

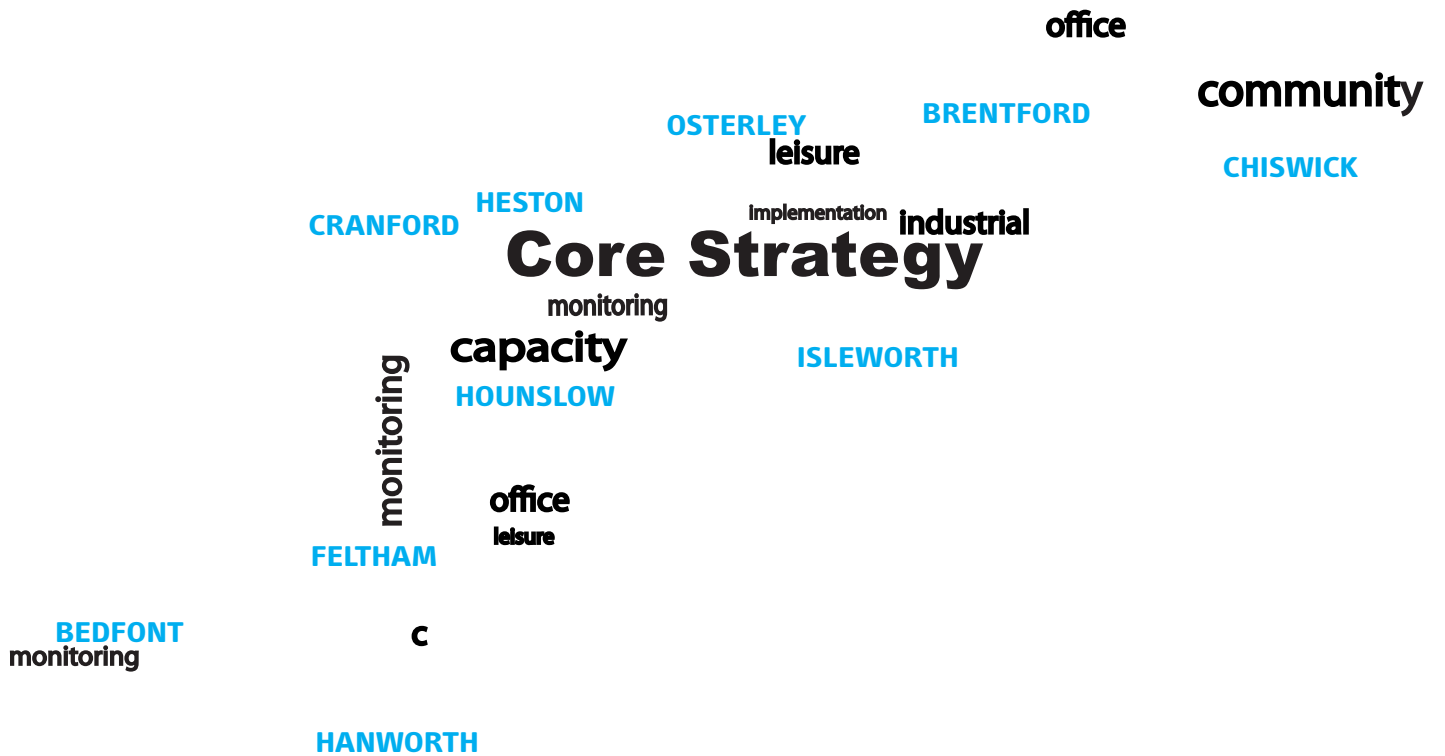


London Borough
of Hounslow

Core Strategy

Preferred Strategy

July 2011



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Summary of our Preferred Approach

- INF.1 Continue to direct major trip generating uses to areas with good public transport accessibility.
- INF.2 Safeguarding of land for transport functions to enable existing public transport operations to be maintained.
- INF.3 The Core Strategy will support more sustainable transport modes by setting maximum parking standards for new development and make provision for charging points for electric vehicles.
- INF.4 The promotion of active travel options through the prioritisation of cycle parking and routes, and promotion of high quality walking routes.
- INF.5 Continue to protect existing community facilities including schools, medical facilities, social care facilities and cultural facilities.
- INF.6 Development of an Infrastructure Delivery Plan to identify the local infrastructure required to support the anticipated population growth.
- INF.7 Identification of sites for the provision of new schools due to a current shortage of school places.
- INF.8 The Core Strategy will set standards for the future provision of sport and recreation facilities, including children's play space.
- INF.9 It is proposed to designate Local Shopping Centres, and to protect the provision of retail uses in these centres at a proportion of 50% or above.
- INF.10 The council and its partners will identify projects which will promote the use of the borough's green infrastructure and waterways.
- INF.11 The Core Strategy will continue to protect Metropolitan Green Belt and Metropolitan Open Land. It will also build on the findings of the council's PPG17 Open Space Study to identify local open space for protection as well as those areas of lower value where it may be possible to release them to help meet local infrastructure requirements.
- INF.12 Water-related uses will be prioritised on land alongside the Blue Ribbon Network to help retain the character of the borough's waterways.

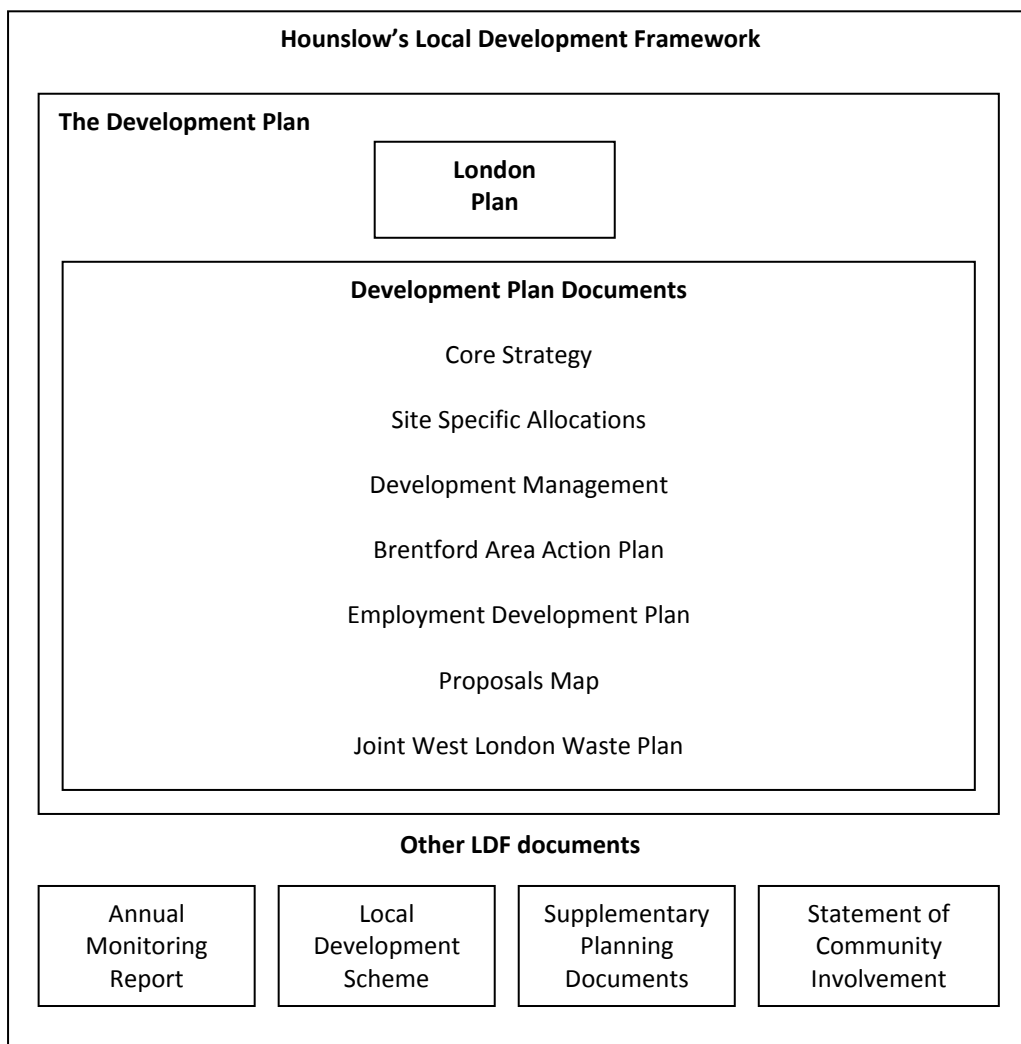
Questions

- 1. Do you agree with the council's approach to protecting and enhancing our existing sustainable transport infrastructure?**
- 2. Do you agree with the council's approach to ensuring the future provision of community facilities?**
- 3. Do you agree the protection of Local Shopping Centres for retail uses?**
- 4. Do you agree with the approach to borough's Green Infrastructure and Blue Ribbon Network?**

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1.0 What is the Core Strategy?

