE SOUTH
<b>67622/APP/2013/2532</b>	660	HEATHROW VILLAGES
<b>Total</b>	<b>1,951</b>	

Table 14: New C1 Visitor Accommodation Rooms Built between FY2015 and FY2018 (Source: LDD)



HILLINGDON

LONDON

## **6C. Town Centres and Retail**



## 6C. Town Centres and Retail

**6C.1** Hillingdon's town centres are a strong focus for the social and economic wellbeing of the Borough. They deliver a strong sense of activity and identity into the community by providing a range of services, employment and specialist shops.

**6C.2** Traditional high streets face contemporary challenges because of changing shopping habits and circumstances. These include competition from out of town shopping centres due to increased shopper's mobility and a larger variety of goods as well as the increase of online shopping due to ease and access benefits.

**6C.3** Hillingdon Council monitors the following in town centres:

- That development proposals are consistent with the scale and function of the town centre
- The proportion of retail, food, drink and entertainment establishment uses in primary and secondary areas in the Borough
- The proportion of vacancies in the primary and secondary area frontages
- The changes in retail uses in town centres.

### Hierarchy of Centres

**6C.4** Hillingdon's established hierarchy is anchored by the Metropolitan Centre of Uxbridge, which has built on its retail, economic and locational strengths to expand onto the former RAF Uxbridge site. The Borough has five district centres, the largest being Hayes District Centre and Yiewsley District Centre in the south of the Borough, where the new Crossrail stations are expected to bring significant regeneration opportunities. The remaining district centres are at Green Lane (Northwood), Eastcote, and Ruislip. Additionally, there are ten neighbourhood or local centres further classified into minor centres or smaller local centres. A number of local parades complete the hierarchy.

### Town Centre Uses

**6C.5** Main town centres uses refer to the following, as defined in the NPPF:

*“Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).”*

**6C.6** The majority of uses in town centres will fall within the A Use Classes of the Use Classes Order. These include A1 (retail), A2 (financial and professional services), A3

(restaurants and cafes), A4 (drinking establishments), A5 (Hot food takeaways). The next section focuses on these uses when monitoring the composition of town centres.

## Composition of Town Centres

**6C.7** Ensuring the viability of Hillingdon's retail centres by managing their land uses is considered integral to the economic and social prosperity of Hillingdon. Vibrant town centres need to have a "critical mass" appropriate to their role in the network and an appropriate level of diversity of retail development to attract consumers of all ages and backgrounds on a regular basis at different times of the day and throughout the year. The Council monitors the composition of town centres to see how they are developing and seeks to ensure minimum levels of retail use are maintained in the centres' primary and secondary shopping areas, which are reviewed later in this chapter.

**6C.8** Tables 15, 16 and 17 show the number of units of different types of uses in the borough's Metropolitan, District and Minor Town Centres, from Class A1 to A5, and how this has changed over time since 2012.

METROPOLITAN CENTRE					
	Use Class	2012	2014	2016	2019
UXBRIDGE	A1	234	207	209	186
	A2	41	44	37	31
	A3	29	35	32	34
	A4	7	8	8	8
	A5	4	3	5	5

Table 15: Change in the number of A1, A2, A3, A4, A5 units in Uxbridge Metropolitan Centre from 2012-2019 (Source: Council town centre surveys)

**6C.9** As table 15 shows there has been a significant loss in the number of retail units in Uxbridge Metropolitan Centre since 2012. The changes in the number of other A Class uses have been relatively steady between 2012 and 2019.



DISTRICT CENTRES					
	Use Class	2012	2014	2016	2019
RUISLIP	A1	106	101	84	95
	A2	20	22	19	17
	A3	20	20	19	20
	A4	1	1	1	2
	A5	5	5	5	4
EASTCOTE	A1	77	73	76	73
	A2	15	17	17	13
	A3	20	20	19	21
	A4	4	4	3	3
	A5	7	7	7	4
NORTHWOOD (GREEN LANES)	A1	44	44	43	42
	A2	19	18	17	18
	A3	12	13	12	12
	A4	1	1	2	2
	A5	5	5	5	5
HAYES	A1	128	130	122	114
	A2	37	33	31	23
	A3	19	21	22	20
	A4	6	6	4	4
	A5	16	17	16	16
YIEWSLEY-WEST DRAYTON	A1	90	92	88	89
	A2	16	20	22	15
	A3	13	13	15	19
	A4	3	4	4	4
	A5	11	14	17	17

Table 16: Change in the number of A1, A2, A3, A4, A5 units in Hillingdon's District Centres from 2012-2019 (Source: Council town centre surveys)

**6C.10** There has been a notable loss of A1 units in Ruislip from 2012 to 2019 of 11 A1 units. Other A Class uses in the centre have fluctuated a little but remained relatively stable over the 7-year period. There has also been a significant loss of A1 and A2 units in Hayes from 2012 to 2019 of 14 A1 units and 15 A2 units but the other A Class uses have remained relatively unchanged. The number of A Class units in other District Centres has fluctuated slightly but remained relatively stable over the 7-year period with no significant changes. Eastcote and Northwood town centres have remained steady with a low fluctuation of A1, A2 and A3 retail use. Eastcote has had a slight decrease in A5 uses. The number of A1, A2 and A4 units in Yiewsley – West Drayton has not changed much however there has been an increase of A3 and A5 units by 6 units each.

MINOR CENTRES					
	Use Class	2012	2014	2016	2019
RUISLIP MANOR	A1	70	72	75	75
	A2	16	17	16	16
	A3	19	17	19	19
	A4	3	3	3	3
	A5	6	7	6	6
NORTHWOOD HILLS	A1	48	48	45	42
	A2	5	6	6	5
	A3	15	12	15	16
	A4	2	2	2	1
	A5	6	9	9	9
UXBRIDGE ROAD, HAYES	A1	89	86	84	89
	A2	28	27	24	19
	A3	16	15	13	12
	A4	2	2	2	2
	A5	15	15	16	14

Table 17: Change in the number of A1, A2, A3, A4, A5 units in Hillingdon's Minor Centres from 2012-2019 (Source: Council town centre surveys)

**6C.11** In the minor centres, the volume of changes has been less significant when compared with Metropolitan and District Centres however this is to be expected given their size. The most significant change in Ruislip Manor has been an increase of 5 A1 units between 2012 and 2019. The most significant change in Northwood Hills has been a reduction in the number of A1 units by 6 units. Uxbridge Road, Hayes has experienced little change with the exception of A2 units which have decrease by 9 units.

## Percentage of A1 Units in Primary and Secondary Shopping Areas – Metropolitan, District Centres and Minor Town Centres

Percentage of A1 Units in Primary and Secondary Frontages of Metropolitan and District Centres					
		2012	2016	2019	% of Change
UXBRIDGE	Primary	74	66	63	-11
	Secondary	39	47	33	-6
RUISLIP	Primary	70	56	66	-4
	Secondary	59	53	52	-7
EASTCOTE	Primary	66	65	61	-5
	Secondary	48	45	44	-4
NORTHWOOD (GREEN LANES)	Primary	52	58	53	+1
	Secondary	48	43	43	-5
HAYES	Primary	60	56	63	+3
	Secondary	55	53	53	-2
YIEWSLEY – WEST DRAYTON	Primary	52	55	49	-3
	Secondary	45	40	49	+4

Table 18: Changes in the percentage of A1 units in the primary and secondary shopping areas of the boroughs Metropolitan and District Centres since 2012 (Source: Council town centre surveys)

**6C.12** Table 18 shows how the percentage of A1 units has changed in the different Metropolitan and District Centres of Hillingdon. As table 18 shows, there has been a significant reduction in the proportion of A1 units within the primary and secondary frontages of Uxbridge Metropolitan Centre since 2012. Ruislip and Eastcote District Centres have also seen a reduction in the proportion of A1 units although to a lesser extent than in Uxbridge.

**6C.13** The LPP2 seeks to maintain a 70% proportion of A1 units in primary frontages and a 50% proportion in secondary frontages within Metropolitan, District and Minor Town Centres. Only Uxbridge and Ruislip met the 70% requirement for primary frontages in 2012 however both have since seen a reduction in A1 units in their primary frontages. Only Ruislip and Hayes Centres have maintained their 50% proportion of A1 units in secondary frontages since 2012 however they have still declined by 7% and 2% respectively since then. As shown in table 19, Northwood Hills

Minor Town Centre has seen a 3% increase in A1 units in its secondary frontage since 2012 which means it now meets the 50% requirement, however a loss of 12% of A1 units in its primary frontage since 2012 has meant that the proportion of A1 units in its primary frontage is now 46%.

Percentage of A1 Units in Primary and Secondary Frontages of Minor Town Centres					
		2012	2016	2019	% of Change
NORTHWOOD HILLS	Primary	58	50	46	-12
	Secondary	47	44	50	+3
RUISLIP MANOR	Primary	55	49	49	-6
	Secondary	44	47	47	+3
UXBRIDGE ROAD	Primary	55	54	59	+4
	Secondary	52	48	48	-4

Table 19: Changes in the percentage of A1 units in the primary and secondary shopping areas of the boroughs Minor Town Centres since 2012 (Source: Council town centre surveys)

### Percentages of A1 in Local Centres

Percentage of A1 Units in Local Centres				
	2012	2016	2019	% Change
HAREFIELD	54	52	51	-3
HARLINGTON	52	50	50	-2
HILLINGDON HEATH	49	46	50	+1
ICKENHAM	41	40	42	+1
NORTH HILLINGDON	41	38	42	+1
SOUTH RUISLIP	57	60	55	-2
WILLOW TREE	56	55	60	+4

Table 20: Changes in the percentage of A1 units in the boroughs local centres since 2012 (Source: Council town centre surveys)

**6C.14** As shown in table 20, the percentage of A1 units in local centres across Hillingdon has been relatively more stable between 2012 and 2019. There were slight losses in Harefield, Harlington and South Ruislip and slight gains in Hillingdon Heath, Ickenham, North Hillingdon and Willow Tree. The proportion of A1 units is equal to or above 50% in all but two local centres – Ickenham (42%) and North Hillingdon (42%).

