

6 Core Policies - New Homes

Strategic Objectives

- SO7: Address housing needs in Hillingdon using appropriate planning measures.
- SO19: Meet the current London Plan target to provide 425 new homes per annum.

Related Policies: H1, H2, H3

6.1 Ensuring the delivery of a sufficient level of housing is a key challenge for this Hillingdon Local Plan: Part 1- Strategic Policies and the Council as a whole. The delivery of, in particular, more affordable housing is a priority identified in the Council's Sustainable Community Strategy.

6.2 This chapter sets out the minimum number of new homes that Hillingdon will provide over the period of the Hillingdon Local Plan: Part 1- Strategic Policies and the steps that will be taken to demonstrate the viability of housing targets contained in the London Plan. It also identifies key housing needs in the borough and the extent to which these can be met.

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

Table 6.1 : Existing Housing

A) Total number of households	99,800
B) Number of homes in the borough	102,500 units
C) Total number of existing affordable homes in the borough	17,044 units

Source: A) London Borough of Hillingdon Housing Market Assessment (HMA) 2011, Fordham Research; B and C) The Council's 2007/2008 Housing Strategy Statistical Appendix (HSSA)

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

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

Tenure: Hillingdon's HMA ⁽³⁵⁾ is considered to be the primary source of evidence for a detailed breakdown of housing needs and indicates that at 72%, levels of owner occupation in the borough are higher than the national and regional (London) average. Approximately 8.4%

of all households live in private rented accommodation and a sixth are housed in the social rented sector. There continues to be a need for both intermediate and social rented forms of affordable housing, particularly larger family units.

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

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

Main Challenges

6.5 The challenges for housing provision over the period of the Hillingdon Local Plan: Part 1- Strategic Policies fall into two categories: to, as far as possible, meet housing supply targets contained in the London Plan and to address housing needs in Hillingdon.

The London Plan

6.6 The main challenges for the Hillingdon Local Plan: Part 1- Strategic Policies in relation to meeting London Plan targets are:

1. An increase in Hillingdon's annual housing monitoring target;
2. The need to agree a borough-wide affordable housing target;
3. Addressing gypsy and traveller pitch provision; and
4. Retention of indicative housing density targets contained in Table 3.2 of the London Plan (2011).

6.7 The London Plan (2011) sets a target for Hillingdon to provide 425 new dwellings per annum. In accordance with Government guidance, this target has been rolled forward to cover the Hillingdon Local Plan: Part 1-Strategic Policies period up to 2026. The London Plan (2011) contains a revised target for Hillingdon to provide 4,250 dwellings up to 2021, based on the Mayor's Strategic Housing Land Availability Assessment (SHLAA).

Housing Needs in Hillingdon

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

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

Overall Housing Need

6.9 For the purposes of the Hillingdon Local Plan: Part 1- Strategic Policies, housing need is defined as *'the number of households who lack their own housing, or who live in unsuitable housing and who cannot afford to meet their housing needs in the market.'* The following documents are relevant in the assessment of housing need:

- **London Borough of Hillingdon Housing Market Assessment:** This examines the local housing market and estimates the need for affordable housing in the borough. The results of the HMA will be used to underpin both planning and housing policy.
- **West London Sub Regional Housing Market Assessment:** This study provides a broader picture of housing needs for the seven boroughs in the West London Sub-Region.
- **2008 London Strategic Housing Market Assessment:** This study provided an assessment of housing needs across London.

6.10 Hillingdon's HMA indicates an annual requirement to provide 2,623 affordable dwellings, based on the definition of affordable housing contained in the glossary of this document. The Sub Regional study used the same methodology as the London-wide HMA and calculates a total housing need (market and affordable properties) for the seven boroughs in the West London Region of 35,924 units. Hillingdon's calculated total need in the Sub Regional HMA is to provide 1875 units over a 5 year period.

6.11 Overall, Hillingdon's HMA concludes that 50% of all new housing should be affordable and 50% should be provided as market accommodation. Within the affordable sector, about 78% should be provided as social rented accommodation and the remaining 22% as intermediate housing, if the latter is priced at the usefully affordable point.⁽³⁶⁾ Notwithstanding these conclusions, the study makes clear that HMAs are part of the wider evidence base for policy and do not form part of policy itself. It recommends that the outputs should be viewed alongside the latest information on the viability of housing development when determining policy. Accordingly, Hillingdon has undertaken an Economic Viability Study to support policy H2 on affordable housing.

