

Appendix B: Planning Policy

National Planning Policy Framework

B1.1 The National Planning Policy Framework (NPPF)¹ sets out the Government's planning policies for England and provides a framework within which the appropriate local council can produce local and neighbourhood plans; the NPPF is material consideration in making planning decisions. Those paragraphs of the NPPF of relevance to this TVIA are listed below:

Chapter 2 Achieving sustainable development

B1.2 In the paragraph 7, the objective of sustainable development is summarised as *meeting the needs of the present without compromising the ability of future generations to meet their own needs.*

B1.3 Achieving sustainable development is provided through the following three overarching objectives: economic; social; and, environmental. Of relevance to landscape and visual effects are:

b) a social objective – *to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*

c) an environmental objective – *to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

Chapter 3 Plan-making Strategic policies

B1.4 In paragraph 20, the NPPF requires local planning policies to *set out an overall strategy for the pattern, scale and quality of the development, and make sufficient provision for:* amongst others

b) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

Chapter 8 Promoting healthy and safe communities

B1.5 In paragraph 91, it states that *planning policies and decisions should aim to achieve healthy, inclusive and safe places which:*

a) Promote social interaction, for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections and active street frontages;

b) Are safe and accessible, for example, through the use of clear and legible pedestrian routes and high quality public spaces;

c) Enable and support healthy lifestyles, for example through the provision of safe and accessible green infrastructure and layouts that encourage walking and cycling.”

¹ Department for Communities and Local Government (19 February, 2019). *National Planning Policy Framework*

Chapter 11 Making Effective Use of Land

- B1.6 In paragraph 117, it states that *planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.*

Chapter 12 Achieving well-designed places

- B1.7 In paragraph 124, it states that *the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.*

- B1.8 In paragraph 127, it states that the planning policies and decisions should ensure that development:
- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
 - b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
 - c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
 - d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
 - f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

- B1.9 In paragraph 128, it states that *design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.*

Chapter 14 Meeting the change of climate change, flooding and coastal change planning for climate change

- B1.10 In paragraph 150, it states that *new development should be planned for in ways that: a) when development is brought forward in areas which are vulnerable, care should be taken to ensure that risks*

can be managed through suitable adaption measures, including through the planning of green infrastructure...

Chapter 15 Conserving and enhancing the natural environment

B1.11 In paragraph 170, it states that planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services...;*
- c) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
- d) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and*
- e) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.*

B1.12 In paragraph 171, it states that Plans should: *distinguish between the hierarchy of international, national and locally designated sites; allocate land with the least environmental or amenity value, where consistent with other policies in this Framework; take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.*

B1.13 In paragraph 180, it state that *planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development.*

Current Local Planning Policies

B1.14 The Site lies within the administrative boundary of Hillingdon Borough Council, the strategic planning policies that guide planning decisions are set out in the adopted Local Plan. Currently, this consists of the following development plan documents:

- The Hillingdon Local Plan: Part 1 – Strategic Policies;
- The extant 2007 Saved Unitary Development Plan policies adopted as the Hillingdon Local Plan: Part 2; and
- The London Plan consolidated with alterations since 2011 was published by the Mayor in March 2016.

The Hillingdon Local Plan Part 1 – Strategic Policies

B1.15 The Hillingdon Local Plan Part 1 Strategic Policies was adopted in November 2012, setting out the long term vision and objectives for the Borough. The Local Plan encourages sustainable use of land, resources and natural environment, and the design of development that minimises harmful impacts on climate, biodiversity, landscape and neighbourhoods. In the context of the Site and Proposed Development, the following policies are of relevance to landscape / townscape and visual matters:

- Policy BE1: Built Environment
- Policy EM1: Climate Change Adaption and Mitigation
- Policy EM2: Green Belt, Metropolitan Open Land and Green Chains
- Policy EM4: Open Space and Informal Recreation
- Policy EM5: Flood Risk Management
- Policy EM7: Biodiversity and Geological Conservation

London Borough of Hillingdon Unitary Development Plan (UDP) – Saved Policies 2007

B1.16 The UDP was Hillingdon's long term development strategy. The strategic policies have been replaced by the Local Plan Part 1 and the remaining UDP policies have been saved until it's replaced by the Local Plan Part 2 documents. In the context of the Site and Proposed Development, the following policies are of relevance to landscape / townscape and visual matters

- Policy OL5: *the local planning authority will normally only permit proposals for development adjacent to or conspicuous from the Green Belt if it would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated.*
- Policy OL15: *the local planning authority will seek to protect the landscape of countryside conservation areas from development and/or activities which would detract from the special character of these landscapes.*
- Policy OL21: *the local planning authority will support proposals to reclaim/restore damaged, derelict and otherwise degraded land subject to such proposals according with the policies of this plan and other environmental considerations.*
- Policy OL26: *the local planning authority will protect trees and woodlands and encourage the preservation, proper management and in appropriate locations the extension of woodlands. Proposals for development in the more rural areas of the borough should be accompanied by proposals or landscaping and tree planting wherever practicable, and the retention of existing landscaping features where appropriate.*
- Policy EC5: *in determining planning applications the local planning authority may require certain on-site ecological features to be retained in new developments and seek to enhance the nature conservation and ecological interest of sites or create new habitats through the use of planning conditions attached to planning permissions or through planning agreements negotiated with developers.*
- Policy BE4: *new development within or on the fringes of conservation areas will be expected to preserve or enhance those features which contribute to their special architectural and visual qualities;*

development should avoid the demolition or loss of such features. There will be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area. Applications for planning permission should contain full details, including siting and design, or replacement buildings. Applications for consent for demolition will depend upon the submission and approval of such details.