## Local Parades

**6C.15** Local parades fulfil a convenience function for local residents. The Council seeks to retain these parades or local shops 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. As many of the essential shops needed by local communities fall within Use Class A1 we can monitor the change in the percentage of A1 uses in the local parades to, in part, determine whether these local parades are continuing to meet the needs of local communities.

Local Parades			
	A1 % 2012	A1 % 2019	% Change In A1
Ruislip Gardens	53%	53%	No Change
Field End Rd, S Ruislip	50%	51%	+1%
Victoria Rd, S Ruislip	37%	52%	+15%
Station Approach (W), S Ruislip	64%	49%	-15%
West Ruislip Station, Ickenham Road	0%	57%	+57% (Change Mostly Due To Alteration Of Local Parade Boundary)
Station Parade, Ickenham Road, West Ruislip	11%	24%	+13%
Northwood High St	55%	53%	-2%
Pinner Rd, Northwood	83%	58%	-25%
Howletts Lane, Ruislip	100%	77%	-23%
Whitby Rd, S Ruislip	64%	72%	+8%
Salisbury Rd, Northwood	64%	67%	+3%
Eastcote Village	38%	29%	-9%
55-97 High Rd, Ickenham	46%	55%	+9%
Ryefield Avenue, Hillingdon	38%	69%	+31%
Sutton Court Rd, Hillingdon	86%	48%	+38%
Hillingdon Village	59%	39%	-20%
Crescent Pde, Long Lane/Uxbridge Rd, Hillingdon	58%	55%	-3%
South Harefield	46%	57%	+11%
18-28 Cowley Rd, Uxbridge	56%	55%	-1%
98-118 Cowley Rd, Uxbridge	57%	71%	+14%
Brunel University, Uxbridge	28%	50%	+22%
Station Rd/High St, Cowley	22%	22%	No Change
Dellfield Pde/The Parade, High St Cowley	49%	46%	-3%
High Rd, Cowley Peachey	40%	41%	+1%
Moorfield Rd, Cowley Peachey	100%	73%	-27%
Pield Heath Rd, Colham Green	73%	71%	-2%
Violet Ave, Colham Green	100%	85%	-15%

West Drayton Rd, Colham Green	11%	12%	+1%
Falling Lane/Royal Lane, Yiewsley	51%	43%	-8%
Swan Rd, West Drayton	78%	58%	-20%
The Green, West Drayton	42%	70%	+28%
Station Rd, West Drayton	21%	5%	-16%
124-152 Uxbridge Rd, Hayes	66%	55%	-11%
Mulberry Cresc, West Drayton	69%	76%	+7%
Harmondsworth Rd/Sipson Rd, West Drayton	38%	37%	-1%
Laurel Lane, West Drayton	84%	84%	No Change
Byron Way/Coleridge Way, West Drayton	82%	48%	-34%
Welbeck Ave, Yeading	34%	33%	-1%
Yeading Lane	52%	40%	-12%
Kingshill Ave, Hayes	0%	58%	+58% (Change Mostly Due To Alteration Of Local Parade Boundary)
Lansbury Drive, Hayes	69%	32%	-37%
Bourne Ave/Cranbourne Dr, Harlington	30%	71%	+41%
Hayes End	70%	35%	-35%
North Hyde Rd/High St, Harlington	42%	85%	+43%
141-171 North Hyde Rd, Hayes	64%	40%	-24%
Redmead Rd, Harlington	34%	70%	+36%
Dawley Rd, Hayes Town	71%	73%	+2%
St Dunstan's Cl, Harlington	80%	100%	+20%
641-693 Uxbridge Rd, Wood End, Hayes	46%	14%	-32%
Harmondsworth Village	19%	39%	+20%
Bath Rd, Harmondsworth	100%	20%	-80%
Sipson Way, Sipson	83%	22%	-61%
Harlington Rd, Gould's Green	71%	51%	-20%
Barra Hall Circus, Hayes	50%	83%	+33%
Dawley Pde, Dawley Rd, Hayes	67%	57%	-10%

Table 21: Changes in the percentage of A1 units in the boroughs local parades since 2012 (Source: Council town centre surveys)

**6C.16** As table 21 shows, the change in the proportion of A1 Class units between 2012 and 2019 varies greatly by local parade. Some have shown a significant loss of A1 units, such as a minus 80% change in Bath Road, Harmondsworth and minus 61% change in Sipson Way, Sipson. Other local parades have seen a significant gain in the proportion of A1 units. The local parade on North Hyde Road, Harlington has seen a +43% change in the proportion of A1 units while Sutton Court Road, Hillingdon has seen a +38% change.

**6C.17** The alteration of some of the local parades' boundaries between 2012 and 2019 has also affected the proportion of A1 units as the extent of local parades and the units they include has changed.

### Vacancy Rates in 2019

Metropolitan and District Town Centres	2012 Vacancy rate	2019 Vacancy rate	% change in vacancy rate
Uxbridge	7.1%	12%	+4.9%
Yiewsley-West Drayton	12%	8%	-8%
Eastcote	6%	7%	+1%
Ruislip	3%	7%	+4%
Hayes	6%	4%	-2%
Northwood	6%	4%	-2%
<b>Minor Town Centres</b>			
Northwood Hills	12%	4%	-8%
Ruislip Manor	9%	2%	-7%
Uxbridge Road, Hayes	5%	8%	+3%
<b>Local Centres</b>			
Harefield	17%	6%	-11%
Harlington	0%	0%	No change
Hillingdon Heath	8%	6%	-2%
Ickenham	9%	1%	-8%
North Hillingdon	12%	3%	-9%
South Ruislip	4%	2%	-2%
Willow Tree, Yeading	11%	0%	-11%

Table 22: Changes in the vacancy rates of the boroughs Metropolitan, District, Minor and Local Centres between 2012 and 2019 (Source: Council town centre surveys)

**6C.18** As table 22 shows, Uxbridge, Yiewsley-West Drayton, Northwood Hills, Ruislip Manor, Harefield, Ickenham, Hillingdon Heath, North Hillingdon and Willow Tree had particularly high unit vacancy rates in 2012 when compared to other centres. Between then and 2019, vacancy rates have improved (reduced) in the vast majority of centres with most units in the centres occupied. While most centres now have a fairly low vacancy rate, Uxbridge's vacancy rate has increased by 5%, Ruislip by 5%, Eastcote by 1% and Uxbridge Road by 3%. The other centres have all seen improvements in their vacancy rates.

**6C.19** Further research will be undertaken to determine why some of these centres, Uxbridge in particular, have seen an increase in their vacancy rates.



# HILLINGDON

LONDON

## **6D. Historic and Built Environment**





## 6D. Historic and Built Environment

**6D.1** Heritage assets are defined as a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Their significance may come from its historical, archaeological, artistic or architectural value. Hillingdon has a wide variety of heritage assets. These include listed and locally listed buildings, scheduled ancient monuments, war memorials, registered parks and gardens, Archaeological Priority Areas and zones, Conservation Areas and Areas of Special Local Character.

**6D.2** Hillingdon's development plan seeks to protect historic assets to help retain the character and identity of Hillingdon. The development plan strongly supports the retention of heritage assets and encourage proposals which sustain their preservation, conservation or enhancement, and that of their settings, in the knowledge that they are significant for many cultural, environmental, economic and social reasons.