Dwelling Type

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

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

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

Housing Growth

6.13 The following policies have been developed to deliver the key objectives for housing and to address the main challenges outlined in Table 3.1 of this Hillingdon Local Plan: Part 1- Strategic Policies.

Policy H1: Housing Growth

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

The borough's current target is to provide an additional 4,250 dwellings, annualised as 425 dwellings per year, for the ten year period between 2011 and 2021.

Rolled forward to 2026, this target equates to a minimum provision of 6,375 dwellings over the period of the Hillingdon Local Plan: Part 1- Strategic Policies. Sites that will contribute to the achievement of this target will be identified in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD.

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

- The London Plan (2011) which sets Hillingdon's current annual monitoring target;
- The Housing Trajectory.

6.15 The London Plan (2011) sets an annual monitoring target for Hillingdon to provide 425 new homes per annum. In accordance with government advice, this target has been rolled forward over the period of the Hillingdon Local Plan: Part 1- Strategic Policies. Hillingdon's annual monitoring target will be met through the identification of sustainable sites for new housing development in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD.

6.16 The Council's Housing Trajectory is contained in the Annual Monitoring Report and at Appendix 3 of this document. Table 6.2 summarises the number of completions expected to come forward in the next five year period. The infrastructure required to deliver expected housing growth is outlined in the Strategic Infrastructure Plan and the Council recognises the need to ensure that new housing is supported by sufficient social infrastructure. Table 6.3 shows the expected split of Hillingdon's annual monitoring target between 'conventional' and non self contained units.

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

Year	Residential Completion (Units)
2011/ 2012	957
2012/ 2013	887
2013/ 2014	633
2014/ 2015	636
2015/ 2016	586
TOTAL	3,699

6.17 In addition to meeting its annual monitoring target of 365 units in the London Plan (2008), the London Plan (2011) target of 425 units is split as follows:

Table 6.3 : Annual Target for the Provision of Housing

Conventional Housing	Non Self Contained	Total (Adjusted)
375	48	425

6.18 The Council's Housing Trajectory shows that up to 2014/ 2015, current and emerging GLA targets will be exceeded. Beyond this period the delivery of new homes is less certain, however the trajectory shows that up to 2021 the target for conventional housing and Hillingdon's annual housing need as defined in the Sub-Regional HMA will generally be met.

Indicative Distribution and Delivery of New Homes

6.19 Tables 6.4, 6.5 and Map 6.1 use the SHLAA data for large (over 0.25 hectares) and small (under 0.25 hectares) sites to provide an indication of when and where new homes could come forward in the borough. The figures in the table should be used with care and it is important to note that:

- The distribution of dwellings shown in Table 6.3 and Map 6.1 only reflect units identified for delivery from large sites (over 0.25 hectares).
- Figures for small sites are based on trend data and cannot be mapped in Map 6.1.
- Tables 6.4 and 6.5 exclude predicted completions for non self-contained units (47 units per annum)
- Tables 6.4 and 6.5 are based on the 10 year time frame for the London Plan and the SHLAA data cannot be used to show the distribution of new dwellings beyond 2021.
- Figures for the Heathrow Opportunity Area are inclusive of identified completions in the Hayes/ West Drayton Corridor.

