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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%

35 London Borough of Hillingdon Housing Market Assessment, 2011

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

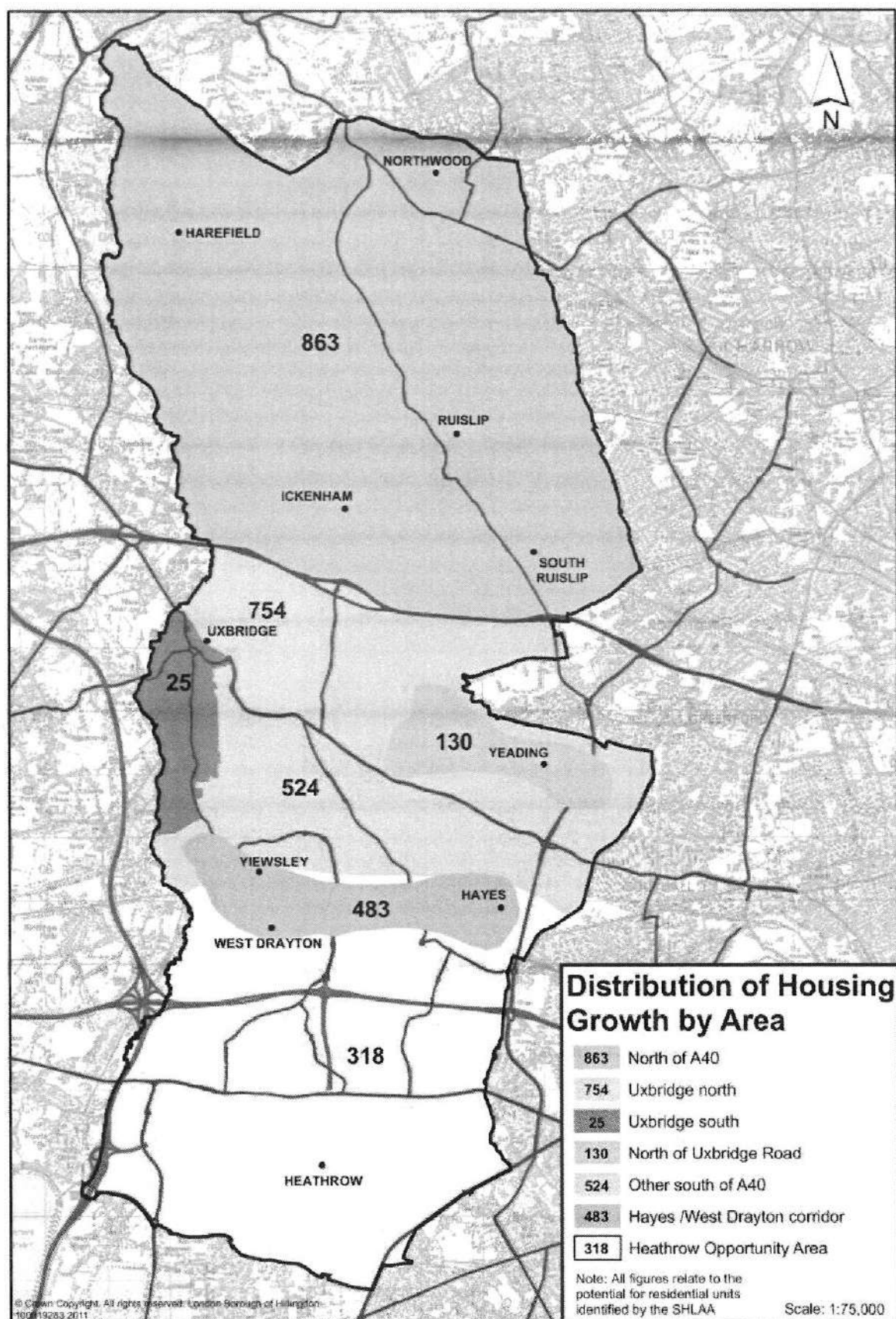
	Number of units 2011-2021
Units predicted from large sites (over 0.25 hectares)	3,097
Units predicted from small sites (under 0.25 hectares)	700
Subtotal	3,797
Total number of units to be delivered per annum (Predicted)	380

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 prejudice 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.

Strategic Objectives:

- SO1: Conserve and enhance the Borough's heritage and its setting by ensuring new development, including changes to the public realm, are of high quality design, appropriate to the significance of the heritage asset, and sensitive to the wider historic environment.