**6D.3** The state of the historic and built environment is reviewed and monitored using the data outlined below.

**6D.4** Figure 27 shows the spatial distribution of some of the Borough's heritage assets.

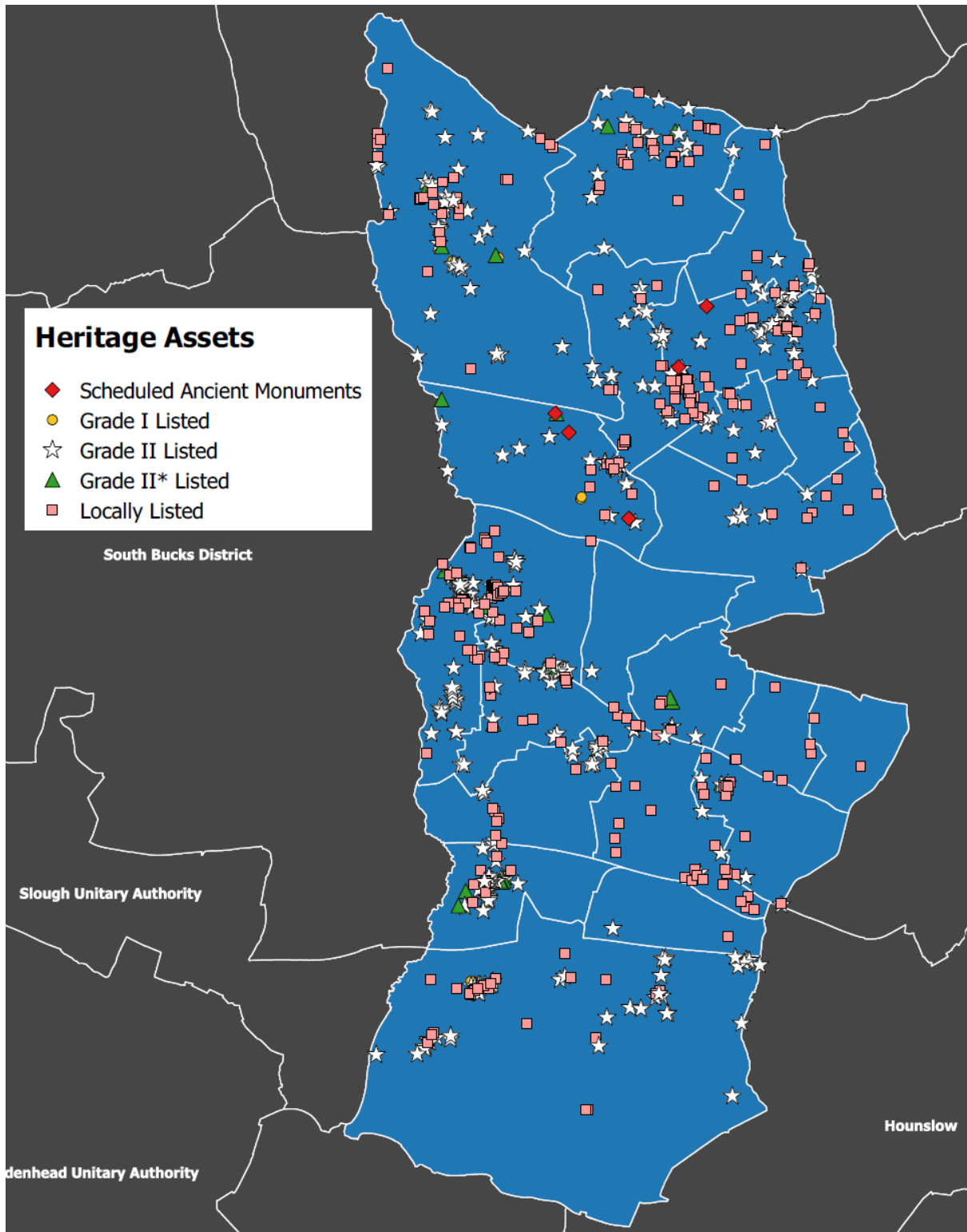


Figure 27: Distribution of some of the borough's heritage assets

## Heritage at Risk Register

**6D.5** Heritage at Risk is a collective term applied to designated heritage assets (Listed Buildings, Conservation Areas and Scheduled Ancient Monuments) that are at risk as a result of neglect, decay or inappropriate development, or are vulnerable to becoming so. An annual Heritage at Risk Register is published by Historic England.

**6D.6** Comparison of the 2019 Heritage at Risk Register with the 2018 Register for Hillingdon shows an increase in the number of heritage assets at risk in the borough by one site, from 40 to 41. There has been an increase of 2 sites since 2015.

**6D.7** There was an additional archaeology entry in the 2019 Register, which was the Scheduled Monument Park Pale in Ruislip. It is classed as being in “generally satisfactory condition but with significant localised problems”.

**6D.8** Designated heritage assets are titled ‘at risk’ when they are at jeopardy of neglect, decay or vulnerable to inappropriate development. Through provision of advice and guidance, the use of legal action, bids for improvements from external funding, the council should seek to retain heritage assets.

**6D.9** The table below shows a comparison between the type of heritage assets on the Heritage at Risk Register in 2015 and 2019.

Year	Building and structure entries	Place of worship entries	Archaeology entries	Park and garden entries	Battlefield entries	Wreck site entries	Conservation area entries
2015	26	0	2	0	0	0	11
2019	28	1	3	0	0	0	9

Table 23: Summary comparison of the Heritage at Risk Register for Hillingdon in 2015 and 2019 (Source: Historic England)

**6D.10** As table 23 shows, between 2015 and 2019 there has been a reduction in the number of conservation areas at risk by two, but also an increase in buildings/structures at risk by two. The heritage assets at risk have the possibility of demolition; or restored and repaired to take away its risk.

**6D.11** Table 24 shows the number of heritage assets in Hillingdon that fall within different risk categories in 2019.

Risk Priority Category	Number of Buildings
A - Immediate risk of further rapid deterioration or loss of fabric; no solution agreed	6
B - Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented	2
C - Slow decay; no solution agreed	17
D - Slow decay; solution agreed but not yet implemented	3

E - Under repair or in fair to good repair, but no user identified; or under threat of vacancy with no obvious new user (applicable only to buildings capable of beneficial use)	0
F - Repair scheme in progress and (where applicable) end use or user identified; or functionally redundant buildings with new use agreed but not yet implemented	1

Table 24: Number of heritage assets in different risk priority categories in Hillingdon in 2019 (Source: Historic England, Heritage at Risk Register 2019)

**6D.12** There have been some notable projects that have taken place in recent years to address certain heritage assets considered to be at risk.

**6D.13** The Council have secured funding for the restoration of Cranford Park, which is currently assessed as being in “very bad” condition. The park includes a Grade 2 listed building from the 16<sup>th</sup> century and stable block from the 18<sup>th</sup> century. The Council is working with local community groups and other organisations to look at options for Cranford Park, including making the buildings accessible to the public. Funding has been received to help enable essential repairs to Cranford Park’s historic buildings and introduce new facilities to the area.

**6D.14** Harmondsworth Barn, which was built in 1427, had been in agricultural use for almost 600 years but was bought as a speculative investment in 2006 and its condition deteriorated. It was added to the Heritage at Risk Register in 2008. It was bought and restored by Historic England and is now managed by an active Friends Group.

**6D.15** The full Heritage at Risk Register for Hillingdon and London can be seen on the Historic England website here: <https://historicengland.org.uk/images-books/publications/har-2019-registers/>

## Conservation Areas

**6D.16** There are 31 designated conservation areas in the London Borough of Hillingdon. They range from old village centres and planned residential estates to canal side buildings and historic industrial areas. The character of conservation areas extends beyond buildings and includes a range of factors like the design and architectural quality of the buildings, their materials and setting, street alignment, street furniture, public and private open spaces, trees and landscape.

**6D.17** The first area was designated in 1969 and the most recent was in 2012, however a few alterations have been made since then which are reported on below.

**6D.18** Figure 28 shows the distribution and extent of conservations areas across the borough, taking account of the most recent changes to the boundaries of existing conservation areas.

**6D.19** The purpose of a conservation area appraisal is to provide a description of the significance of the conservation area, in terms of its architectural and historic interest. It also helps provide a framework for future planning decisions within the area and provide an opportunity to identify potential for its improvement. This contributes to better preservation and enhancement of the conservation area.

**6D.20** New development in conservation areas are supposed to make a positive contribution to the local character, preserving and enhancing the area's significance. They should have contextual design and take opportunity to restore lost features to enhance the appearance of the heritage assets. The Council's most recent conservation area desingation in December 2012 covers Rockingha, Bridge in Uxbridge.

**6D.21** Two conservation area appraisals have been completed in the last five years. Conservation area appraisals were completed for the Harlington Village Conservation Area and Hayes Village Conservation Area in 2015 and both conservation areas were also extended in October 2015. Additionally, the Council's Cabinet adopted and reviewed the designated boundaries for the Hayes Village and Harlington Village conservation area appraisals, taking effect in October 2015.

**6D.22** More recently in 2019 a report was completed for the Northwood (Green Lane) Conservation Area town centre due to increasing pressure from new development.

**6D.23** Table 25 shows the different conservation areas in Hillingdon, their date of designation, whether they have been appraised and whether they have a management plan.

Name	Date of designation	Appraisal	Management Plan
Black Jacks and Copper Mill Lock, Harefield	1975	N	N
Botwell: Nestles, Hayes	1988	N	N
Botwell: Thorn EMI, Hayes	1988	N	N
Bulls Bridge, Hayes	1973	N	N
Cowley Church (St. Laurence), Uxbridge	1988	N	N
Cowley Lock, Uxbridge	1975	N	N
Cranford Park	1990s	N	N
Denham Lock, Uxbridge	1975	N	N
Morford Way, Eastcote	1988	N	N
Eastcote Park Estate	2005 (upgraded from an areas of special character)	Y Appraised in 2007	Y Adopted in 2005
Eastcote Village	1970 Extended 1978 and again in 2011	N	N
The Glen, Northwood	2007	Y Appraised in 2008	Y Adopted in 2005
The Greenway, Uxbridge	1975	N	N
Harefield Village	1970 Extended in 1990	N	N
Harlington Village	2005 Extended 2015	Y Appraised in 2015	N
Harmondsworth Village	1970	Y Appraised in 2007	N
Hayes Village	1970 Extended in 2015	Y Appraised in 2015	N
Hillingdon Village	1973 Extended 1976 Altered 1994	N	N
Ickenham Village	1970 Extended in 1983 and again in 1990 and then again in 2008	N	N
Longford Village	1970	Y Appraised in 2007	N
Northwood Town Centre, Green Lane	2009	Y Conservation area report completed in September 2019	N
Northwood, Frithwood	1989 Extended in 2009	N	N
Old Uxbridge/Windsor Street	1973 Amalgamated in 1987 to create Old Uxbridge/Windsor Street CA Extensions and deletions in 1988	N	N
Rockingham Bridge	2012	N	N
Ruislip Manor Way	1989	N	N

Ruislip Village	1969 Extended in 2009	Y Appraised in 2010	N
Springwell Lock	1975	N	N
Uxbridge Lock	2003	N	N
Uxbridge Moor	2003	N	N
West Drayton Green	1969	N	N
Widewater Lock	1988	N	N

Table 25: Conservation areas in Hillingdon and their date of designation, appraisal status and whether they have a management plan

## Areas of Special Local Character

**6D.24** Areas of Special Local Character are a Local Plan designation, and include areas which contain elements of local character and identity that the Council wishes to preserve.

**6D.25** There are 15 designated Areas of Special Local Character (ASLC). These are designated on the basis of their local architectural, townscape or historic merits.

## Listed buildings

**6D.26** Buildings are statutorily listed when they are judged to be of national architectural or historic interest under Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

**6D.27** When a building is listed, it is included on the statutory list of buildings of special historic or architectural interest which is produced by the Department for Culture Media and Sport (DCMS) on the advice of [Historic England](#).

**6D.28** Hillingdon has around 433 listed buildings.

## Locally Listed Buildings

**6D.29** The Local List is intended to recognise buildings of architectural and historical importance that contribute significantly to the unique character of the borough.

**6D.30** Whilst not statutorily listed, these buildings are of good quality design or are historically significant and are important to the local community.

**6D.31** The Council's Local List was adopted in May 2010. Hillingdon's Local List currently includes 328 buildings and sites of local architectural or historic importance.

## Loss of Locally Listed Assets

**6D.32** Local Plan Policy DMHB 3 supports proposals where they retain the significance, appearance and character in the settings of a Locally Listed Building. A Heritage Statement must be presented in applications to show there is an understanding of the importance of the impact of proposals on these listed buildings and that no heritage assets are affected by the proposed scheme. The exception for a permitted application is if the social/community benefits will outweigh the retention of the Locally Listed Building.