- *Policy BE5: within areas of special local character new development should harmonise with the materials, design features, architectural style and building heights predominant in the area. Extensions to dwellings should respect the symmetry of the original buildings.*
- *Policy BE13: development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance.*
- *Policy BE19: the local planning authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area.*
- *Policy BE21: planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.*
- *Policy BE23: new residential buildings or extensions should provide or maintain external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings, and which is usable in terms of its shape and siting.*
- *Policy BE35: when considering proposals for major development adjacent to and visible from major road and rail connections to heathrow and central london, namely the m4 and heathrow spur, the a4, the a40, the paddington to bristol and the marylebone to birmingham railway lines and the heathrow express link, the local planning authority will seek to ensure:*
 - (i) that development is of a high standard of design, layout and landscape;*
 - (ii) that where opportunities arise, attractive views and important local landmarks are opened up from these transport corridors.*
- *Policy BE38: development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate. Planning applicants for planning consent will be required to provide an accurate tree survey showing the location, height, spread and species of all trees where their proposals would affect any existing trees.*
- *Policy BE39: the local planning authority recognises the importance of tree preservation orders in protecting trees and woodlands in the landscape and will make orders where the possible loss of trees or woodlands would have a significant impact on their surroundings.*
- *Policy OE1: planning permission will not normally be granted for uses and associated structures which are, or are likely to become, detrimental to the character or amenities of surrounding properties or the area generally, because of:*
 - (i) the siting or appearance;*
 - (ii) The storage or display of vehicles, goods, equipment or other merchandise;*

(iii) *traffic generation and congestion;*

(iv) *noise and vibration or the emission of dust, smell or other pollutants, unless sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable.*

The London Plan – March 2016

B1.17 The London Plan was produced by the Greater London Authority to set out the overall strategic plan for London over the next 20-25 years. It is also legally part of the development plan that has to be taken into account when planning decisions are taken. In the context of the Site and Proposed Development, the following policies are of relevance to landscape / townscape and visual matters:

- Policy 3.5 Quality and Design of Housing Development
- Policy 5.3 Sustainable Design and Construction
- Policy 5.10 Urban Greening
- Policy 5.11 Green Roof and Development Site Environs
- Policy 7.4 Local Character
- Policy 7.5 Public Realm
- Policy 7.6 Architecture
- Policy 7.7 Location and Design of Tall and Large Buildings
- Policy 7.19 Biodiversity and Access to Nature

Emerging Local Planning Policies

Local Plan Part 2 – Revised Proposed Submission Version October 2015

B1.18 The Local Plan Part 2 was submitted to the Secretary of State in May 2018, which comprises Development Management Policies, Site Allocations and Designations and the Policy Map. Once adopted it will deliver the detail of the strategic policies set out in the Local Plan Part 1. Together they will form a comprehensive development strategy for the borough up to 2026. In the context of the Site and Proposed Development, the following policies are of relevance to townscape and visual matters:

- *Policy DMHB 1 Heritage Assets* states that buildings and structures in close proximity to heritage assets, should not compromise its setting;
- *Policy DMHB 2 Listed Buildings* states that planning permission will not be granted for proposals which are considered detrimental to the setting of Listed Buildings;
- *Policy DMHB 10 High Buildings and Structures* states that any proposals for a high building or structure will be required to respond to the local dominant context;
- *Policy DMHG 11 Design of New Development* states that all development will be required to be designed to the highest standards and incorporating principles of good design including harmonising with local context, ensuring the use of high quality building materials and finishes, protecting valuable features, landscaping and tree planting to enhance amenity, biodiversity and green infrastructure...;

- *Policy DMHB 12 Street and Public Realm* states that development should be well integrated with the surrounding area and accessible, such as improving legibility, responding to established townscape character, and incorporating landscape treatments that contribute to local green infrastructure...;
- *Policy DMHB 14 Trees and Landscaping* states that all development will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit; to provide a landscape scheme appropriate to the local character; to include living walls and roofs for high rise buildings...;
- *Policy DMEI 1 Living Walls and Roofs and on-site Vegetation* states that all major development should incorporate living roof and/or walls into the development;
- *Policy DMEI 6 Development in Green Edge Locations* states that new development adjacent to Green Belt should incorporate proposals to assimilate development into the surrounding area by the use of extensive peripheral landscaping to site boundaries;
- *Policy DMCI 4 Open Spaces in New Development* states that proposals for major new residential development will be supported where they make provision for new open space...; and
- *Policy DMT 5 Pedestrian and Cyclists* states that development proposals should ensure the provision of a high quality and safe public realm or interface with the public realm, which connects the site to the wider network.