- 1.1 The Core Strategy is part of a range of planning documents that will guide the future physical development of Hounslow. Known collectively as the Local Development Framework (LDF), these new style planning documents will replace the Unitary Development Plan, and together with the London Plan, will be used to assess all planning applications made in the borough.
- 1.2 The Core Strategy is the key document in the LDF. It will comprise a vision for the future development the borough, together with a strategy, objectives and policies to deliver that vision. It will integrate with the borough's other programmes and strategies to provide a coherent and comprehensive spatial development plan for Hounslow. It will look forward over a period of 15 years from adoption in 2013 to 2028. It will be supported by a number of other Development Plan Documents (DPDs) including a Site Allocations DPD that will allocate sites across the borough identified as having redevelopment potential and a Development Management DPD that will translate the strategic policies set out in the Core Strategy into more detailed criteria for assessing planning applications.



2.0 Why the Preferred Strategy?

2.1 The purpose of the Preferred Strategy is to build on the Issues and Options consultation held in 2007 by setting out in the broadest way, the Council's proposed policy approach on key spatial issues. At this stage, the strategy does not include any draft policies, but instead discusses the available evidence and draws on this to propose a preferred approach in a range of topic areas. There are some areas where insufficient evidence is available to make more detailed proposals and consequently, choices will still need to be made at a later stage. However, it is intended that this consultation will set the overarching spatial approach for the emerging Core Strategy, and therefore the framework within which these more detailed decisions will be made. The consultation on the Preferred Strategy is also intended to inform the production of the Site Allocations and Development Management Development Plan Document.

2.2 The timetable for the production of the Core Strategy is as follows:

Stage	Date
Issues and Options	September 2007
Preferred Plan	July 2011
Publication of the Draft Plan	May 2012
Submission of the Plan to the Secretary of State	July 2012

2.3 The council has also already produced two development plan documents (DPDs) in advance of the Core Strategy – the Brentford Area Action Plan and the Employment Development Plan Document. It is intended that rather than retaining these as separate DPDs, their policies and proposals will be incorporated into the Core Strategy and its supporting Site Allocations and Development Management DPDs. An annex to the final document will clearly show which policies are being superseded by the Core Strategy.

3.0 Getting Involved

What has happened since the last consultation?

- 3.1 The council last consulted on Issues and Options for the Core Strategy in Summer 2007. During this time there have been a number of developments which have had an affect on the production of the Core Strategy. These include:
- Reviewing the responses to the consultation.
 - The preparation of a new Sustainable Community Strategy from September 2010 with key stakeholder workshops.
 - Adoption of the Employment Development Plan Document in December 2008
 - Adoption of the Brentford Area Action Plan in January 2009
 - Working on a sub-regional basis with other constituent boroughs of the West London Waste Authority to deliver a Joint Waste Development Plan Document.
 - Adoption of the Planning Obligations and Air Quality Supplementary Planning Documents in March 2008.
 - Completion of a visioning exercise for Hounslow town centre in January 2009 and the commissioning of a masterplan for completion in November 2011.
 - A call for development sites asking landowners and other interested parties to propose potential future development sites.
 - Completing, commissioning or contributing to a wide range of corporate needs assessments and strategies covering a range of social, economic and environmental issues.

Have your say on the Preferred Strategy

- 3.2 As part of the ongoing consultation and engagement process on the Core Strategy this document has been published for formal public consultation for a period of ten weeks from 29th July 2011 to 7th October 2011.
- 3.3 We would like to receive your comments on any part of the document but we have also included some questions to help inform your response. These are also presented in a supporting questionnaire, which is available for you to download and complete at www.hounslow.gov.uk/core_strategy. It can also be requested from

ldf@hounslow.gov.uk, and is available from the Civic Centre and your local library. Please note that all formal comments should be made in this way or in writing and will be made available for public inspection.

- 3.4 Comments are also invited on the Sustainability Appraisal Report. This assesses the proposals in the Preferred Strategy against a range of social, economic and environmental objectives. Copies of the Sustainability Appraisal are also available from the councils website as well as local libraries and the Civic Centre.

Next Steps

- 3.5 We will review all of the responses received and publish a revised document in Spring 2012 for submission to the Secretary of State.

For further information or to respond to the consultation please contact:

Planning Policy, Sustainable Planning
London Borough of Hounslow
Civic Centre
Lampton Road
Hounslow
TW3 4DN
Tel: 020 8583 5202
E-mail: ldf@hounslow.gov.uk

4.0 Future Borough – Hounslow’s Sustainable Community Strategy

- 4.1 Future Borough is Hounslow Together’s Sustainable Community Strategy containing a vision, strategy and action plan for the future of the borough to 2030. Hounslow Together is our Local Strategic Partnership of public, voluntary and business sector interests. The Sustainable Community Strategy (SCS) is the overarching strategy for a local area - demonstrating strategic direction and a long-term vision for its economic, social and environmental well-being. A key role of the Core Strategy is to implement the spatial dimensions of the SCS. The SCS ‘Vision for Hounslow 2030’ is divided into four key themes of Leadership, People, Place and Economy, which each have a set of key outcomes:

Leadership

- We will live in a borough where people and families enjoy living and choose to stay throughout their lives
- We will take coordinated action as partners to tackle the key local challenges which affect us all
- We will deliver local public services through seamless, responsive, efficient partnerships

People

- We will live in a borough safe from crime, disorder and danger
- We will be active citizens, involved in volunteering and engaged in our strong, vibrant and united community
- We will live healthier, more independent lives
- We will have tackled inequalities and improved the life chances for vulnerable people
- Our children will have the best start in life, growing into confident individuals and responsible citizens

Place

- We will enjoy and maximise use of our built and natural environment – protecting and enhancing it
- We will live in an attractive, well designed, sustainable borough with good access to infrastructure and services
- We will reduce our impact on the environment and protect ourselves from its effects

Economy

- We will be better educated and more skilled
- We will have more and better local employment opportunities for residents of the borough
- We will be an attractive borough in which to invest and do business

We will also be working to achieve our four ‘Ambition Projects’:

1. Regeneration of our Town Centres
2. Leisure and/or Performance venue
3. Green high tech industry
4. University borough

- 4.3 The Core Strategy will contribute to the achievement of these outcomes through its objectives and policies.

5.0 Strategic Policy Context

- 5.1 The Mayor of London's London Plan sets a social, economic and environmental framework for the future development of the capital, providing the London-wide context for borough planning policies. Our LDF documents must be in general conformity with the London Plan. Our planning documents must also be consistent with national planning policy prepared by the government in Planning Policy Statements/Guidance (PPS/PPG), unless we have strong evidence that an alternative approach is more appropriate in Hounslow.

6.0 Understanding our borough

- 6.1 Geographically situated in outer West London, Hounslow is large borough covering approximately 22 square miles. Stretching from Chiswick in the west to the boundaries of Heathrow Airport in the west, the transition from the urban environment of London's suburbs to the semi-rural environment of the urban fringe takes place within Hounslow. The borough has a mix of residential, commercial and industrial land uses interlaced with several waterways including the River Thames and large areas of open space.
- 6.2 For many visitors to London, Hounslow is the gateway to the capital. It is ideally located for national transport links with easy access to Heathrow and motorways linking Central London to the south west, Wales, the Midlands and beyond. It is also a borough with a strong heritage represented by historic landmarks such as Chiswick House and Syon Park showing the borough's early development. More recently, Hounslow has grown around London's developing road and waterway networks with areas such as the A4 Great West Road now functioning as one of London's strategic employment centres.
- 6.3 The borough is currently home to over 230,000 people and continues to grow. Our people are diverse, from many backgrounds, ages, abilities and faiths, but they share great ambitions for our borough and its future. Our communities are focused around our town centres – Chiswick, Hounslow, Brentford and Feltham and their suburbs, and our urban villages of Heston, Bedfont, Isleworth, Hanworth and Cranford. Each of these localities has its own character and attractions.

6.4 To understand Hounslow's needs and drivers more fully in preparation of the Core Strategy we have:

- Undertaken a Local Economic Assessment – to assess the economic need and potential of the borough, bringing together skills, business, employment and environmental agendas to inform a future Economic Development Strategy
- Completed a Strategic Housing Market Assessment to identify local affordable housing need and to provide an assessment of the characteristics of the wider housing market in terms of housing need and demand.
- Produce annually a Joint Strategic Needs Assessment which brings together analysis of needs in relation to local demographics, housing, health and wellbeing, crime and safety, and place.
- Prepared a School Place Planning Strategy for the period 2010 to 2020 to identify the requirement for additional school places within the borough. We are also working on a sequential assessment to identify potential future sites for new school provision.
- Carried out an audit of all open space and sports and recreation facilities to assess the level and quality of provision.
- Assessed the need for additional retail floorspace in the borough through a Retail Needs Assessment and undertaken an audit of local shopping provision.
- Prepared an evidence base in support of policies for reducing carbon emissions.
- We are still completing an employment land review update and will need to undertake further work in assessing local infrastructure capacity.