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

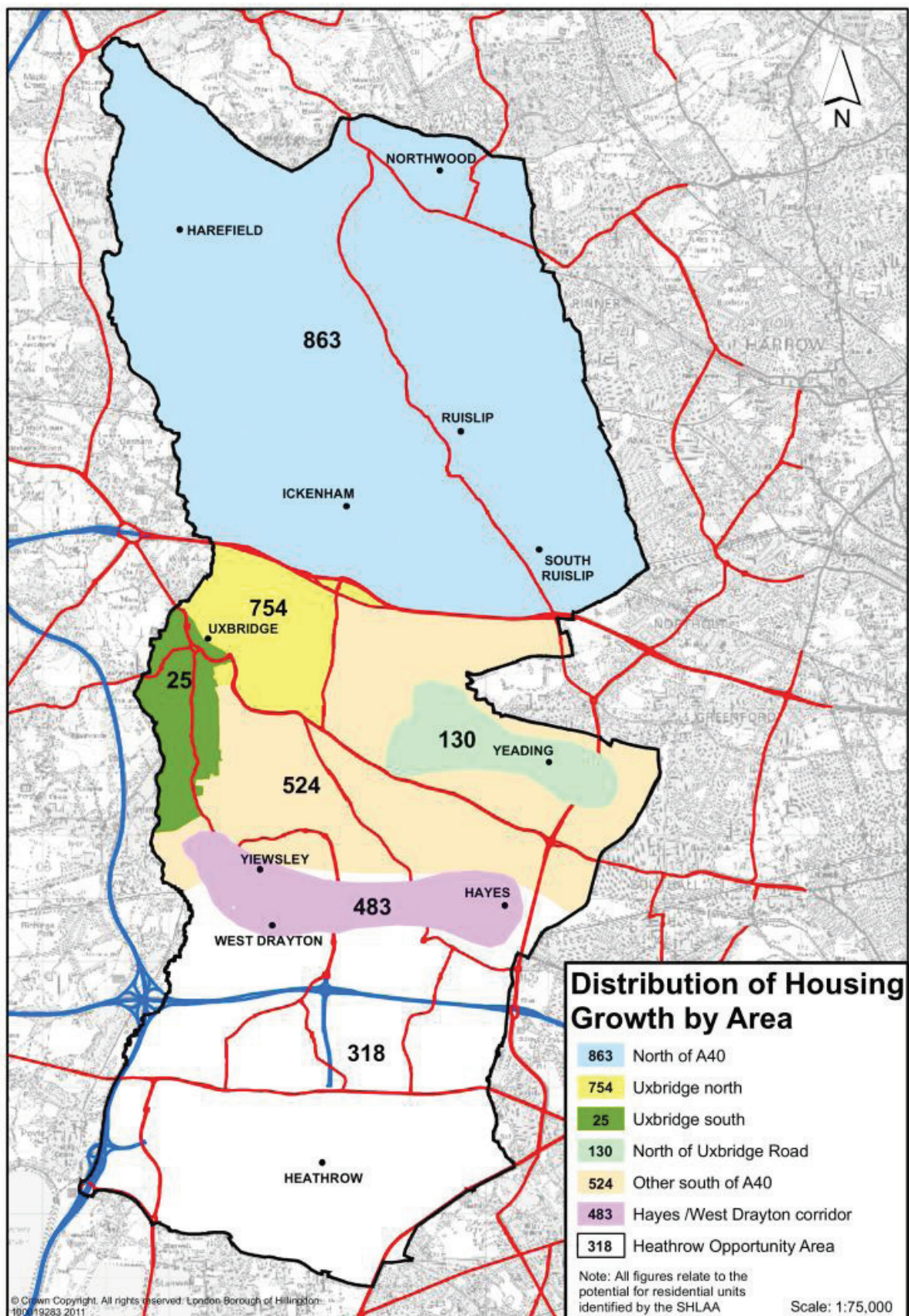
	Number of units 2011-2021
Units predicted from large sites (over 0.25 hectares)	3,097
Units predicted from small sites (under 0.25 hectares)	700
Subtotal	3,797
Total number of units to be delivered per annum (Predicted)	380

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

Area		Number of units 2011- 2021	Number of units as a percentage of total
South of the A40	Heathrow Opportunity Area (excluding the Hayes/West Drayton corridor)	318	10.3
	Hayes/West Drayton Corridor	483	15.6
	Uxbridge North	754	24.3
	Uxbridge South	25	0.8
	Hayes End/North of Uxbridge Road	130	4.2
	Other Areas south of the A40	524	16.9
North of the A40		863	27.9
Total		3,097	100

Map 6.1 overleaf illustrates the indicative distribution of dwellings across the borough.

Map 6.1 Distribution of units from large SHLAA sites (2011-2021)



6.20 The Mayoral SHLAA makes clear that it does not allocate housing, nor should it pre-empt or prejudge any future decisions that a planning authority (including, in London the Mayor) may make on any particular site or planning application. The sites identified in the SHLAA will therefore form part of the evidence base for the Hillingdon Local Plan: Part 2 Site Specific Allocations LDD and will be examined in detail as part of the production of this document. In addition to sites identified in the SHLAA the Council will examine other sources of housing capacity as part of the production of the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD .

6.21 The Council notes the guidance that local planning authorities should identify those strategic sites which are critical to the delivery of the housing strategy over the plan period. For the purposes of this Hillingdon Local Plan: Part 1- Strategic Policies, RAF Uxbridge is considered to be a site of particular strategic importance. Other sites are identified in the housing trajectory in the Annual Monitoring Report.

6.22 The specific locations for new housing contained in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD will be subject to an assessment of impacts on flood risk, ecology and conservation, the ability to deliver decentralised energy, sustainable transportation, access to green infrastructure and social quality.