**6D.33** There are 31 Locally Listed Buildings which the Council has identified as either already demolished or at risk of demolition. These buildings are in varied use including residential, industrial, religious and farming buildings as well as a memorial and a transport use tower. The following table highlights the Locally Listed Buildings that are at risk from demolition in the future.

Ref No	Name/ no	Address	Ward	Use	At risk (Y/N)
56	Warehouse	Warehouse, Bath Road, UB7 0DG	Heathrow Villages	Industrial/ commercial	Y
57	War memorial	Harmondsworth Moor, UB7 0AS	Heathrow Villages	Memorial	Y
58	Baptist Church	High Street, Harmondsworth, UB7 0AH	Heathrow Villages	Religious	Y
59	Home farm buildings	High Street/ Hatch Lane, Harmondsworth, UB7 0AY	Heathrow Villages	Farming/ storage	Y
60	The Forge	High Street, Harmondsworth, UB7 0AQ	Heathrow Villages	Residential	Y
61	39-43	Holloway Lane, Harmondsworth	Heathrow Villages	Residential	Y
62	16-22	Meadowlea Close, Harmondsworth, UB7 0AF	Heathrow Villages	Residential	Y
63	The Old School House	Moor Lane, Harmondsworth, UB7 0AR	Heathrow Villages	Residential	Y
64	1	Moor Lane, Harmondsworth, UB7 0AR	Heathrow Villages	Residential	Y
65	27-29	Moor Lane, Harmondsworth, UB7 0AR	Heathrow Villages	Residential	Y
66	Wall to SW of Harmondsworth Hall	Moor Lane/ Summerhouse Lane, Harmondsworth, UB7 0BG	Heathrow Villages	Enclosure	Y
67	Bridge over Duke of Northumberland River	Moor Lane, Harmondsworth, UB7 0AP	Heathrow Villages	Bridge	Y



68	Depot 1: Finesplice	Summerhouse Lane, UB7 0AT	Heathrow Villages	Offices/ commercial	Y
88	Stable to Home Farm	Hayes End Road, UB4 8EN	Charville	Agricultural	Y
89	Home Farmhouse	Hayes End Road, UB4 8EN	Charville	Residential	Y
318	Nestle: Gates and railings	North Hyde Gardens, Hayes, UB3 4RF	Botwell	Industrial/ enclosure	Y
138	Thatched Cottage, 532	Bath Road, Longford, UB7 0EE	Heathrow Villages	Residential	Y
139	The Loft	The Island, Longford, UB7 0ES	Heathrow Villages	Residential	Y
140	Colne Cottage	The Island, Longford, UB7 0ES	Heathrow Villages	Residential	Y
294	46	The Drive, Northwood, HA6 1HP	Northwood	Residential	Y
217	Glebe Farm	West End Road, Ruislip, HA4 6QX	West Ruislip	Vacant	Y
219	The Three Magpies PH	Bath Road, Heathrow, TW6 2AU	Heathrow Villages	Public House	Y
221	St George's Chapel	Central Area, Heathrow, TW6 1BP	Heathrow Villages	Religious	Y

Table 26: Locally listed buildings at risk of loss

**6D.34** Table 27 below shows the eight Locally Listed Buildings that have been demolished recently, as well as a pending demolition of Dews Farm, which is being demolished in relation to the HS2 construction.

Ref No	Name/ no	Address	Ward	Use	Demolished (Y/N)	At risk (Y/N)
302	Dews Farm	Harvil Road, Harefield, UB9 6JN	Harefield	Residential	Pending (HS2) - Y	Y
95	Hayes and Harlington Station	Station Road, Hayes, UB3 4BX	Botwell	Transport	Y	N/A
119	The Star PH	Uxbridge Road, UB10 0LY	Hillingdon East	Public House	Y	N/A
126	Former Congregational Chapel	Part of 61 High Road, Ickenham, UB10 8LG	West Ruislip	Warehouse/ commercial	Y	N/A
93	Nestle Factory	North Hyde Gardens, Hayes, UB3 4RF	Botwell	Industrial	Y (only facade & foyer remains)	N/A
317	Nestle: Lodge	North Hyde Gardens, Hayes, UB3 4RF	Botwell	Industrial	Y	N/A
220	Control Tower	Central Area, Heathrow, TW6 1JJ	Heathrow Villages	Transport	Y	N/A

245	Woodbridge House	New Windsor Street, Uxbridge, UB8 2TY	Uxbridge South	Residential	Y	N/A
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Table 27: Locally Listed Buildings in Hillingdon which have been demolished or are pending demolition

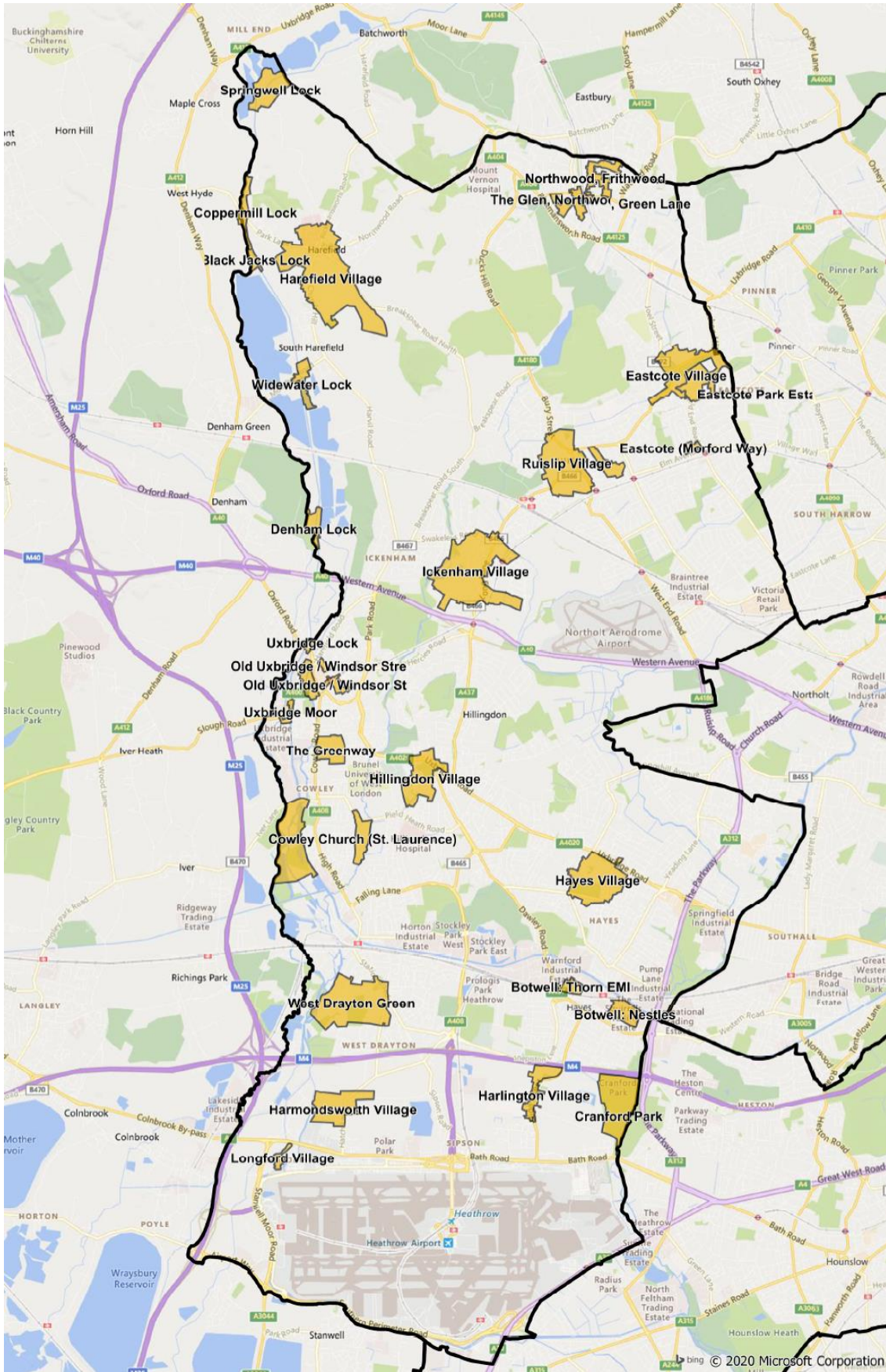


Figure 28: Conservation areas in Hillingdon



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## **6E. Environmental Protection and Enhancement**



## 6E. Environmental Protection and Enhancement

**6E.1** The natural environment is one of the borough's greatest resources. Environmental quality is however under threat from many directions. The Council is therefore committed to conserving and enhancing those important landscape and townscape elements which form a key part of the borough's character and the quality of life of its residents.

### International, national and locally designated nature conservation sites

**6E.2** There are a number of environmental assets in the borough. These are sites with significant nature conservation value. Sites of Special Scientific Interest (SSSI) are a representative sample of England's finest wildlife and geological sites. Other environmental assets designated in the borough include National Nature Reserves (NNR), Local Nature Reserves (LNR).

**6E.3** SSSI land comprises 480.6 hectares of land in the borough. Approximately 121 hectares of this SSSI land is shared with South Bucks as the designation crosses borough boundaries. Table 28 below shows the main habitat types that make up SSSI land in the borough.

SSSI Habitat Type	Area (ha)	% of borough SSSI area
ACID GRASSLAND - Lowland	20.3748	4.2
BROADLEAVED, MIXED AND YEW WOODLAND - Lowland	311.0411	64.7
CALCAREOUS GRASSLAND - Lowland	6.9749	1.45
EARTH HERITAGE	1.796	0.37
NEUTRAL GRASSLAND - Lowland	26.2972	5.46
STANDING OPEN WATER AND CANALS	114.1842	23.75
<b>Total</b>	<b>480.6682</b>	

Table 28: SSSI Habitat types in Hillingdon (Source: Natural England)

**6E.4** Natural England also monitors the condition of SSSI's. Figure 29 shows that the majority of SSSI's in Hillingdon remain in favourable condition. Favourable condition means that the SSSI 's habitats and features are in a healthy state and are being conserved by appropriate management. Natural England assess whether proposals to carry out operations within a SSSI have a positive or negative effect on the condition of a site. This will continue to be monitored in future AMRs.