6.3 The detailed findings from this evidence base are summarised in more detail in the relevant sections of the document, however it is possible to identify some key challenges and opportunities for the borough going forward which have informed our emerging spatial vision:

- A growing population – set to rise by 9.8% by 2031 which will have significant implications for local service delivery.¹
- A growing population of under 15s – set to rise by 12% by 2031 putting pressure on school places.²

¹ GLA Population Predictions from 2009 levels

² GLA Population Predictions from 2009 levels

- High levels of obesity, inactivity and obesity related illness – with higher than average levels of childhood obesity.³
- There is a high level of housing need: the annual requirement for new affordable housing of over 4,000, when the total newbuild plans are only a tenth of that amount.
- Inequalities between different areas of the borough – including significant levels of child poverty. Twelve areas in the borough rank in the 20% most deprived areas nationally and 29.3% of the borough’s children are considered to be living in poverty.⁴
- The Council’s emerging PPG17 Open Space Study indicates that there are 6.65 hectares of open space per 1,000 population in the borough, which is well above the average of comparable boroughs (3.5 ha/1,000) and the nationally recognised 6 Acre Standard (2.4 ha/1,000).
- Economic downturn and reductions in public sector spending with a low forecast in job growth to 2031.⁵
- Hounslow businesses are more likely to employ workers from outside the borough than residents of Hounslow; this is particularly true in relation to higher level occupations. Consequently, there are substantial flows of both in and out commuters which has significant implications in terms of congestion.
- High levels of low skilled adult residents with an overdependence on low skilled out of borough jobs. Many residents – an estimated 15% of the population - rely on Heathrow for employment.
- Under performing town centres – Hounslow is the worst performing of London’s 11 metropolitan town centres.
- Climate change and the need to adapt to its effects – Government climate change target of 80% reduction in greenhouse gas emissions by 2050.⁶
- Congestion and subsequent issues of noise and air pollution which have negative impact on the health and living conditions of our residents.

6.4 Together, these issues make it clear that the spatial vision needs to focus on changing a number of existing dynamics in the borough to improve our economic

³ 2008/09 National Child Measurement Programme

⁴ DCLG, Indices of multiple deprivation 2009 and Hounslow Child Poverty Needs Assessment

⁵ GLA Working Paper 39 Borough Employment Projections

⁶ 2008 Climate Change Act

sustainability and in turn, harness this investment to improve the quality of life for current and future residents.

7.0 Emerging Spatial Vision

- 7.1 Over the next 20 years the borough will experience population growth through a combination of rising birth rates and lower mortality rates. This will be added to in the daytime by the creation of over 8,000 new jobs. It is expected that this growth will occur regardless of the proposals put forward in this Strategy, as a consequence of the dynamics and flows that affect a global city such as a London. As such, an alternative approach which seeks to restrict growth would be inherently unachievable. However, the Council consider that it is imperative that this growth is shaped in such a way as to address the needs outlined in the proceeding sections. Moving forward, the borough will be reliant on private investment to stimulate change and it is the intention that the Core Strategy directs this investment in such a way as to harness the positive benefits for our current and future residents. In addition, the council consider it could be appropriate for the borough to accept growth at levels above existing projections where this will meet specific needs such as the provision of affordable housing or through the employment of local residents within the borough.
- 7.2 As the resident and workforce populations of the borough continue to grow, so does the imperative for high quality sustainable solutions. In order to accommodate this growth in as sustainable a way as possible we need to ensure that our residents have access to appropriate jobs and services at as local a level as possible. Whilst it would be naive to treat Hounslow as an island, it would also be irresponsible not to try and address the high levels of commuting and cross boundary movement that currently takes place on a daily basis exacerbating the problems of congestion, air pollution and poor environmental quality which blight parts of the borough.
- 7.3 We believe opportunities exist within Hounslow to provide more jobs than the existing employment projections indicate. Grasping this opportunity will mean working with existing employers to help facilitate expansion and job growth, and actively seeking to deliver the regeneration of our town centres in part through the use of the council assets. We are also committed to meeting the housing needs of residents through the provision of additional housing. It is hoped that this combined provision of additional quality homes, jobs and services will encourage more people to commit to Hounslow and could well result in greater convergence of the workplace and resident economies. In turn this would be helpful both in relation to

overall economic growth but also in terms of reducing the need for travel, and subsequent positive environmental benefits.

Preferred Objectives

7.4 To achieve this level of commitment to our borough, it is vital that we harness the opportunities presented to change perceptions of Hounslow, making sure that people have every reason to live, work or invest in our borough. To achieve this, the Core Strategy will need to make progress on a number of objectives:

1.0 Regenerating our town centres as the heart of our communities, retaining more local spend in our economy, and improving local service provision.

2.0 Providing an environment conducive to new business with opportunities for socialising in an attractive environment to help stimulate new economic investment, and to reduce the need to commute outside the borough.

3.0 Providing a variety of types and tenure of housing including affordable housing, aspirational family homes, and high quality provision for the elderly to allow people to choose to live in Hounslow throughout their lives.

4.0 Improving the appearance of the borough and the quality of life for our residents through regeneration, high quality of design and the promotion of local character.

5.0 Reducing carbon emissions, pollution and managing flood risk by setting higher local requirements for sustainable design and construction.

6.0 Promoting more sustainable and active travel modes to reduce emissions and to encourage more healthy and active lifestyles.

7.0 Ensuring that the provision of community facilities such as schools and local shops are seen as a positive reason for living in the borough.

8.0 Promoting and improving our green spaces and heritage assets to encourage inward investment, visitors and recreational activities.

7.5 Taken together these actions will not only enable significant growth to be accommodated in a sustainable way, but it will also greatly enhance the lives of existing residents, workers and visitors to the borough.

7.6 Five key policy areas can be derived from the emerging Spatial Vision which have been used to structure the document:

- 1 – Spatial Strategy** –identifies those key areas for change in the borough including our town centres and the Great West Road.
- 2 – Economy and Jobs** – seeks to enhance the economic role of the borough by attracting investment and protecting existing employment land.
- 3 – Housing** – sets out the requirements for new homes in the borough and for the protection of the existing stock.
- 4 – Environmental Challenges** – addresses the major design and sustainability issues facing the borough including climate change.
- 5 – Local Infrastructure and Services** – ensure the provision of the services and infrastructure necessary to support growth including open space.

Questions

1. Do you agree with the proposed eight objectives for the Core Strategy?
2. Would you like to add or change any objectives?

8.0 Spatial Strategy

Preferred Policy Approach

S.1 Invigorating our Town Centres

S.1.1 It is vital that our town centres begin to pull their weight and better serve our resident and business communities. It is acknowledged that these ambitions have been a priority for the Council for some time and that progress has not been as quick as would have been hoped. However, we are committed to finding new ways to bring about the rejuvenation of these centres, and to direct and encourage the investment required. The Core Strategy is a key part of this renewed approach and will have to define the future role of these centres. The four centres differ substantially from each other in terms of character, performance and immediate prospects. However, a positive approach to their economic development and regeneration is important for the future success of all.

Hounslow town centre

S.1.2 Hounslow is the largest of the borough's four town centres and is the only one identified as a Metropolitan centre in the London Plan. However, it is arguably facing the greatest challenges. Hounslow needs to re-define and nurture its economic role which could include the following measures:

- *Promoting Hounslow with regard to retail, leisure, culture, recreation and tourism.* If Hounslow (borough) is to encourage more people to commit to living in the area long term, rather than using it as an escalator to move up and out, then the town centre needs to function more fully as a Metropolitan centre. It needs to be a place where people converge to access key services and to enjoy their leisure time and a focus for economic activities in its own right. Hence Hounslow town centre needs critical mass as an economic centre. It needs a far stronger offer in relation to recreation, culture and the arts which is a current significant weakness. Future development must also be of very high quality as perceptions of the town centre need to be changed.
- *Harnessing the scope of the town centre in relation to emerging high value-added knowledge based activities.* There may be scope to encourage new business starts underpinned by strong social networks. In planning terms, appropriate provision could be made e.g. incubator office space. Given the scale of empty office premises within the town centre, this is a possibility that could be explored further. However, success in this regard would not just be a consequence of the right sort of premises, there must also be improved provision for social aspects of business such as cafes and restaurants.

S.1.3 The council is already in the process of preparing a masterplan to look in detail at the options for the future development of Hounslow town centre. The outcome of the masterplan process due for completion in November 2011 will inform future stages of Core Strategy preparation, and it is proposed that an Area Action Plan is prepared to implement the proposals in the masterplan.