Design and Density

6.23 High quality design for new homes will continue to be a priority for the Council and the type of dwellings provided should reflect housing needs identified in the borough, particularly the need to provide more family homes with adequate garden space. Further policy guidance on the type of dwellings required in Hillingdon will be contained in the Hillingdon Local Plan: Part 2- Development Management Policies LDD. The density of residential development should take account of the need to optimise the potential of sites compatible with local and historic context, while respecting the quality, character and amenity of surrounding uses. The density and design of residential development will be addressed through the provision of appropriate policies in the emerging Hillingdon Local Plan: Part 2- Development Management Policies LDD.

6.24 Higher densities will be most appropriate in sustainable locations with high levels of public transport accessibility. It is recognised that the application of the provisions of Table 3.2 in the London Plan (2011) and the Mayor's emerging housing SPG will affect different parts of the borough in different ways. As far as possible, the Council will seek to apply the Mayor's policy to take account of local circumstances, recognising that high PTAL levels are not the only factor to be taken into account when assessing development density.

Implementation of Policy H1: how we will achieve this

- Promoting the design and density of new homes to reflect the specific and different land use characteristics in the north and south of the borough;
- Ensuring development makes the most efficient use of brownfield land;
- Promoting high quality mixed use developments;
- Ensuring that sufficient community infrastructure is provided to support new housing development in accordance with policy
- Managing development to resist the loss of housing;

- Considering the potential for additional housing on sites in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD;
- Implementing the Council's Empty Property initiatives;
- Encouraging the conversion of suitable properties;
- The release of sites in non residential use, subject to other policies of the plan; and
- Preparing site specific planning briefs for larger sites.

Flexibility

The proposed annual monitoring target is a minimum figure set by the Mayor and the Council is free to exceed this. A revised annual monitoring target may be set through the production of a revised SHLAA and an early alteration to the London Plan (2011).

Monitoring of Policy H1: how we will measure success

- Production of the housing trajectory as part of the Annual Monitoring Report to demonstrate the achievement of Hillingdon's annual average housing provision monitoring target contained in the London Plan.
- Percentage of new homes built on brownfield land.
- Number of 'conventional new homes' delivered in the borough each year between 2011-2026;
- Number of non self-contained units delivered in the borough between 2011-2026; and
- The achievement of a reduction in overall housing need in the borough.

Affordable Housing

6.25 Increasing the supply of affordable housing ⁽³⁷⁾ is a key priority for this Hillingdon Local Plan: Part 1- Strategic Policies and the Council as a whole. Subject to other planning considerations, measures that increase the supply of affordable housing will be supported. The Council's policy on affordable housing is guided by evidence of housing needs in the borough and the provisions of the current London Plan (2011). The Council's HMA recommends that 50% of net new housing provision (supply from all sources) should be affordable housing and that 22% of the total net requirement is for intermediate housing.

6.26 The London Plan (2011) sets an overall target for London of an average of 13,200 more affordable homes being provided annually and indicates a tenure split of 60% social rented, 40% intermediate tenure with priority given to the provision of affordable family housing.

37 The definition of affordable housing is contained in the glossary.

6.27 The position regarding the proposed tenure split was also discussed at the recent Replacement London Plan EIP. The Panel Report continues to seek 60% of affordable housing provision for social rent and 40% for intermediate tenure for sale or rent.

6.28 The Council has prepared an Economic Viability Assessment (EVA) to inform borough-wide affordable housing targets. The study has tested the deliverability of affordable housing against a range of variables, including the availability of affordable housing grant, density mix and tenure split. The study shows that in the current economic circumstances and regardless of needs identified in the draft HMA, a target to provide 50% of all new housing as 'affordable' could not be supported on economic viability grounds.

Policy H2: Affordable Housing

Housing provision is expected to include a range of housing to meet the needs of all types of households and the Council will seek to maximise the delivery of affordable housing from all sites over the period of the Hillingdon Local Plan: Part 1- Strategic Policies. For sites with a capacity of 10 or more units the Council will seek to ensure that the affordable housing mix reflects housing needs in the borough, particularly the need for larger family units.

6.29 Subject to viability and if appropriate in all the circumstances, the EVA indicates that 35% of all new units in the borough should be delivered as affordable housing, with an indicative tenure mix of 70% housing for social rent and 30% intermediate housing. Housing market conditions in Hillingdon are complex and a one size fits all approach to tenure provision will not be suitable for all areas in the borough. Subject to the provision of robust evidence, the Council will adopt a degree of flexibility in its application of policy H2 to take account of tenure needs in different parts of the borough. In accordance with the London Plan proposed targets in policy H2 will be discussed and agreed with the Mayor.