## Condition of SSSI's in Hillingdon

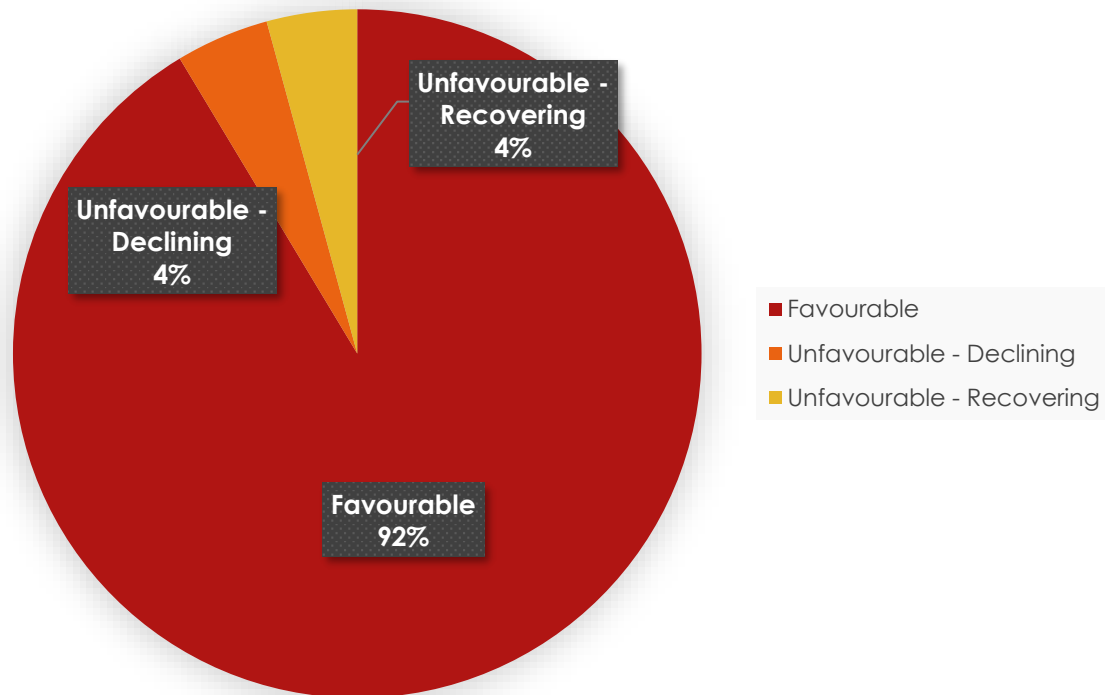


Figure 29: Condition of SSSI's in Hillingdon (Source: Natural England)

### Sites in Positive Conservation Management

**6E.5** Local Sites are non-statutory areas designated at local level for their significant nature conservation value, either for wildlife or geology. Sites in positive conservation management are defined as those sites which are being managed in order to conserve their nature conservation interest.

**6E.6** Assessing the extent of positive management can help to identify sites where positive management is lacking and will help to focus the efforts of Local Site Partnerships in ensuring Local Sites are managed and their nature conservation value is maintained or enhanced.

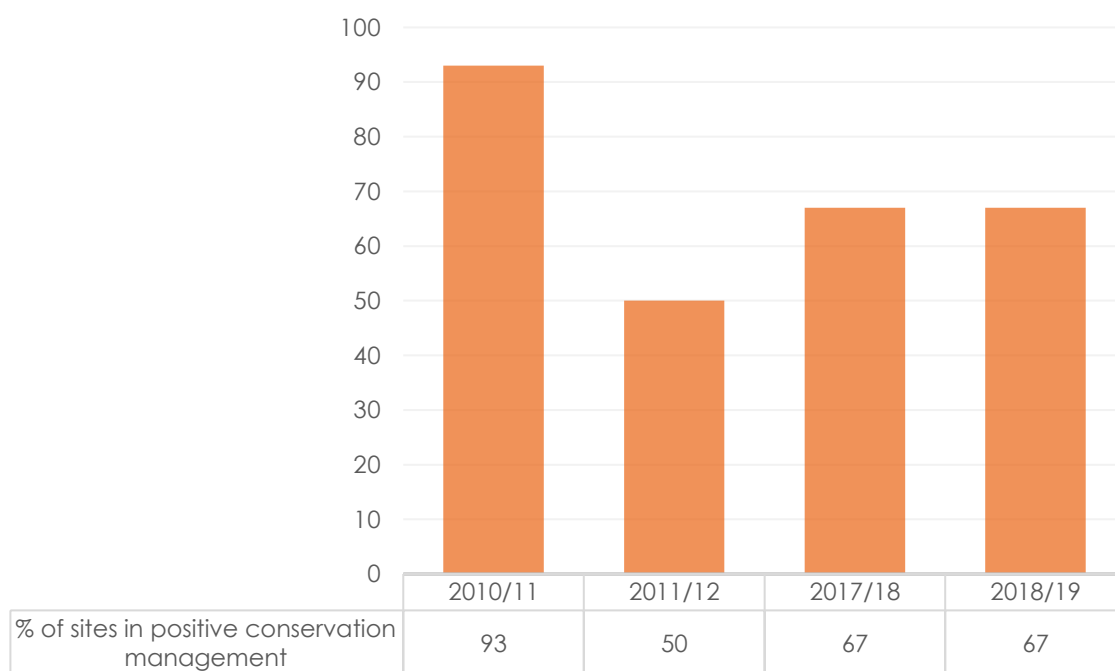


Figure 30: Percentage of sites in positive conservation management, 2010/11 to 2018/19 (Source: Gov statistics<sup>10</sup>)

**6E.7** As shown in figure 30, the percentage of sites in positive conservation management has increased significantly since 2011/12, from 50% to 67% in 2018/19, however these figures remain significantly below the 93% recorded in 2010/11. The reasons for this are difficult to pinpoint without more detailed analysis however possible reasons include:

- The designation of additional local sites not yet in positive management
- A lack of information about whether sites were still in positive management
- An actual decrease in positive management of sites,
- Local Sites that have come out of funding schemes and are awaiting approval for a new scheme, and
- Merging several small sites together into larger areas, thereby reducing the overall number of sites.

## Green Belt and Metropolitan Open Land

**6E.8** The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The essential characteristic of the Green Belt is it's

<sup>10</sup> [Nature conservation: Local Sites in positive conservation management in England, 2008-09 to 2018-19 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/nature-conservation-local-sites-in-positive-conservation-management-in-england-2008-09-to-2018-19)

openness and their permanence. The extent of the borough's Metropolitan Green Belt and areas of Metropolitan Open Land are shown on the map below (figure 31).

**6E.9** In December 2018, the designated Green Belt area in Hillingdon totalled 4,970 hectares. As a proportion of the total area of Hillingdon borough (11,570 hectares), designated Green Belt land accounted for 43% of total area.

**6E.10** Since December 2019, the Hillingdon Local Plan Part Two has been adopted in January 2020, and with it a few extensions and deletions to designated Green Belt land and Metropolitan Open Land have been made. There has resulted in a net reduction in the total area of Green Belt over the last five years, largely due to the de-designation of parts of the Heathrow Airport area from Green Belt following the construction of Terminal 5. Detail of the exact changes to Green Belt and Metropolitan Open Land designations can be found in Chapter 5 of the Hillingdon Local Plan Part Two: Site Allocations and Designations (2020) document.