Brentford town centre

S.1.4 In economic terms, Brentford town centre has many important assets: a waterfront location, a railway station and an impressive portfolio of large employers nearby. It also already has an Area Action Plan which sets out a comprehensive strategy for the regeneration of the town centre, the revitalisation of those vacant sites on the Great West Road and rejuvenation of its waterside areas. However, progress on the regeneration of Brentford town centre has not progressed since the adoption of the Area Action Plan. It is therefore proposed that Core Strategy will re-visit and replace the Area Action Plan, including the policy for Brentford town centre, taking account of the following:

- *Opportunity to regenerate Brentford town centre as a place for doing business within a vibrant urban environment.* There is opportunity for Brentford town centre to develop a stronger links to the large corporations located on the Great West Road (Golden Mile). Increasingly, these firms are looking for social and networking spaces outside of their own office buildings and this in turn presents a clear opportunity for Brentford town centre. It is likely that a strong customer base would be attracted from amongst the employees of and visitors to the corporations on the Golden Mile.
- *Continue the approach to town centre regeneration set out in the Brentford Area Action Plan.* An increase in town centre floorspace will be promoted by the council in order to enhance its retail, social and community role in a manner that reflects its role as a relatively small District centre. Growth should take place within a consolidated town centre in a way that enhances the image of the town and captures the distinctiveness of Brentford's unique waterside character. A diverse range of uses should be provided which are accessible to all.

Feltham town centre

S.1.5 Among the four centres, Feltham appears to have made the most substantial progress over the last 5 years. This is certainly true in terms of the town centre environment and measures of town centre performance, but also on the basis of the area's overall performance in terms of a reduction in the overall level of deprivation. However, looking ahead, the regeneration of Feltham will be a continuing priority if the progress made over recent years is to be sustained. Some potential options for the Core Strategy include:

- *Exploring the scope for forging stronger connections between Feltham town centre, the Leisure West development, Feltham Arenas and the railway station.* Currently, there appears to be little real relationship between these three key local assets and pedestrian access between the all three is uninviting.
- *Defining the future role of Feltham Arenas and how this will support activity within the town centre.* Feltham Arenas could be an important local asset providing recreational opportunities for local residents. The council is currently exploring future options for this site and it is intended that the Core Strategy or a supporting Area Action Plan will allocate the site for a range of uses.
- *Recognising the strong dependence of the area on Heathrow Airport and taking steps to design in resilience.* Feltham is very dependent of the airport – both as a employer of its residents and as a market for businesses in the vicinity. This relationship is doubled edged. Given the likely automation of some routine activities at Heathrow it could be that employment opportunities are reduced. In this context, a commitment to up skilling will be important on an ongoing basis and it will also be imperative to continue to create a wide range of employment opportunities.

S.1.6 It is proposed that more detailed proposals for Feltham town centre and the surrounding area could be explored through the preparation of an Area Action Plan.

Chiswick town centre

S.1.7 Chiswick is the most successful of the four Hounslow towns. It has a thriving media cluster and a vibrant town centre, founded on good transport links and an increasingly strong relationship between Chiswick High Road and Chiswick Business Park. It is also lively and vibrant outside shopping hours because of the amount of residential properties in and surrounding the centre and the number of restaurants and public houses. As unlike the other three town centres, there is no significant development land available within the centre itself, opportunities for further expansion or intensification are limited. The Core Strategy will therefore focus on requiring enhancement and consolidation rather than regeneration.

S.1.8 There are some specific areas of concern for the Core Strategy to address. The continuous pressure for additional evening uses needs to be balanced against ensuring the amenity of local residents. The quality of environment, which is adversely affected by traffic, and provision of shoppers parking also need to be improved, where possible.

S.2 Securing New Investment on the Golden Mile

- S.2.1 The Great West Road is an important employment location within London and in the borough itself. The Great West Road has been an important landmark since opening in 1925 and has acted as a pull to major companies throughout its history. The Council is committed to supporting its role as a centre for employment and a distinctive and worthy gateway to and from London.
- S.2.2 The intrinsic locational advantages of the Golden Mile – proximity to Heathrow and central London – continue to be of enormous value and benefit: they are central to the agglomerative economic processes and there is nothing to suggest that these are diminishing in their influence. However, in relation to the Golden Mile there are two increasing drawbacks. The first is concerned with access and transport. Notwithstanding the significant efforts that have been made, the Golden Mile is still poorly served in relation to public transport and the road network is highly congested. There are also considerable environmental problems associated with the high levels of traffic resulting in high levels of air and noise pollution which are unacceptable locally and globally. The second problem relates to the lack of provision of social and networking spaces for doing business such as coffee shops and restaurants.
- S.2.3 The regeneration of nearby town centre economies – notably Brentford – would provide a welcome boost to the Great West Road. The provision of some high quality residential accommodation through changes of use of vacant sites on the Great West Road is also taking place. But new business also need to be encouraged to invest in the Golden Mile, and given both its visibility and overall relation to Heathrow Airport, it ought to remain a prime focus for international inward investment.
- S.2.4 The benefits of such an approach would be the retention of those major corporations that already provide a significant number of jobs. In addition, creating the potential for such businesses to expand their operations could significantly increase the number of new jobs created in the borough compared against the current projections. The council already has concerns that population growth in the borough could outstrip employment growth leading to increased out-commuting. Securing new investment on the Golden Mile has the potential to make a significant impact on addressing this disparity.
- S.2.5 However, there are also a number of planning issues which will need to be overcome if such expansion is to be achieved. The first is that in principle the significant expansion of high trip generating uses such as offices in areas with low public transport accessibility is not supported because of the likely negative transport and environmental impacts. It is also clear from the Local Economic Assessment that one

of the key requirements to securing this investment will be the provision of additional parking. The borough's current parking standard for office developments on the Great West Road is 1 space per 100m² of office floorspace which was the minimum possible at a strategic level. However, the new London Plan makes provision for boroughs to set a standard of 1 space per 50m² if certain stringent criteria can be met. These criteria include a regeneration need, no adverse impact on congestion or air quality, a lack (now and in the future of public transport), a lack of existing parking provisions, a commitment to provide space for electric and car club vehicles, bicycles and parking for disabled people above the minimum thresholds, and a requirement via travel plans to reduce provision over time.

- S.2.6 The Core Strategy will need to address all of these criteria and allow for increased parking provision if further investment along the Golden Mile is to be possible in both economic and planning terms. It will also be critical that all new development along the Great West Road embraces sustainability in all its forms and integrates measures within the proposals that deliver the most innovative and sustainable solutions possible in this high profile location.

S.3 Heathrow Opportunity Area

- S.3.1 The Heathrow Opportunity Area is proposed in the London Plan as a growth area which includes parts of both the boroughs of Hounslow and Hillingdon. The indicative total land area of the Opportunity Area is 700 hectares. However, this substantial area remains largely undefined except for references to the continuing the rejuvenation of Feltham and further developing the borough's strategic industrial offer in support of operations at Heathrow. The London Plan also gives ambitious indicative increases in employment and housing capacity of approximately 12,000 jobs and 9,000 new homes to be accommodated within this area. Although it is acknowledged that these must be subject to more detailed capacity testing, the council consider that given the constraints of large areas of Green Belt and limited public transport capacity, our ability to contribute to these growth figures will be limited. In addition, it is already proposed that through the Core Strategy and its supporting documents the council will consider the options for Feltham town centre. The Core Strategy will also put in place policies for managing the supply of industrial land within the borough building on the approach in the existing Employment DPD. This Core Strategy will therefore determine the local capacity for growth and will form the basis of any future work with the Mayor of London on the Heathrow Opportunity Area. It is not intended that the Core Strategy identify the extent of the Heathrow Opportunity Area boundary until further work is developed by the Mayor.

S.4 Areas for Regeneration

S.4.1 Areas across London which have an index of deprivation that places them in the 20% most deprived areas in country, have been identified by the Mayor of London for prioritisation for neighbourhood based action and investment. There are a number of these areas in Hounslow focused around Brentford, Isleworth, Hanworth and Heston where there is a concentration of local authority housing. The Mayor of London requires that boroughs should identify these Areas for Regeneration and set out integrated spatial policies that bring together regeneration, development and transport proposals with wider improvements in learning and skills, health, safety, access, employment, environment and housing. It proposed that in conjunction with the Sustainable Community Strategy and the Housing Strategy, the Core Strategy will identify these areas alongside opportunities to secure improvements for example through securing more mixed communities, transport improvements or environmental enhancements. It is proposed that in terms of the Core Strategy, an approach to these areas would be to alter the requirement in terms of affordable housing tenures in new developments to allow for the creation of more mixed communities.