6.30 The Council notes that in setting the proposed tenure split in the London Plan (2011), the GLA has considered factors other than the needs identified in the London-wide Strategic Housing Market Assessment. These include an acknowledgement of the role that intermediate housing can play in helping to get Londoners on the first step of the housing ladder and reducing the call on the social rented sector, creating mixed and balanced communities in accordance with the London Plan (2011).

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

6.32 The type and size of dwellings that are delivered will be as important as the overall number of units. The HMA indicates that 70% of net need for affordable housing is for two and three bed accommodation, more than a fifth is for four bed accommodation and almost 7% is for one bedroom accommodation. The need relative to supply is greatest for larger

family accommodation. Current estimates indicate that less than 10% of the need for four bedroom accommodation is expected to be met compared with almost three quarters of the need for one bedroom accommodation.

Affordable Rented Tenure

6.33 Affordable Rented housing is a separate form of tenure to social rented and intermediate affordable housing. It is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent.

6.34 Affordable rented tenure should meet the same housing needs as hitherto addressed by social housing. To be consistent with the Mayor's emerging policy and the provisions of national guidance, affordable rented tenure will be included as part of the target for the delivery of social rented housing in Hillingdon. This approach will be kept under review and may be subject to change as part of the production of the Hillingdon Local Plan: Part 2 Development Management Policies LDD Policy Document.

6.35 The Council is at an early stage of developing a wider policy on affordable rented housing. Developers are encouraged to engage in discussions with the Council regarding the implementation of this form of tenure prior to submitting formal proposals.

Implementation of Policy H2: how we will achieve this

- Direct provision of affordable housing by Registered Social Landlords (RSLs), who will be responsible for managing affordable housing in conjunction with the Council's Housing Department;
- Including sites in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD from which a percentage of affordable housing will be delivered; including specific sites for affordable and special needs housing; and
- Setting out the mechanisms for providing affordable housing and for determining applications in the Hillingdon Local Plan: Part 2 -Development Management Policies LDD .

Flexibility

Hillingdon's affordable housing targets have been developed from the following evidence base documents:

- The London Plan (2011);
- The borough-wide Housing Market Assessment;
- The West London Sub-Regional Housing Market Assessment; and
- Hillingdon's Affordable Housing Economic Viability Assessment.

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

Monitoring of Policy H2: how we will measure success

- Agreement of an appropriate affordable housing target with the GLA;
- Delivery of the agreed affordable housing target;
- Agreement and delivery of an appropriate tenure split; and
- Achieving a reduction in overall housing needs in the borough.

Gypsy and Traveller Pitch Provision

6.36 The government's Planning Policy for Traveller Sites provides guidance on plan making, which is relevant to the production of this Hillingdon Local Plan: Part 1- Strategic Policies. This document notes that planning authorities should set pitch provision targets for gypsies and travellers and plot targets for the travelling showpeople. In accordance with the guidance Policy H3 sets criteria to ensure that proposals for new sites are sustainable socially, economically and environmentally.

Policy H3: Gypsy and Traveller Pitch Provision

The Council will ensure that:

- a. The existing Colne Park site will be protected for its current use;
- b. Targets for additional pitch provision take account of need and the availability of suitable sites; and
- c. Proposals for sites to accommodate the specific needs of Travellers (Irish and Scottish), Gypsies, Roma, Sinti and Travelling Show People should:
 - i) Be located on a site and in an area that is environmentally acceptable for residential occupation;
 - ii) Have no significant adverse effects on the amenity of occupiers of adjoining land;
 - iii) Have acceptable road and pedestrian access and be accessible to local services and public transport; and
 - iv) Be consistent with other relevant Local Plan policies.

6.37 The Government's Planning Policy for Traveller Sites places emphasis on collaborative working between local authorities to assess the needs of travellers and identifying a supply of deliverable sites. The Council will seek to meet this aspect of the guidance through the production the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD, balancing the requirement for additional pitch provision with the availability of suitable sites. Specific consideration will be given to the needs information and pitch provision targets associated with the production of the London Plan.

Implementation of Policy H3: how we will achieve this

- Retention of the existing site at Colne Park; and
- Taking account of the West London Housing Partnership research on gypsy and traveller pitch provision to guide the provisions of Policy H3.

Flexibility

Figures for gypsy and traveller pitch provision will be determined as part of subsequent work on the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD and kept under review in liaison with neighbouring boroughs and districts.

Monitoring of Policy H3: how we will measure success

- H4 (Core) Indicator: Net additional pitches (Gypsy and Traveller). Target to be set following further work on the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD; and
- Meeting the needs of the existing travelling community in the borough by protecting and maintaining the site at Colne Park.