Related Policy: HE1

Policy HE1: Heritage

The Council will:

1. Conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes:
 - Historic village cores, Metro-land suburbs, planned residential estates and 19th and 20th century industrial areas, including the Grand Union Canal and its features;
 - Designated heritage assets such as statutorily Listed Buildings, Conservation Areas and Scheduled Ancient Monuments;
 - Registered Parks and Gardens and historic landscapes, both natural and designed;
 - Locally recognised historic features, such as Areas of Special Local Character and Locally Listed Buildings; and
 - Archaeologically significant areas, including Archaeological Priority Zones and Areas.
2. Actively encourage the regeneration of heritage assets, particularly those which have been included in English Heritage's 'Heritage at Risk' register or are currently vacant.
3. Promote increased public awareness, understanding of and access to the Borough's heritage assets and wider historic environment, through Section 106 agreements and via community engagement and outreach activities.
4. Encourage the reuse and modification of heritage assets, where appropriate, when considering proposals to mitigate or adapt to the effects of climate change. Where negative impact on a heritage asset is identified, seek alternative approaches to achieve similar climate change mitigation outcomes without damage to the asset.

Implementation of Policy HE1- how we will achieve this

The Council will seek to:

1. Ensure appropriate specialist advice and guidance is available, by preparing character appraisals, management plans and design guidance for its designated areas and historic assets, in partnership with the local community, guided by the Conservation Forum and where possible, aided by English Heritage.
2. Regularly review and update its web based Historic Environment Record (HER) and designations as required, and update character appraisals and management plans for conservation areas, ensuring national and local interest groups, and residents are consulted.
3. Pro-actively manage heritage assets, including those considered "At Risk" by English Heritage, working with heritage groups and partners where appropriate, to ensure buildings and structures such as those at Eastcote House Gardens, RAF Uxbridge and Breakspear House are repaired and reused.
4. Promote the Borough's heritage by continuing to ensure that it is included in the London Open House event; to improve the interpretation of historic assets, such as Manor Farm, Ruislip; and to recognise local schemes of exceptional quality or innovation by, for example, applying for Civic Trust and Green Apple Awards.
5. Include more specific guidance relating to historic buildings and other conservation matters, in the Hillingdon Local Plan: Part 2- Development Management Policies and supporting guidance contained within the forthcoming Heritage Strategy Supplementary Planning Document, together with the relevant Area Action Plans.
6. Where the loss of a heritage asset is justified, ensure that there will be a commitment to recording the structure and to disseminating this information to enable increased understanding of the heritage asset. Copies of these documents will where appropriate be deposited with local libraries and the Greater London Historic Environment Record (HER).

Monitoring - how we will measure success of Policy HE1

- The number of listed buildings removed from English Heritage's 'Heritage at Risk Register' will be monitored under Local Indicator LO20 of the Annual Monitoring Report.
- The percentage of conservation areas with appraisals and management plans will be monitored under Local Indicator LO19 of the Annual Monitoring Report and BV219b.
- The numbers of historic buildings open to the public on a regular basis.
- The number of applications refused on listed building or conservation grounds and upheld at appeal.
- With the introduction of the Community Infrastructure Levy the Council will look to promote improvements to the public realm, notably where this might benefit the setting of its local historic heritage assets.

Built Environment

Design

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

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

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

7.10 The Hillingdon Local Plan is required to monitor the design performance of development through 'Building for Life', the national standard for well designed homes and neighbourhoods. The criteria have been designed so as to establish an objective set of principles by which the judgement of applications and the built quality of housing can be undertaken consistently. For residential schemes, all new developments of 10 dwellings or over should achieve a satisfactory Building for Life assessment rating.

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

7.12 Large parts of the Borough are sensitive to the impact of taller buildings by virtue of the high environmental quality that currently exists, with heritage and open space constraints and their lower density character and development patterns in some parts of the boroughs. In general, a tall building is defined by CABI and English Heritage as one that is substantially taller than its neighbours or significantly changes the skyline. While tall buildings offer the opportunity for intensive use, their siting, design, effect on views, impact on local micro-climate and provision of communal and private amenity spaces should be carefully considered in order to not detract from the nature of surrounding places and the quality of life for those living and working around them.

7.13 Tall buildings may be acceptable in a limited number of suitable locations where the Council considers that they will not seriously harm the surrounding area and its heritage assets, and will also deliver wider benefits to the proposed Opportunity Area. Parts of Uxbridge and Hayes may be appropriate locations for tall buildings, subject to the Council preparing a characterisation study and tall buildings assessment together with such considerations as the Obstacle Limitation Surfaces for Heathrow Airport. The height of buildings should be appropriate to the surrounding townscape. All such proposals will require appropriate accompanying urban design assessments and will be assessed using the criteria for evaluation identified by CABI and English Heritage in 'Guidance on Tall Buildings' and local guidance. The Council will prepare a borough characterisation study and more detailed tall buildings study in order to identify appropriate strategic locations where tall buildings may be appropriate.