S.5 Suburban Hounslow

S.5.1 Whilst some areas of the borough are anticipated to see considerable change during lifetime of the Core Strategy, there will also be areas of much more limited change where development opportunities are very limited. Such areas include the distinctive urban villages which make up the borough such as Isleworth, Bedfont, Hounslow West, Heston, Cranford and Hanworth, as well as the suburbs that surround our town centres. It is proposed that the Core Strategy will include proposals to protect and enhance the function and character of such areas. This will include protecting local shopping provision including the provision of day-to-day services, a focus on protecting family housing by restricting Houses in Multiple Occupation, back garden developments and conversions of houses to flats, enhancing character by securing environmental improvements and with greater attention to heritage and other place-making cues including existing density levels. There is also the opportunity to consider the prioritisation of high quality housing in such areas to help address the disparity between the borough's workplace and resident populations.

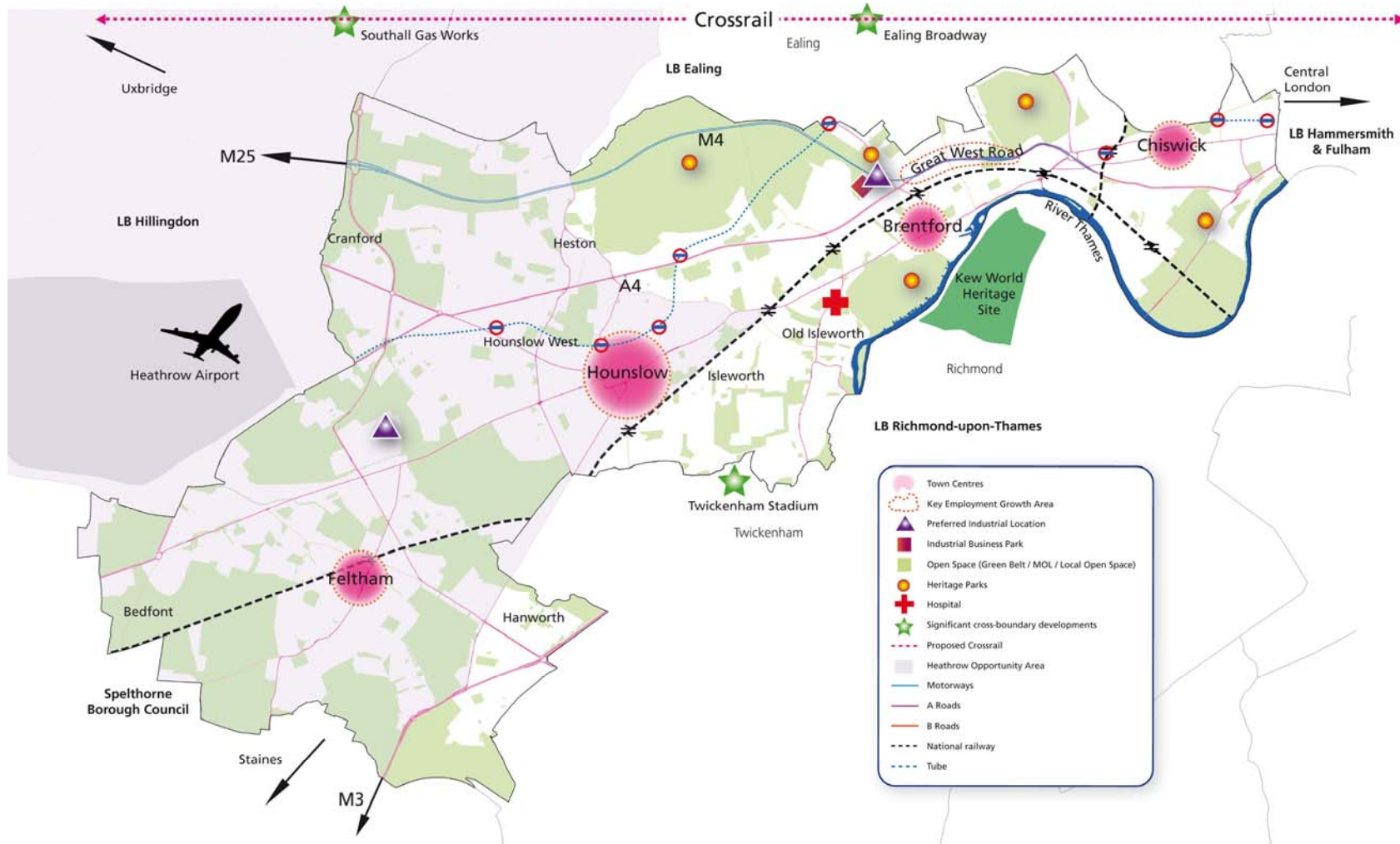
S.6 Utilising the borough's open spaces

S.6.1 A considerable amount of work has been undertaken to assess the quantity and quality of open space in the borough in preparation of an Open Space strategy. This has identified a provision of 6.65 hectares of public open space per 1,000 of population. This is considerably higher than the average for comparative boroughs of 3.5 hectares, and the national 6 acre standard of 2.4 hectares. The quality and

value of all of these spaces has also been assessed to help inform the appropriate policy approach. In line with national and regional policy the Core Strategy will continue to protect Metropolitan Green Belt (MGB) and Metropolitan Open Land (MOL). Work has completed to review both the MGB and MOL boundary to ensure that it is clearly defined and defensible and this has resulted in some very minor amendments. It is not proposed to consider any further alterations to these boundaries.

S.6.2 In terms of Local Open Space, the council will continue to designate those spaces that have been assessed as having a high value within the supporting Open Space Audit. The Core Strategy will also seek to secure improvements to such spaces, particularly where they have been identified as currently of low quality. However, due to the existing high level of public open space provision and shortage of land available, the council consider that open space assessed as low value may be surplus to requirements where alternative provision is available. Where the release of such land to alternative uses is considered appropriate, priority will be given to the provision of local infrastructure and enabling development which may be required to deliver that facility. Specifically, this may include the allocation of sites for additional school provision.

Figure 1 - Spatial Diagram



Summary of our Preferred Spatial Strategy

- S.1 Prioritise the regeneration of our town centres so that they better serve the needs of our resident's and workforce.
- S.2 Consider the potential for securing new investment on the Great West Road through the expansion of existing businesses. This will include allowing for increased parking provision. Such an approach will need to be tested against potential traffic and environmental constraints.
- S.3 Determine the local capacity for growth in the west of the borough to inform the basis of any future work with the Mayor on the Heathrow Opportunity Area.
- S.4 Identify Regeneration Areas across the borough and put in place measures to develop more mixed communities such as removing the requirement for additional affordable housing in specific circumstances.
- S.5 Improve the quality and distinctiveness of our suburbs as places to live by protecting local shopping provision and family housing, as well as maintaining and enhancing their character.
- S.6 Continue to protect Metropolitan Green Belt and Metropolitan Open Land, and promote areas of heritage or sporting value. Consider the release of those local open spaces assessed as low value for the provision of supporting local infrastructure where required.

Questions

- 1. How do you think the proposed spatial vision responds to the challenges facing the borough over the next 15 years?**
- 2. Do you agree with the preferred spatial approach? Are there any other areas for change we should be considering?**

9.0 Economy and Jobs

9.1 The borough's location adjacent to Heathrow, and its intersection by many of the major transport routes into the capital from the south and west, has led to an economic geography characterised by distinct concentrations of commercial and industrial activities in the borough's town centres and along our road, rail and waterway routes. These intrinsic locational advantages have enabled the borough to attract a number of major international companies that together constitute a significant element of Hounslow's workplace economy, alongside 7,000 smaller businesses. The high rate of business formation in the borough suggests the economy is highly entrepreneurial.

9.2 It is also an economy heavily influenced by Heathrow airport, whose supply chain accounts for between 10-20% of Hounslow's economic base. However, these strengths have also led to problems of traffic congestion, noise and air pollution as increasing numbers travel into and through the borough to work. The role of the Core Strategy is to recognise and develop the role of these different economic places, both to enhance the borough's overall economic role and to create new job opportunities for our growing population, whilst balancing this against other sustainability objectives. To achieve this we need to consider how we better harness the advantages of our location and respond to the changing ways in which business is done, whilst also managing some of the constraints, most notably those relating to transport.

Key Facts

- The borough has a working age population of 164,000 of which 116,000 are in employment.
- The total number of employee jobs in the borough is around 120,000.
- The number of active businesses is just over 10,000, with 7,000 employing fewer than five people and less than 900 employing more than 20. Consequently, although relatively few in number, the larger firms do account for a significant share of the workplace economy.
- Only 1 in 3 of Hounslow's workers is employed within the borough. Consequently there is net in-commuting from places such as Ealing, Richmond-upon-Thames and Surrey. The most common workplace destinations for Hounslow's residents are Hillingdon (the home of Heathrow Airport), Richmond and central London.
- The borough's economy is ranked the 40th best performing area (of 379) in the UK, a rank that places it in the top 15% nationally.⁷
- Hounslow's business profile is characterised by a high proportion of businesses engaged in wholesale, transport and storage; information and communications; business administration;

⁷ UK Competitiveness Index 2010 (UKCI), Centre for International Competitiveness at the University of Wales Institute, Cardiff

arts, recreation and other services; hotels and catering; and professional, scientific and technical services.