**6E.11** The current amount of designated Green Belt land in the borough is now 4,871 hectares.



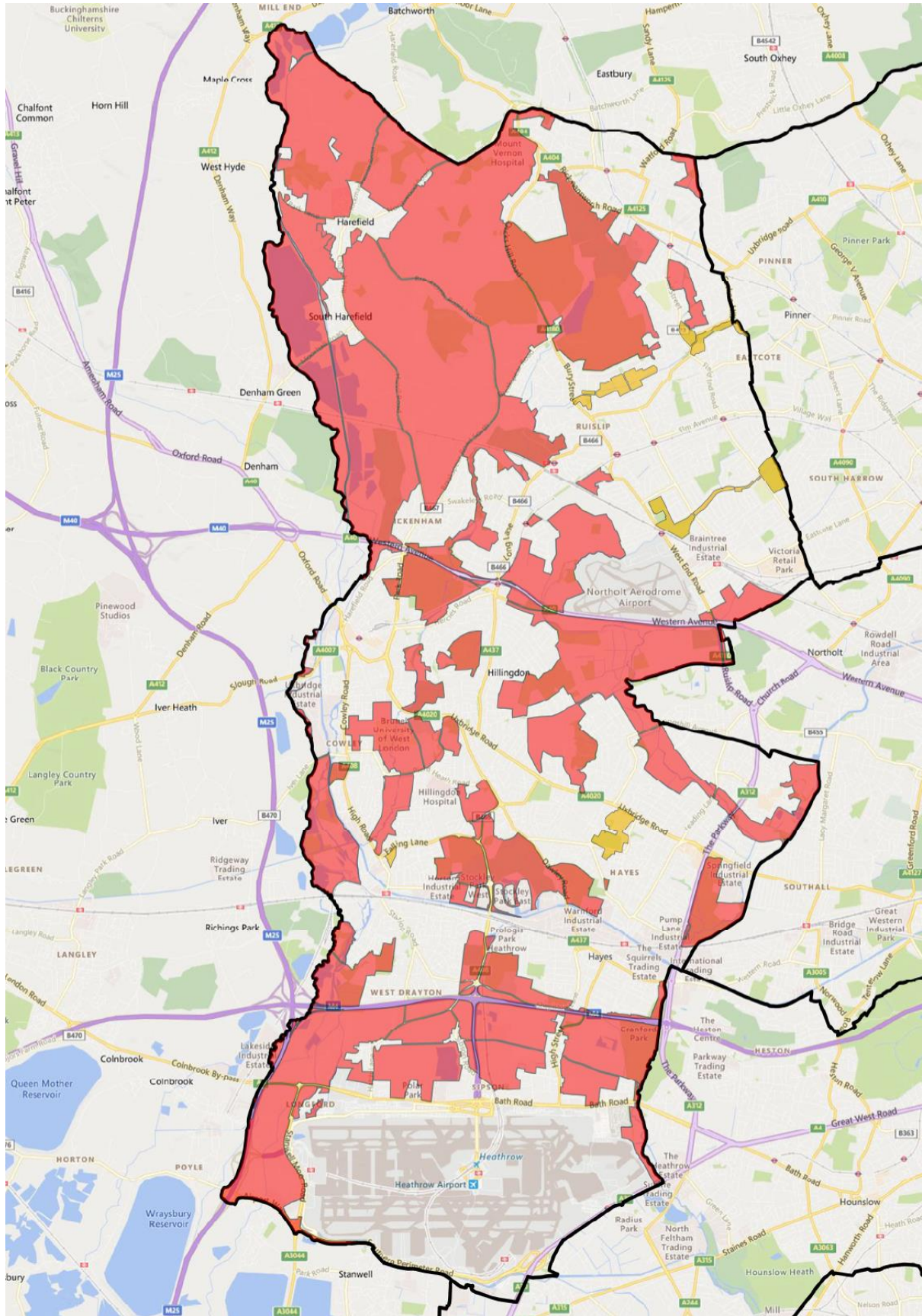


Figure 31: Distribution of designated Green Belt land (red) and Metropolitan Open Land (yellow) in the borough, 2020 (These two designations overlap in many areas).

## Open Spaces

### Quantity

**6E.12** Overall, there is just over 7 hectares of open space with unrestricted access per 1000 population (based on the 2007 mid-year estimates with a Borough population of 250,675).

**6E.13** Natural and semi-natural greenspace constitutes the largest component under this measure and accounts for nearly 5 hectares per 1000 population. Excluding natural and semi-natural greenspace there are 2.05 hectares of open space per 1000 population.

Open Space Type	Number of sites	Total area (ha)	Percentage of total accessible open space	Hectares of unrestricted open space per 1000 population
Amenity green space	42	110.30	6.3	0.44
Civic space	1	0.61	0	0
Green corridor	26	69.97	4	0.28
Natural and semi-natural	147	1244.32	70.8	4.96
Outdoor sports	20	94.90	5.4	0.38
Parks and Gardens	32	210.76	12	0.84
Provision for children and young people	52	26.73	1.5	0.11
<b>Total</b>	<b>320</b>	<b>1757.59</b>	<b>100</b>	<b>7.01</b>

Table 29: Types of open space in the borough (Source: Hillingdon Open Space Assessment, 2005)

**6E.14** However, the distribution of open space across the Borough is not even. The South of the Borough has on average 16.5 hectares per 1000 population, the north just over 10.0 hectares and the more urban Central area just 4.4 hectares. There is even greater variation at a ward level with Pinkwell Ward having 1.7 hectares per 1000 population and Harefield Ward 32.8 hectares.

**6E.15** The figures on the quantity of different types of open space in the borough and their distribution will be updated over the next few years once a new open space assessment has taken place.

### Green Flag Awards

**6E.16** The Green Flag Award Scheme recognises and rewards well managed parks and green spaces, setting the benchmark standard for the management of recreational outdoor spaces across the United Kingdom and across the world. It is a useful and objective measure of the quality of open space in the borough.

**6E.17** Hillingdon had 50 Green Flag awards in 2018 and received a further 5 in 2019, bringing the current total of Green Flag Awards in the borough to 55. This is the most

held for parks and open spaces nationally and internationally. The newly awarded sites are:

- Dowding Park
- Harmondsworth Open Space
- Stafford Road Open Space
- Pole Hill Open Space
- Sipson Recreation Ground



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**6F. Environmental  
Quality and Climate  
Change**



## 6F. Environmental Quality and Climate Change

**6F.1** Hillingdon's rich and varied natural environment is essential to the diversity of the Borough, promoting a healthy way of life for residents and helping to mitigate the effects of climate change. The Local Plan Part 1 recognises the environmental pressures that are likely to arise in the coming years and provides a framework of strategic policies to address these issues. The more detailed policies in the chapter are based on the Local Plan Part 1 and seek to ensure that all new development coming forward in the Borough takes account of:

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

### Flood risk management

**6F.2** Where flooding is a potential issue associated with a potential new development due to its location in an area at risk of flooding, the Environment Agency (EA) are consulted. The Environment Agency produces an annual list of their objections to planning applications by Local Authority. The aim is to ensure that no applications are approved contrary to EA advice on flooding and water quality issues unless conditions/mitigation measures are attached which address these concerns.

Table 30: Details of planning applications objected to by Environment Agency in 2018/19 (Source: Environment Agency)

Lpa Reference	Development Type / Description	Objection Reason	Outcome
50478/APP/2018/1284	Heavy Industry/Warehousing - Major	Development next to a watercourse/flood defence, PPS25/TAN15 - Request for FRA/FCA	Refused
APP/8502	Infrastructure - Minor	Unsatisfactory FRA/FCA Submitted	Unknown
73770/APP/2018/1628	Agriculture - Major	Unsatisfactory FRA/FCA Submitted	On hold
34949/APP/2018/900	Residential - Minor	Development next to a watercourse/flood defence	Withdrawn
21201/APP/2018/2358	Residential - Minor	Development next to a watercourse/flood defence	Undecided
24543/APP/2019/1055	Residential - Minor	Development next to a watercourse/flood defence	Refused
24543/APP/2019/1731	Residential - Minor	Development next to a watercourse/flood defence	Refused

**6F.3** Between 2018 and 2019, the EA objected to seven planning applications on the basis of flood risk. None of the objections made were on the basis of water quality. Of these seven applications, none were approved, three were refused, one was withdrawn, two remain undecided and no information could be identified on the remaining one.

## Recycling and Waste Management

**6F.4** Residual household waste per household has increased significantly since 2015/16, however the percentage of household waste being reused, recycled or composted has fallen by almost 8%, as shown in table 31. Whilst it remains above the London average for household recycling as shown in table 32, there is still a downward trend in recycling rates.

### Waste collection

Year	Authority	Authority type	Residual household waste per household (kg/household) (Ex NI191)	Percentage of household waste sent for reuse, recycling or composting (Ex NI192)	Percentage of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
2015-16	Hillingdon LB	Collection	495.6	44.1%	-	323.2
2016-17	Hillingdon LB	Collection	502.5	43.4%	-	321.5
2017-18	Hillingdon LB	Collection	520.3	40.0%	-	316.6
2018-19	Hillingdon LB	Collection	567.6	36.7%	:	327.4

Table 31: Household waste collection statistics 2015/16 – 2018/19

### Household recycling

Area	2015/16	2016/17	2017/18	2018/19
Hillingdon	44	43	40	37
London	33	33	33	33

Table 32: Household waste recycling, reuse and composting statistics for Hillingdon and London, 2015/16 – 2018/19

**6F.5** Whilst impact of planning decisions on levels of household waste and recycling may be limited at present, future policy development can be informed by this information.

## Energy consumption and emissions

**6F.6** Total energy consumption has increased in the borough across domestic, industrial, commercial and transport uses between 2015 and 2017 (see table 33).

Greenhouse gas emissions have however fallen for domestic and industrial and commercial uses over the same time period (see table 34). The Council will continue to monitor these changes in energy usage and emissions and will use it to help inform future policy development.

## Energy Consumption

Total Energy Consumption (kWh)	Domestic	Industrial and Commercial	Transport	Total
<b>2017</b>				
Hillingdon	1,931,049,867	2,294,157,558	4,712,340,031	8,937,547,456
London Total	54,828,645,536	47,727,192,617	32,097,569,986	134,653,408,139
<b>2015</b>				
Hillingdon	1,804,700,887	2,228,210,596	4,490,881,518	8,523,793,001
London Total	51,753,886,956	47,288,087,987	32,684,033,589	131,726,008,532

Table 33: Energy consumption statistics for Hillingdon and London, 2015 and 2017 (Source: Gov statistics<sup>11</sup>)

## Greenhouse gas emissions

Total CO <sub>2</sub> /CO <sub>2</sub> e emissions (kt)	Domestic Co <sub>2</sub> e	Industrial and Commercial Co <sub>2</sub> e	Transport Co <sub>2</sub> e	Total
<b>2017</b>				
Hillingdon	397	542	1158	2098
Grand Total (kt)	11,337	11,024	7,959	30,320.36
<b>2015</b>				
Hillingdon	421	633	1111	2166
London Total	12181	13643	8282	34105.93

Table 34: Greenhouse gas emissions statistics for Hillingdon and London, 2015 and 2017 (Source: Gov statistics)

## EPCs and Environmental Impact of new dwellings

**6F.7** Number of Domestic Energy Performance Certificates (EPC) lodged on the Register, in each Local Authority, by Energy Efficiency Rating (fuel cost) or Environmental Impact Rating (Carbon Dioxide emissions), in each Year/Quarter. Floor area data is broken down by property type. Type of property is broken down into Bungalow, House, Flat, or Maisonette.

**6F.8** These tables show data from certificates lodged on the Energy Performance of Buildings (EPB) Registers since 2008, including average energy efficiency ratings,

<sup>11</sup> [Total final energy consumption at regional and local authority level 2005 to 2017 - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

energy use, carbon dioxide emissions, fuel costs, average floor area sizes and numbers of certificates recorded.

**6F.9** Data lodged on the EPB Registers record information about the certificates issued for buildings which have been newly constructed, sold or let since 2008. Data lodged on the EPB Registers will also include buildings for which multiple EPCs have been issued.