Accessibility

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

7.15 Accessibility for disabled people is legislated under the Disability Discrimination Act (DDA) 1995 (amendment) Regulations 2003, and is included within the London Plan. The requirement is for new and existing buildings to be accessible. New housing should be designed to ensure that it can easily be modified to meet the needs of people with disabilities. It should also incorporate the principles of "Lifetime Homes" so that as people become less mobile it continues to meet their needs. All new housing proposals were required to meet Lifetime Home Standards in 2010/11. 10% of all housing units on major planning applications (10 units or more) were also required to be wheelchair accessible. Records show that out of the approval of a net total 1,353 units in 2010/11, approximately 98.5% were Lifetime Homes and 14% were Wheelchair Homes.

7.16 The Council will seek to encourage inclusive access at the neighbourhood level ensuring that places of work and leisure, streets, neighbourhoods, parks and open spaces are designed to meet the needs of the community at all stages of people's lives in line with the London Plan (2011).

Crime and safety

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

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

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

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

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

Health

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

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

Biodiversity

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

7.24 The Hillingdon Local Plan: Part 2-Development Management Policies LDD will address issues in relation to the detailed application of Hillingdon Local Plan: Part 1- Strategic Policies on the quality of the built environment and public realm.

Strategic Objectives:

- SO1: Conserve and enhance the Borough's heritage and its setting by ensuring new development, including changes to the public realm, are of high quality design, appropriate to the significance of the heritage asset, and sensitive to the wider historic environment.
- SO2: Create neighbourhoods that are of a high quality sustainable design, that have regard for their historic context and use sustainability principles which are sensitive and responsive to the significance of the historic environment, are distinctive, safe, functional and accessible and which reinforce the identity and suburban qualities of the borough's streets and public places, introduce public art to celebrate civic pride and serve the long-term needs of all residents.
- SO3: Improve the quality of and accessibility to, the heritage value of the borough's open spaces, including rivers and canals as areas for sports, recreation, visual interest bio-diversity, education, health and well being. In addition, address open space needs by providing new spaces identified in Hillingdon's Open Space Strategy.
- SO4: Ensure that development contributes to a reduction in crime and disorder, is resilient to terrorism, and delivers safe and secure buildings, spaces and inclusive communities.
- SO6: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the borough, particularly for residents living in areas of identified need.
- SO8: Protect and enhance biodiversity to support the necessary changes to adapt to climate change. Where possible, encourage the development of wildlife corridors.
- SO11: Address the impacts of climate change, minimise emissions of carbon and local air quality pollutants from new development and transport.

Related Policy: BE1

Policy BE1: Built Environment

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

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

10. Maximise the opportunities for all new homes to contribute to tackling and adapting to climate change and reducing emissions of local air quality pollutants. The Council will require all new development to achieve reductions in carbon dioxide emission in line with the London Plan targets through energy efficient design and effective use of low and zero carbon technologies. Where the required reduction from on-site renewable energy is not feasible within major developments, contributions off-site will be sought. The Council will seek to merge a suite of sustainable design goals, such as the use of SUDS, water efficiency, lifetime homes, and energy efficiency into a requirement measured against the Code for Sustainable Homes and BREEAM. These will be set out within the Hillingdon Local Plan: Part 2- Development Management Policies LDD. All developments should be designed to make the most efficient use of natural resources whilst safeguarding historic assets, their settings and local amenity and include sustainable design and construction techniques to increase the re-use and recycling of construction, demolition and excavation waste and reduce the amount disposed to landfill;
11. In the case of tall buildings, not adversely affect their surroundings including the local character, cause harm to the significance of heritage assets or impact on important views. Appropriate locations for tall buildings will be defined on a Character Study and may include parts of Uxbridge and Hayes subject to considering the Obstacle Limitation Surfaces for Heathrow Airport. Outside of Uxbridge and Hayes town centres, tall buildings will not be supported. The height of all buildings should be based upon an understanding of the local character and be appropriate to the positive qualities of the surrounding townscape.

Support will be given for proposals that are consistent with local strategies, guidelines, supplementary planning documents and Hillingdon Local Plan: Part 2- Development Management Policies.