- There are a relatively low proportion of enterprises engaged in manufacturing, construction, financial services and public sector services.
- Employment projections for Hounslow indicate a modest growth of 8,000 jobs in the borough over the 20 year period from 2011 to 2031. However, the Local Economic Assessment identifies specific local factors such as the future role of our large corporations, Heathrow airport and town centre regeneration which are likely to mean that employment growth in the borough exceeds these projections.
- Heathrow Airport is an important market for businesses based in the Borough, perhaps 10-15% of business have some kind of supply link and 20% of employment in the Borough depends on the Heathrow supply chain.
- Approaching 11,000 or 1 in 10 of the borough's working population are employed at Heathrow airport
- The role of Hounslow's town centre economies is focused on distribution (including hotels and catering) and a range of business services. However, there is continuing evidence of limited investment in the town centres – particularly Hounslow and Brentford.
- It is estimated that the level of spending on retail and commercial leisure will grow by over £350 million and £100 million respectively over the next 10 years. However, in comparison to other boroughs, there is a low level of retention of expenditure on clothing and household goods. In contrast there is high level of retention of expenditure on food and other convenience goods although the large majority of this expenditure is at out of centre superstores.
- Overall, the most economically deprived ward in the borough is Hanworth with other pockets in Brentford, Isleworth and Heston.

What previous consultation has told us

9.3 The Council has already produced a new set of Employment policies in the form of the adopted Employment Development Plan Document (November 2008). The DPD was prepared in advance of the Core Strategy in response to concerns about the future of employment sites on the Great West Road, and to help provide a framework for the regeneration of the Brentford area, which was taken forward in parallel through the Brentford Area Action Plan.

9.4 The overarching vision from the Employment DPD was for 'a borough with a thriving economy, where there is sufficient land and floorspace to accommodate projected employment growth'. Its objectives also seek to ensure that new employment development is appropriately located, to encourage diversity in the range of employment sectors and business sizes and to improve the opportunity for residents in the borough through training and education. The DPD also implemented the industrial land hierarchy set out in the London Plan through the identification of Strategic and Locally Significant Industrial Locations.

9.5 Since the Employment DPD was adopted, there has been renewed emphasis at the national level of planning for economic growth and prosperity. A Local Economic Assessment has also been undertaken to assess both the current economic character

of the borough and its future prospects. We have also commissioned a new Employment Land Review to look again at the capacity available to accommodate our projected employment growth. The Core Strategy therefore allows us the opportunity to reconsider the objectives in the Employment DPD in the light of this new policy and information, and renew the spatial economic objectives for the borough.

- 9.6 In relation to the economic performance of the borough's town centres, Hounslow is seen as a poorly performing. Support was shown for addressing this through further shopping development and promoting the evening economy. Feltham Town Centre is seen to be performing well. Further shopping development and promoting the evening economy is still supported. Chiswick Town Centre is also seen to be performing well, but further shopping development is not widely supported. Chiswick is already seen as having a vibrant evening economy, but further development of this nature is not widely supported. Consultation on the Brentford Area Action Plan showed widespread support for the regeneration of Brentford town centre to enable to better serve the needs of its community.

Preferred Policy Approach

E.1 Promoting Hounslow as a place to 'do business'

- E.1.1 Hounslow is an intrinsically competitive place: it is part of a genuine world city. Through Heathrow Airport, it benefits from first rate international and national connectivity; and is home to some major international corporations. However, whilst there are some very successful places there are also some that are underperforming economically such as Brentford and Hounslow town centres. There is also a strong reliance on a relatively small number of major employers that are potentially footloose creating risks should they chose to relocate. Thus whilst our overall economic prospects appear reasonably strong, there are some key actions for delivery through the Core Strategy which could help to improve both the borough's overall economic performance and improve its attractiveness as place to do business. The most important actions are linked to transport, housing, supply of local workers and the provision of 'social space' for doing business.
- E.1.2 In economic terms, Hounslow's transport problems are amongst its most pressing. In part, these are the flip side of the economic benefits which arise from clustering in places such as the Great West Road. Progress has been made over recent years through travel planning and improvements have been made to local bus services as a result of planning obligations. However, with no major improvements in the public transport network planned, the challenges will remain acute. In the future, appropriate solutions will continue to need to be found and it may be that emerging

mechanisms for the financing of local infrastructure have a role to play. However, at the same time, it will also be important that the Core Strategy's plans for economic growth within the borough are consistent with increasing the overall efficiency of the transport infrastructure. The improvement of existing parking provision levels in view of the limited public transport provision in locations such as the Great West Road will also be secured through the Core Strategy subject to environmental and traffic constraints.

E.1.3 As evidenced through patterns of migration, Hounslow has the characteristics of a place where people want to move 'in, on, up and out'. Encouraging more people, particularly those in more highly skilled occupations to commit to Hounslow for the longer term would improve overall economic prospects and would assist in the greater convergence of the workplace and resident economies. The current weaknesses of the borough's residential offer relate to relatively poor leisure and service provision particularly in some of our town centres, and the limited provision of good quality housing at prices that are affordable to the majority of households. Core Strategy policies relating to town centre regeneration and housing mix and design will therefore play a crucial role in securing the borough's future prosperity.

E.1.4 A third key factor for consideration is how to encourage local businesses to make better use of the local labour supply. The borough's resident working age population is already quite well qualified with the incidence of high level qualifications close to the London average. However, in terms of occupations, Hounslow residents are more likely to work in lower order occupations than the average across London. This is supported by commuting data which suggests net in-commuting amongst those in higher level occupations and net out-commuting amongst those in lower ones. Together these measures point to a disconnection between the borough's workplace and residential populations. The people who live in Hounslow are not, typically, the people employed by Hounslow's businesses. This has serious knock-on implications for the borough not only in terms of the overall prosperity of local people but in terms of the considerable strain on our transport infrastructure. The critical question for the Core Strategy is what steps we can take to encourage our businesses to employ our residents. Primarily this will be through the seeking of planning obligations to support local employment and training initiatives. However, there may also be a need to consider how the promotion of local employment initiatives could factor in our approach to business consolidation in less accessible parts of the borough as part of an overall strategy to reduce congestion.

E.1.5 A final, important action for the Core Strategy relates to the changing nature of 'doing business' and the move to more 'open' innovation. Consequently, the process of social networking is coming to the fore as a business process. In physical terms, the implication is that increasingly, it is coffee shops and restaurants that are

places where business is being done. In this context, Hounslow's town centres have a critical role to play in relation to long term borough-level competitiveness. Currently, only one of the four town centres – Chiswick – is fulfilling this role and it is no coincidence that this is the most vibrant area within the borough's economy. Given its relationship with the Golden Mile, the greatest future potential in this respect exists for Brentford.

- E.1.6 The major corporations on the Great West Road do not currently have access to proximate 'social and networking' spaces, and for Brentford, particularly given its canalside frontage – there is potential to meet this demand/ need. There is also potential to harness more effectively the borough's green spaces and heritage assets in order to promote the borough as place for 'doing business'. The Core Strategy will have a key role to play both in promoting town centre regeneration and enhancing the borough's open spaces.