**6F.10** Figure 32 shows the environmental impact rating of residential buildings with newly issued EPCs in Hillingdon. The majority of newly issued EPCs in recent years show an environmental impact rating of D, which is the midway point. Few dwellings have received the highest ratings of A or B in recent years, although these ratings were higher between the end of 2016 and the start of 2018. Significant improvements can be made to improve the quality of new dwellings and limit their environmental impact.

**6F.11** Figure 33 shows the energy efficiency ratings of residential buildings with newly issued EPCs in Hillingdon. The majority of newly issued EPCs show an energy efficiency rating of D, which is the midway point. Few developments received the highest rating of A, though the number of dwellings scoring B was particularly higher between the end of 2016 and the start of 2018. Significant improvements can also be made in this area to improve the energy efficiency of new dwellings.

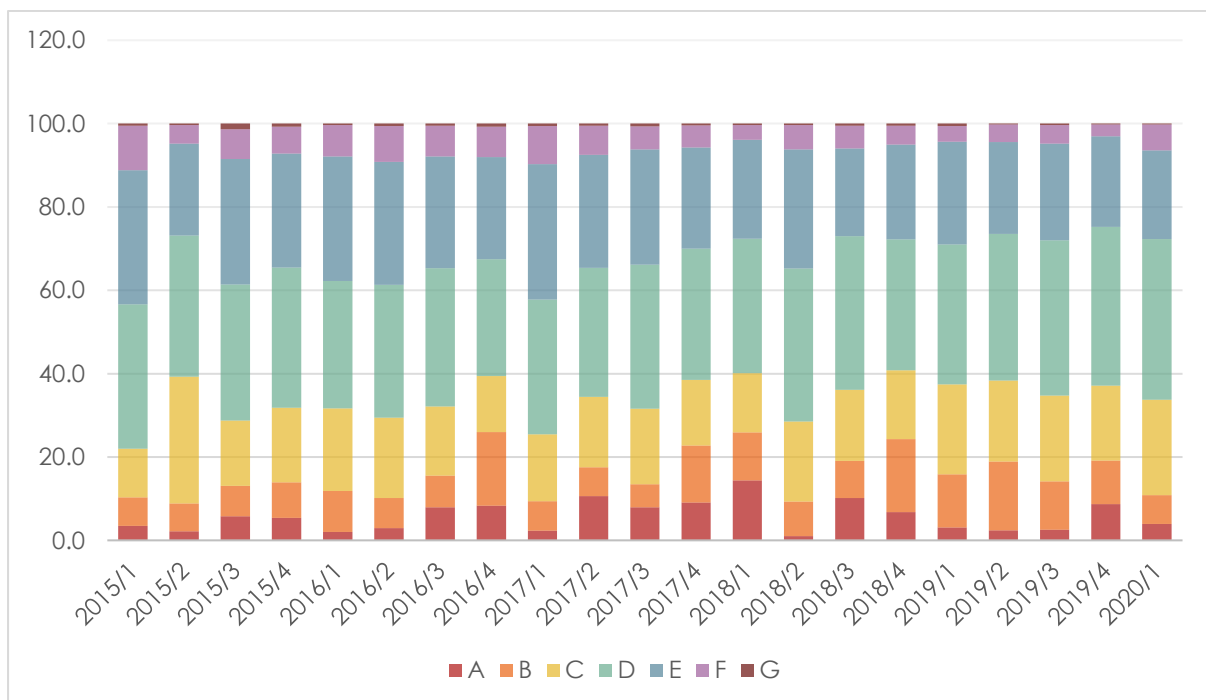


Figure 32: Environmental impact rating of residential buildings with newly issued EPCs - % of lodgements with different environmental impact ratings



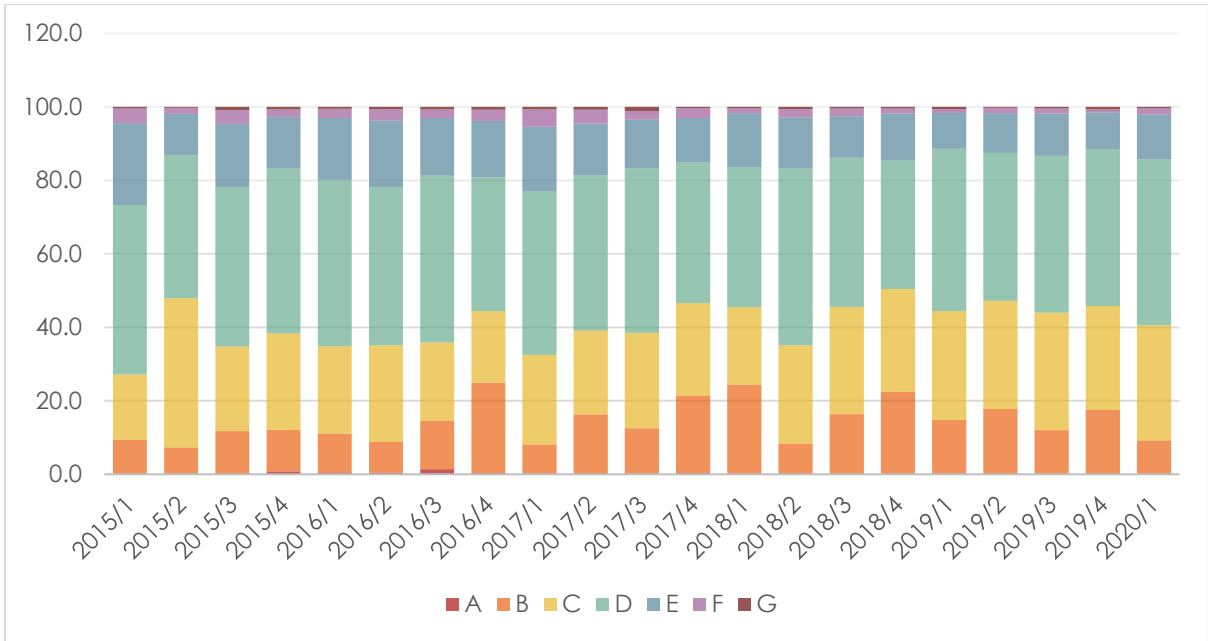


Figure 33: Energy efficiency rating of residential buildings with newly issued EPCs - % of lodgements with different energy efficiency ratings



# HILLINGDON

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## **6G. Community Infrastructure**



## 6G. Community Infrastructure

**6G.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. There is a particularly pressing need in the borough for additional school places and health care facilities.

**6G.2** The D1 Use Class refers to non-residential institutions which encompasses a range of uses including schools, nurseries, education and training centres and health centres among. As shown in table 35, between FY2015 and FY 2018 inclusive, there was a net gain of 36,700 sq.m of D1 floorspace, with particularly high gains in FY2015 and FY2017.

**6G.3** Looking at these statistics in further detail however (see table 36) shows that while there was a significant gain in floorspace of education infrastructure (37,594 sq.m) for which there is a high need but there has been an overall net loss (though negligible) of health infrastructure (-24sqm). There has also been an net loss of 870 sq.m of community facilities in the reporting years demonstrating the need for the newly adopted Local Plan policies which seek to protect community uses to be utilised.

Table 35: Net additional D1 floorspace completed between 1 April 2015 and 31 March 2019 (Source: LDD)

Completed Financial Year	Net Additional D1 Floorspace (sq. m)
FY2015	14,699
FY2016	5,914
FY2017	14,989
FY2018	1,098
<b>Total</b>	<b>36,700</b>

Table 36: Net additional D1 floorspace completed between 1 April 2015 and 31 March 2019, by type of use (Source: LDD)

Type of Social Infrastructure	Net Additional D1 Floorspace (sq. m)
Community Facilities	-870
Education Infrastructure	37,594
Health Infrastructure	-24
<b>Total</b>	<b>36,700</b>

**6G.4** Assembly and leisure uses are also an important part of supporting our community and they contribute towards making the social and cultural life of residents. Assembly and leisure uses mostly fall within the D2 Use Class and the

changes in D2 floorspace in the borough over the last four years are shown in table 37 below.

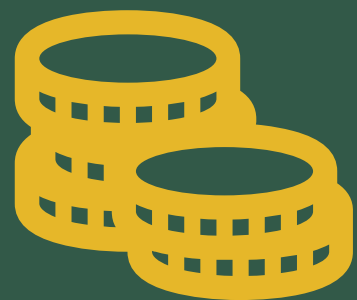
Table 37: Net additional D2 floorspace completed between 1 April 2015 and 31 March 2019 (Source: LDD)

Financial Year of Scheme Completion	Net Additional D2 Floorspace (sq. m)
FY2015	98
FY2016	251
FY2017	5,730
FY2018	2,651
<b>Total</b>	<b>8,730</b>



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# 6H. Planning Obligations & CIL



## 6H. Planning Obligations and CIL

### Planning Obligations

**6H.1** Planning obligations are agreed between a developer and the council, which is set out legally in a Section 2016 (S106) agreement under the Town and Country Planning Act 1990. It is attached to a planning permission in order to have an appropriate development accepted in planning terms, in aims to mitigate and improve the impacts of proposed development.

**6H.2** Policy DMCI 7 of the Development Management Policies (January 2020) states that planning permission will be granted, providing that there are all types of infrastructure to support. For residential schemes, there should be affordable homes – elsewhere, other schemes should fund improvements that are site specific to mitigate impacts made by the development. For example, planning obligations may be used to mitigate traffic impacts where this cannot be done through conditions of an application.

**6H.3** The table below outlines the amount of money the Council has received and spent in regards to planning obligations from the financial year 2011/12 to 2018/19.

Financial year	Received (£000's)	Spent (£000's)
2011/12	8,166	3,810
2012/13	2,330	3,166
2013/14	4,200	9,654
2014/15	2,774	2,449
2015/16	7,590	7,065
2016/17	2,593	4,768
2017/18	6,474	3,139
2018/19	4,501	3,540

Table 38: Monies received and spent through planning obligations in Hillingdon between 2011/12 and 2018/19

**6H.4** For the financial year 2013/14, the amount of S106 contributions spent was £9,564,000 and £7,065,000 in 2015/16. The biggest expenditure the Council spent from S106 agreements over the past seven years, was cost in these two years. A significant proportion of the money in these years were spent on the Council's Primary and Secondary Schools Expansion Programme. The quantity of money spent on this programme in 2013/14 was £7,573,000 out of a total of £9,564,000. Similarly, a large proportion of the total money (£7,065,000) spent in the year 2015/16 had a figure of £5,416,000 used on the Schools Expansion Programme.