Implementation of Policy BE1- how we will achieve this

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

- Identify in the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD, Local Plan sites where redevelopment would provide an opportunity to improve the local environment;
- Adopt the Draft Public Realm SPD to ensure that all works within the public realm contribute to maintaining and improving the quality of the local environment.
- Produce a borough-wide Character Study to inform the parameters for appropriate residential and non-residential densities including defining inappropriate locations for tall buildings.

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

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

Monitoring of Policy BE1- how we will measure success

1. Public satisfaction with visual character of the built environment (Local);
2. Amenity space standards (Local);
3. Public art provision (Local): and
4. The Annual Monitoring Report (Core Indicator H6 on Housing Quality) will monitor the number and proportion of total new build completions on housing sites reaching a satisfactory rating against the Building for Life Criteria.
5. All new housing proposals are required to meet Lifetime Home Standards and 10% of all housing units on major planning applications (10 units or more) are also required to be wheelchair accessible and these will be monitored under BVPI 156.

8 Core Policies - Environmental Improvement

8.1 Managing Hillingdon's natural environment and improving local air quality especially in areas currently above both national and European limits is one of the main challenges for this Hillingdon Local Plan: Part 1- Strategic Policies. Hillingdon has a considerable network of green spaces as well as rivers and canals. These natural environments are essential to the diversity of the borough as well as promoting a healthy way of life and helping to mitigate the effects of climate change.

8.2 Hillingdon's population is expected to grow over the life of this Hillingdon Local Plan: Part 1- Strategic Policies, and there will be increasing pressure on the natural environment to accommodate growth, and to manage the increasing human impacts.

8.3 Hillingdon's natural environment is highly important to the attractiveness and performance of the Borough and its protection and enhancement is an essential element of the Hillingdon Local Plan: Part 1- Strategic Policies. This chapter sets out the way that Hillingdon will protect and enhance the environment over the period of the Hillingdon Local Plan: Part 1- Strategic Policies. The Environmental Improvement chapter is organised into five parts:

1. Climate change adaptation and mitigation;
2. Open spaces, rivers and canal corridors;
3. Biodiversity and geological conservation;
4. Land, water, air and noise; and
5. Minerals and waste management.

Climate Change Adaptation and Mitigation

Strategic Objectives

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

Related policies: EM1, EM7, EM8, BE1, T1

8.4 Climate change is a global problem that requires local action as well as national. The Climate Change supplement to PPS1 acknowledges that the UK is likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels. The 2006 Stern Review assessed the impacts of climate change on the UK population and concluded that there will be profound and rising costs for global and national prosperity as well as severe effects on people's health and the natural environment. Responding to this challenge, the Government has set a legally binding target of reducing CO2 emissions by 80% by 2050 with the Mayor of London setting a regional target of 60% for London by 2025 ⁽³⁸⁾.

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

Main Challenges

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

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

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

- Reducing annual energy consumption and costs for existing and future generations.
- Reducing the pressures on water resources.
- Providing a greater interaction between built and natural environment and making more space for wildlife.
- Promoting a healthier way of life.

38 London Plan (2011), Greater London Authority

- Improving local air quality.
- Exploiting the opportunities from the 'green economy' and associated employment prospects.
- Helping development to be ready for future changes now, and not locking in the need for future generations to alter buildings to address climate change.

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

8.9 Energy prices in the UK are forecasted to continue to rise making newer more energy efficient buildings more appealing. However, this will result in a gulf in building quality from modern build to those still in use from the past century. The Council will need to work with developers to identify opportunities to help upgrade the existing building stock. In some instances, it might be more appropriate to relax standards to the minimum required for building regulations for new development in order for developers to contribute to upgrading the existing stock. This could help reduce the energy consumption for whole communities whilst still realising a good quality of new development. There will also be a requirement to address the need to conserve the historic environment when implementing climate change mitigation and adaptation measures taking a balanced approach between the extent of the mitigation of climate change involved against the potential harm to the significance of the heritage asset or its setting.

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

8.11 Climate change is a very broad subject and cannot be tackled by an isolated policy issue. For example, a policy on reducing the reliance on private car use is included within the transport section (see Policies T1, T2, T3 and T4), and matters for sustainable design are included within the built environment section (see Policy BE1). Climate change is not a separate topic that needs addressing but is integrated within the Hillingdon Local Plan: Part 1- Strategic Policies framework. Policy EM1 below includes criteria that need to be considered throughout the development of the Local Plan. The subsequent Hillingdon Local Plan: Part 2 -Site Specific Allocations LDD and Development Management Policies LDD along with any future SPD's must accord with the overarching principles of this policy.