E.2. Increasing Retail and Leisure Market Shares

- E.2.1 The council jointly commissioned the West London Retail Needs Study (RNS) (2010) to assess the requirements for future retail and commercial leisure uses within the borough. The study uses two key inputs on spending patterns and spending growth to project the future need for retail floor space in the borough. It also draws on wider data on town centre performance such as vacancy and environmental quality to make qualitative recommendations on the need for redevelopment within the borough's different shopping centres. It is clear that overall, the boroughs town centres retain a relatively low share of local resident's expenditure on clothing and household goods. Whilst the majority of expenditure on food is retained in the borough, this is primarily spent in out of centre supermarkets. This shows that at the broadest level the borough's town centres are not serving their local community. Consequently, there is the opportunity to improve the quality of the retail and leisure offer in our town centres in order to respond to longer term competition and to clawback some of the expenditure lost to out of centre destinations. There is also a qualitative opportunity to relieve the overtrading of foodstores in the east of the borough through town centre redevelopment in order to encourage competition and linked trips.
- E.2.2 Based on adopting the scenario of improving the borough's overall market share, the RNS identifies the quantitative need for 68,000m² of comparison goods floorspace by 2021. Broken down by the four centres, 30,500m² is required in Hounslow town centre to help it clawback trade from its competitors and 6,000m² in Brentford to help it to continue to fulfil its role as a District centre. The projected increase in expenditure also creates a need for additional comparison floorspace in Chiswick and Feltham respectively, if they are to retain their market share. By contrast, the need for additional convenience floorspace in the borough is limited at 7,600m² by

2021. The majority of this need is in Brentford where there is an opportunity to clawback trade from out of centre supermarkets, and in Chiswick where there is evidence of overtrading which could justify additional floorspace. In addition the RNS also identifies a requirement for 8,600m² of commercial leisure uses such as cafes and restaurants by 2021. It is proposed that the Core Strategy responds positively to the identified need by supporting the principle of increasing the borough's overall market share. Through the supporting Site Allocations Development Plan Document it is proposed that sites will be identified to support the scale of floorspace required based on the following principles:

- Ensuring new investment in Hounslow town centre is secured to allow it to continue to fulfil its metropolitan role in the light of the competition.
- Consider any town centre sites in Chiswick which might offer scope for intensification
- Assess the scope for Feltham to consolidate the success of 'The Centre' and consolidate peripheral parts of the centre to increase the overall retail offer.
- Continue to promote the redevelopment of Brentford town centre as a district centre.
- Resist further major out of centre floorspace due to the borough having a high proportion of out of centre spending and identify sequentially preferable sites within our existing town centres.

E.3 Employment Development Locations

E.3.1 The borough's main employment locations comprise its town centres, and outside them, over a hundred definable industrial and commercial areas. There are three Strategic Industrial Locations, two in Brentford and one in Feltham, as well over 30 designated Locally Significant Industrial Sites, concentrated in the centre and the west of the borough. Other notable commercial locations are the Key Existing Office Locations on the Great West Road, and at Chiswick Park and Bedfont Lakes. These areas are home to all of the borough's major corporations including GSK, BSKyB, IBM and QVC.

E.3.2 It is evident from the description above that much of the employment development in the borough has taken place away from its town centres, in areas which lack adequate infrastructure to support the workforce and consequently are heavily reliant on the private car. Whilst it is obviously inappropriate to locate industrial warehousing uses in the boroughs town centres, the dispersal of commercial development to peripheral areas has contributed to a loss of economic vitality in some of the borough's town centres and has resulted in significant congestion which

in itself is also having damaging effects on the economy. Access to the strategic road network will remain a key consideration for the distribution uses that characterise the borough's industrial locations, allowing access to Heathrow and beyond. Much of the industrial activity is in the west of the borough and is there as a result of the proximity to Heathrow.

E.3.3 In recognition of the need to rejuvenate of town centres, the existing Employment DPD directs new offices, hotels and conference facilities to the borough's most sustainable locations identified as the town centres and Chiswick Business Park. It also allows for limited expansion of those existing businesses in less accessible locations. Similarly, new industrial development is directed to existing industrial areas. The DPD also seeks to retain the employment function of designated out of centre office and industrial locations to maintain the borough's overall employment capacity. It is proposed that this overall approach is maintained in the Core Strategy. However, in relation to the Great West Road area, the Local Economic Assessment does raise the question about whether in order to retain its economic role, further inward investment should be encouraged along the Golden Mile. Coincidentally, the London Plan also encourages the renewal of outer London's office stock in viable locations such as the 'Golden Mile'. However, this support is subject to making the area more sustainable in transport terms. It is therefore proposed that the Core Strategy revisits the vision for the Great West Road set out in the Brentford Area Action Plan to consider options for attracting further investment, and balance these against the transport and environmental constraints.

E.4 Maintaining Employment Capacity

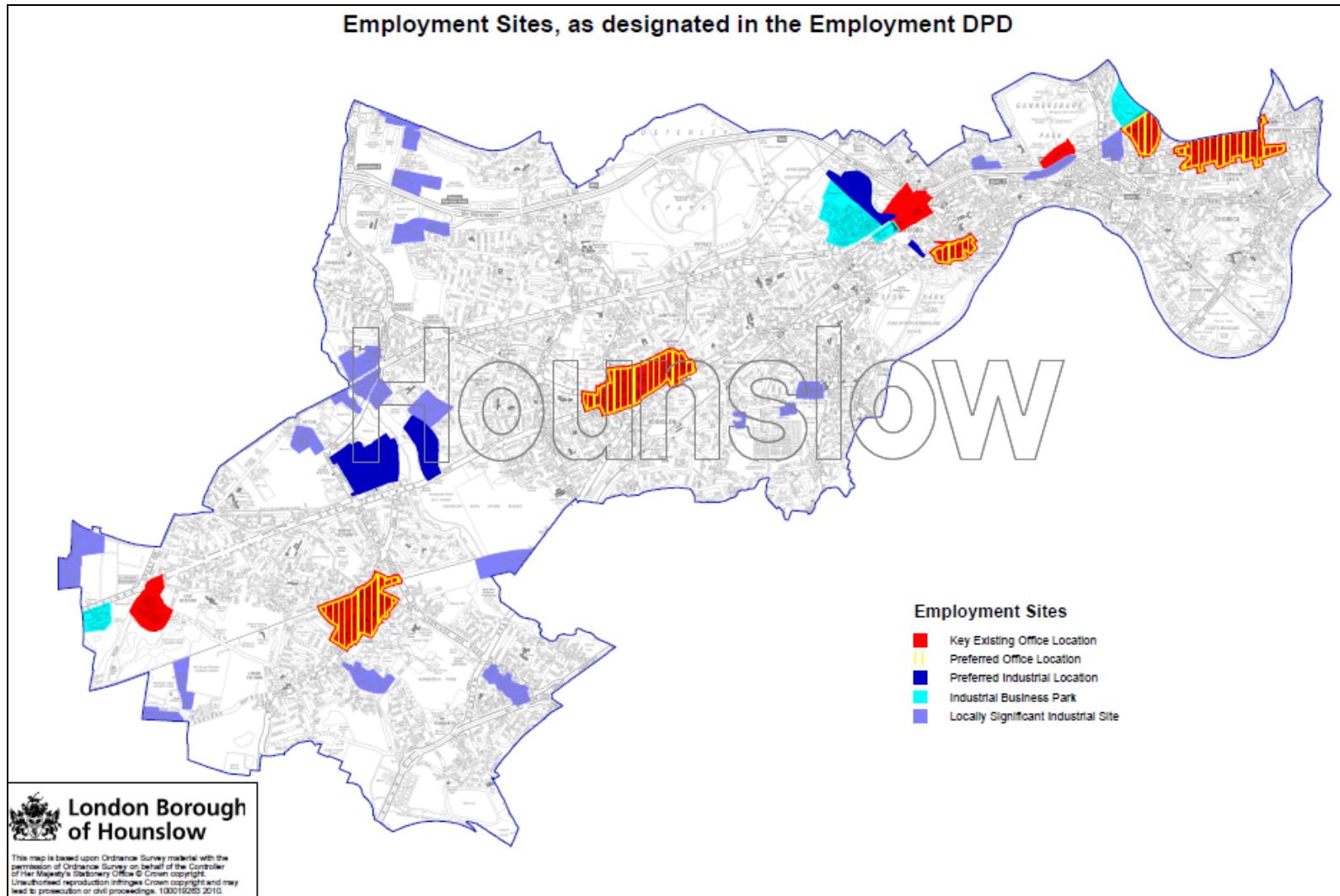
E.4.1 To promote sustainable development and to allow the borough to accommodate future employment growth, the Core Strategy will need to ensure that there is sufficient employment capacity. Capacity is defined as land and floorspace available to accommodate businesses and consequently jobs. An additional 8,000 jobs are projected in the borough between 2011 and 2031 (GLA Economics) with a decrease in industrial employment countered by an increase in office-based jobs. The council will seek to maintain its employment role by protecting sufficient land to accommodate this growth. The council has recently commissioned a new Employment Land Review to re-assess the borough's overall employment capacity. The findings of this review will inform the designations made through the Core Strategy.

E.4.2 In terms of industrial land, the borough has three Strategic Industrial Locations identified by the London Plan which are the Brentford (Transport Avenue) and North Feltham Trading Estate Preferred Industrial Locations and the Great West Road Industrial Business Park. We also have 36 identified Locally Significant Industrial Sites which are considered to be locally important in providing capacity to accommodate

future industrial and warehousing employment growth. It is proposed that the designation of these sites alongside other industrial locations will be reviewed based on the findings of our employment land review. In line with strategic policies, the Core Strategy will also need to demonstrate how industrial sites will be planned and managed in local circumstances. The London Plan currently places the borough in the 'Restricted' release category for the transfer of industrial land to other uses. This means that we are considered to have low levels of industrial land relative to demand. Boroughs in this category are therefore encouraged to adopt a more restrictive approach to transfer and our policies will need to reflect this requirement. Initial findings from the Employment Land Review update indicate that it may be appropriate to extend the protection of existing industrial estates to all those over 0.25 hectares in size to prevent further loss of capacity.