Site Allocations and Designations

- B1.19 The Site Allocations and Designation document sets out sites for development to meet the Borough's need to 2026. It promotes the flexible use of land but also controls the scale, access and quantum of development. The Site occupies the western end of Site B as defined in Policy SA14 Master Brewer and Hillingdon Circus, Hillingdon and it will form an essential part of the future local centre of North Hillingdon. SA14 is considered to be suitable for residential-led mixed use development.
- B1.20 In particular to the Site and Proposed Development, Policy SA14 states that development should secure substantial planting and landscaping, enhance the local shopping and residential environment, create a neighbourhood that has clear link to North Hillingdon, and keep scale and massing of buildings with local character.

Policies Map Atlas of Changes

- B1.21 The Policies Map is presented as an Atlas of Changes to the existing UDP Proposals Map. It shows the policy designation and allocations identified in the Development Management Policies document and Site Allocation and Designations. The Policies Map is referenced and included on Figure 2 Planning and Environmental Designations at Appendix C.

Evidence Base and Technical Studies

London Borough of Hillingdon Green Belt Assessment Update

- B1.22 The Site lies adjacent to the designated Green Belt. This study has been prepared to provide an analysis of the Green Belt in Hillingdon, in the context of the NPPF and Local Plan. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The five purposes of Green Belt as stated in NPPF are:
- To check unrestricted sprawl of large built up areas;
 - To prevent neighbourhood towns merging in to one another;
 - To assist safeguarding the countryside from encroachment;

- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging and recycling of derelict and other urban land.

Emerging London Plan

Draft London Plan – Consolidated Suggested Changes Version July 2019

B1.19 The current 2016 Plan is still the adopted Development Plan, but the DRAFT London Plan is a material consideration in planning decisions. In the context of the Site and Proposed Development, the following policies are of relevance to landscape / townscape and visual matters:

Policy GG2 Making the best use of the land

- Enable the development of brownfields;
- Apply a design-led approach to determine the optimum development capacity;
- Understand what is valued about existing places and use this as a catalyst for place-making;
- Protect and enhance London's open spaces, including the Green Belt and local spaces, and promote the creation of new green infrastructure and urban greening;

Policy D1 London's form, character and capacity for growth

B1.20 *Borough should undertake area assessments to define the characteristics, qualities and value of different places within the plan area to develop an understanding of different areas' capacity for growth. Area assessments should cover the elements listed below, amongst others:*

- Urban form and structure (for example townscape, block pattern, urban grain, extent of frontages, building heights and density);
- existing and planned transport networks (particularly walking and cycling networks);
- open space networks, green infrastructure...;
- topography and hydrology;
- views and landmarks.

Policy D1B Optimising site capacity through the design-led approach

- All development must make the best use of land by following a design-led approach that optimise the capacity of the sites, including site allocations;
- Development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions;
- Encourage and facilitate active travel with convenient and inclusive pedestrian and cycling routes...
- Be street-based with clearly defined public and private environment;
- Achieve safe, secure and inclusive environment;
- Respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect;
- Provide spaces and buildings that maximise opportunities for urban greening;

Policy D2 Delivering good design

- Where appropriate, visual, environmental and movement and assessments should be undertaken to analyse potential design options;

Policy D7 Public Realm

- Opportunities to create new public realm should be encouraged and explored;
- Based on an understanding of how the public realm in an area functions and create a sense of place;
- Incorporate green infrastructure such as street trees and other vegetation into the public realm;

Policy D8 Tall Buildings

B1.21 Development proposals should address the following impacts:

- Long-range views – these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views;
- Mid-range views from the surrounding neighbourhood – particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality;
- Immediate views from the surrounding streets – attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy;
- Whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding;
- Architectural quality and materials should be of an exemplary standard to ensure the appearance and architectural integrity of the building is maintained through its lifespan;
- Proposals should take account of, and avoid harm to, the significance of London's heritage assets and their settings;

Policy G1 Green Infrastructure

- Green infrastructure should be planned, designed and managed in an integrated way to achieve multiple benefits.

Policy G2 London's Green Belt

- The development proposals that would harm the Green Belt should be refused;
- The enhancement of the Green Belt to provide appropriate multi-functional beneficial users for Londoners should be supported; and
- Openness and permanence are essential characteristics of the Green Belt, but despite being open in character, some parts of the Green Belt do not provide significant benefits to Londoners as they have become derelict and unsightly.

Policy G4 Open space

- Development proposals should ensure that open space, particularly green space included as part of development remains publicly accessible

Policy G5 Urban greening

- The inclusion of urban greening measures in new development will result in an increase in green cover, and should be integral to planning the layout and design of new buildings and developments;

- Urban greening covers a wide range of options including, but not limited to, street trees, green roofs, green walls, and rain gardens;

Policy G7 Trees and woodlands

- New trees and woodland should be planted in appropriate locations in order to increase the extent of London's urban forest
- Development proposals should ensure that, wherever possible, existing trees of value are retained