### Community Infrastructure Levy (CIL)

**6H.5** The Community Infrastructure Levy (CIL) is a charge which allows the Council to raise funds from developers undertaking new building projects, which supports financing of infrastructure costs that come from increasing residential and other developments happening across the borough. CIL has largely replaced planning

obligations (Section 106 agreements) as a means of funding infrastructure provision in Hillingdon, however both are a significant contributor to infrastructure financing.

**6H.6** The types of infrastructure that may be funded by Hillingdon's CIL are outlined in Hillingdon's Infrastructure list known as 'Regulation 123 List' which is summarised in Table 39 below:

**Table 39:** Regulation 123 list of infrastructure types to be funded through CIL

<b>Education facilities</b>
<b>Transport improvements</b> excluding site specific matters needed to make the development acceptable in planning terms.
<b>Health care facilities</b>
<b>Community care facilities</b> (social care institutions providing for older people and people with mental health or learning disabilities).
<b>Library services</b>
<b>Leisure facilities</b> (sports facilities defined as publicly owned leisure centres, gyms and swimming pools)
<b>Open space provision:</b> publicly accessible open space and allotments, excluding site specific matters needed to make the development acceptable in planning terms
<b>Community facilities</b> (community centres and meeting places but excluding places of worship; voluntary sector meeting places and centres and public cultural facilities).

**6H.7** Table 40 below summarises Hillingdon's CIL Income between FY2015 and FY2018:

Financial Year	CIL Receipts (£)
2015/16	2,021,483
2016/17	3,873,050
2017/18	3,636,863
2018/19	3,460,274

**Table 40:** Hillingdon's CIL Receipts between 2015/16 and 2018/19

**6H.8** Details of how the CIL receipts have been spent are detailed in the London Borough of Hillingdon CIL Annual Reports, available on the Council's website at: [Community Infrastructure Levy - Hillingdon Council](#)



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## **61. Transport and Aviation**



## 61. Transport and Aviation

**61.1** Hillingdon's Development 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.

**61.2** Tables 41 and 42 show the ratio of parking spaces to new dwellings for new dwellings built in the borough. These show an overall reduction in the ratio of parking spaces indicating that new development is being directed to the most sustainable locations where the Council's maximum car parking standards are lower.

Table 41: Car parking spaces to dwellings ratio FY2015-FY2018

Permission Financial Year	Total number of units proposed (gross)	Total residential parking spaces (gross)	Ratio of parking spaces to units
FY2015	985	1034	1.05
FY2016	971	1207	1.24
FY2017	2236	2593	1.16
FY2018	1524	1726	1.13
<b>Grand Total</b>	<b>5716</b>	<b>6560</b>	<b>1.14</b>

Table 42: Car parking spaces to dwellings ratio (10+ unit housing schemes) FY2015-2018

Permission Financial Year	Total number of units proposed (gross)	Total residential parking spaces (gross)	Ratio of parking spaces to units
FY2015	642	552	0.86
FY2016	651	694	1.06
FY2017	1823	2014	1.1
FY2018	1098	1094	1
<b>Grand Total</b>	<b>4214</b>	<b>4354</b>	<b>1.03</b>

**61.3** The Council is working on compiling more statistics relating to transport and aviation which will provide some meaningful analysis of the effectiveness of planning policies in securing Council objectives. The next AMR is likely to contain more information relating to transport and aviation, and where possible, it will report on previous years as well as the 2019/20 monitoring year.



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## **6J. Site Allocations**

## 6J. Site Allocations

**6J.1** The Hillingdon Local Plan Part 2: Site Allocations and Designations document is made up of primarily site-specific policies which guide the development of allocated sites in the Borough. The site-specific policies require that sites are developed to requirements in terms of land use, quantum and scale of development and certain design parameters among other things. It also indicates when development is expected to come forward.

**6J.2** It is important to determine whether development of these sites is being progressed in a timely manner and in accordance with the site-specific policy requirements. Figure 34 illustrates the distribution of these sites across the borough.

**6J.3** Updates on the progress of the site allocation sites can be found in the latest five-year land supply document.

## Sites allocated for new homes

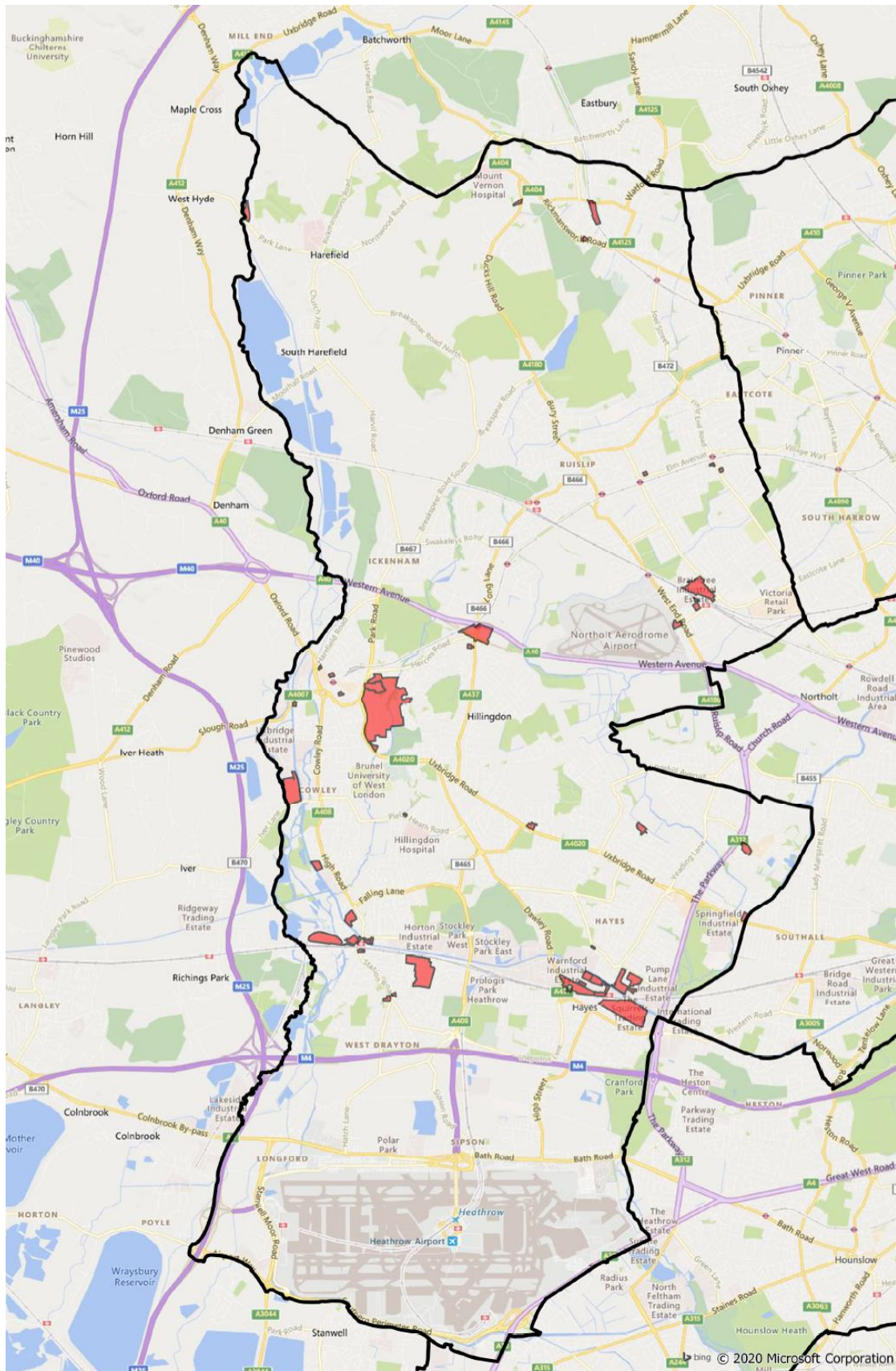


Figure 34: Distribution of sites allocated for new homes in the Hillingdon Local Plan: Part Two: Site Allocations and Designations document



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## **7. Conclusions**

## 7. Conclusions

**7.1** This AMR reports on planning and development statistics for the period 1<sup>st</sup> April 2014 to 31<sup>st</sup> March 2019. While these statistics are useful in understanding what is going on in the borough from a planning perspective, this AMR is limited in its scope of assessing the effectiveness of all of the currently adopted planning policies. A new local plan was adopted in January 2020 and planning decisions prior to this point generally required compliance with only the previous local plan in place. The impact of the new local plan policies are likely to be seen in the next AMR.

**7.2** This AMR is very useful in analysing trends in the borough, such as where the majority of housing is being delivered in the borough, how many homes are being delivered and what percentage of these are affordable, how our town centres have changed over the last few years, among other things.

**7.3** Each chapter provides an overview of the key statistics for each of the different policy areas. It is noticeable that there are limited statistics available to measure policy effectiveness in some topic areas, particularly climate change and transport. The Council will seek to improve on this in future AMRs and where data related directly to development decisions in the borough cannot be collected and aggregated, the Council will seek to use other data which can help assess policy effectiveness from a less direct angle.

**7.4** It is evident from the AMR that in the policy areas where enough data is available, the Council is generally performing well in implementing its policies, however areas for improvement have also been identified. Part of the purpose of the AMR is to review the effectiveness of policies and assess where changes could be made either in implementation terms or changes to the policy itself through a Local Plan review.

**7.5** Changes to national planning policy and permitted development rights over the reporting period have also had an impact on the Council's ability to build high quality affordable housing, protect strategic employment land and protect the borough's town centres. Many changes have also occurred outside of the reporting period and together these changes will impact planning decisions in the future too.