E.4.3 Office employment in the borough is located primarily in the out of centre commercial locations of Bedfont Lakes and Chiswick business parks, and the Great West Road. There is some smaller business accommodation within the borough's town centres but this is quite limited. The London Office Policy Review (2009) identifies Hounslow's office market as performing well relative to other outer London boroughs. This is driven primarily by the clustering effects along the A4 corridor. During the lifetime of the Core Strategy, it is projected that there will be an increase of just over 9,000 jobs in office based employment. This translates into a requirement for just over 100,000m² of new office floorspace. However, based on the current development pipeline, the supply of new office space is greater than projected demand by approximately one half. The Employment Land Review will update this capacity assessment. In broader terms, the Local Economic Assessment identifies some further considerations which could have an impact on these trends. There is genuine uncertainty with regard to employment prospects linked to the large corporations whose decisions could have a disproportionate impact on Hounslow's prospects for economic growth. Should they seek to increase their employment levels in the borough, they could have a significant bearing on overall jobs numbers which is not easily modelled. In addition, the realisation of our proposals for town centre regeneration ought to result in net jobs creation on a scale that could make an impact on employment projections. In the context set out above, the Core Strategy will continue to protect those key existing office developments which make a significant contribution to employment in the borough, and direct new office development to our town centres. However, as discussed earlier in this section we may also need to consider how to pro-actively manage new investment by existing companies into some of our existing out of centre commercial hubs.

Figure 2 - Employment Sites in the Borough



E.5 Hotel Provision

- E.5.1 In recent years, there has been significant investment in the hotel sector within the borough with over 1,500 hotel bedrooms in the pipeline. This growth is supported at the strategic level by the London Plan which seeks 40,000 net additional hotel bedrooms across London in the 20 year period to 2031, as well as an improvement in the range and quality of provision, especially in Outer London boroughs such as Hounslow. Hounslow has attracted a range of different hotels from the more limited service hotels such as Travel Lodge, to luxury operators such as the Waldorf Astoria in Syon Park. The overarching driver appears to be proximity to Heathrow Airport. It is proposed that the Core Strategy continue the approach set out in the existing Employment DPD of directing proposals for visitor accommodation and conference facilities to the borough's town centres as the most sustainable locations. It is also recognised that hotels can contribute to strengthening the role of town centres by providing a range of employment opportunities, contributing to regeneration and allowing visitors to easily access town centre facilities.

E.6 Improving Job Opportunities and Accessibility

- E.6.1 There is a need to improve the links between our businesses and our local workforce. There is currently net out commuting by our residents to lower skill jobs and other workers commuting in to the borough to work in higher level occupations. As mentioned previously, this in and out commuting places considerable strain on our transport infrastructure and causes considerable congestion on the borough's roads. Working towards a better balance of in and out commuters will help to ease this congestion and improve business stability. The Core Strategy also has a role more generally in helping more people into work. This can be achieved in two key ways. Firstly, by ensuring that development contributes to job brokerage and training schemes to help local people into employment. Secondly, by directing new jobs to those areas of the borough well-served by public transport and seeking to improve transport links to those employment areas which are currently less accessible.

Economy and Jobs - Summary of our Preferred Approach

- E.1 Enhance the borough as location 'to do business' by focusing on improvements to our sustainable transport links, regenerating our town centres, providing more, quality housing, and enabling local residents to access more jobs with Hounslow businesses.
- E.2 Increasing the market share of Hounslow's four town centres to clawback trade for competing centres, and to allow those centres to better serve the needs of their local communities.
- E.3 To focus future employment growth in our town centres and Chiswick Park which offer the greatest accessibility by all modes of transport. However, in recognition of the strategic and local importance of existing major employers along the Great West Road, the Core Strategy will explore options for supporting future expansion in this location subject to the appropriate mitigation of transport and air quality constraints.
- E.4 To maintain the borough's existing industrial hierarchy subject to the findings of the on-going Employment Land Review. To ensure a balance between demand and supply for office accommodation, taking into account existing employment projections, expansion by existing business and the regeneration of our town centres.
- E.5 Continue to direct future hotel provision to the borough's town centres as the most accessible locations and to help widen their economic role.
- E.6 Promote measures that support our resident's access local employment opportunities.

Questions

1. **Do you agree with the proposed approach for improving the borough as an attractive location to new businesses?**
2. **Do you agree with the proposed approach of seeking to increase the retail and leisure market share of each of the borough's town centres?**
3. **Do you agree with the proposed approach to the future expansion of existing employers along the Great West Road 'Golden Mile'?**
4. **Do you agree with the council's proposed approach to the protection of employment land?**
5. **Do you agree that hotels should continue to be directed to our town centres?**
6. **Do you agree that the Core Strategy should we help more local people into work?**

10.0 Housing

10.1 There is already high demand for housing in the borough and we face significant challenges in meeting the future housing needs of our residents. The provision of quality affordable housing also continues to be a key local priority. Accordingly, our overall aim through the Core Strategy is to increase the supply of new homes, and in a way that meets the needs of the borough's growing population. The needs identified from the council's evidence base include ensuring a choice of housing options - particularly affordable housing and aspirational family homes, and preventing overcrowding and addressing under occupation through offering a range of housing types and sizes. We also want to provide high quality living environment through well designed new homes and mixed communities that work. Finally it is important to recognise the importance of our existing housing stock which we seek to and maintain and enhance.

Key Facts

- Hounslow's population is predicted to increase by 15,000 people over the next 15 years (GLA 2009 Projections)
- It is estimated that there are 91,000 homes in the borough.
- The Mayor of London has set the borough a target of building at least a further 470 new homes per year.
- There is projected to be a decrease in household size over the next 15 years.
- The tenure profile in the borough is strongly inclined towards renting at 42.4% which is about 10% higher than the national average. The Private Rented Sector has significantly increased as a proportion of the stock from to approximately 20%, whilst 22% of the borough's housing stock is rented from the council or another social landlords.
- The tenure mix of housing varies spatially across the borough with private rented housing mostly in central Hounslow and Chiswick, owner occupation particularly in Osterley, Heston and Feltham, and social rented in Brentford, Isleworth, Cranford and Hanworth.
- The council's Housing Market Assessment identified an outflow of households with children and an inflow of couples and single person households without children. The main draw for those moving into the borough is employment opportunities whilst the primary reason for leaving was to seek larger accommodation.
- Overcrowding and under occupation are key housing issues in Hounslow.
- Affordability is a key requirement for new housing in Hounslow as earnings are comparatively low compared to the national where as house price levels are 50% above the average for England.
- The council's Market Assessment identifies a need for over 4,000 new affordable homes per year to meet demand. The level of need is greatest in Central Hounslow and the West area, and lowest in Chiswick. To meet this demand it is recommended that the council seek the maximum achievable proportion of affordable housing from new development of 50%.
- In common with national trends Hounslow has an ageing population. Statistics show that disability increase with age which is likely to increase the demand for specialist housing provision.

What previous consultation has told us

- 10.2 Respondents were asked whether the Core Strategy should seek to exceed the London Plan housing by a minimal amount, by many, or by many only if the housing met specific needs or provided additional benefits. There was greatest support for minimally exceeding the London Plan target.
- 10.3 The locations seen as most suitable for new housing development were town centres and edge of centres. The consultation highlighted that these locations were considered to be suitable for higher density housing, such as flats and terraced housing. The type of sites seen to best accommodate additional housing were existing employment sites not suited to industrial or office use. The least supported option was existing open space. The consultation also raised questions relating to housing density, with support for higher density development in places with good access to public transport, cycling routes and walking, and in close proximity to services.
- 10.4 Respondents showed diverse opinions on options for the provision of affordable housing, with half of respondents favouring an approach that would require 50% affordable housing on all sites above the chosen threshold. The remaining half of respondents agreed that the proportion of affordable housing required should vary depending on the size of the site, meaning that larger sites would contribute more.
- 10.5 Concern has been expressed through the consultation about the large quantity of small residential units and the small number of larger houses in new development. Respondents favoured an approach that would require a mix of housing sizes that applies to all tenures of housing across the borough. However, they also felt that targets should be set in line with the findings of the Housing Needs Study and Strategic Housing Market Assessment. The questionnaire also covered issues relating to hostels and houses in multi-occupation (HMOs). In relation to existing HMOs there was general agreement that an over concentration of HMOs can be detrimental to the character of an area and hinder the development of sustainable communities..
- 10.6 Respondents favoured an approach that sought to retain and improve provision that would meet the needs of travellers on appropriate sites until a robust assessment was available.
- 10.7 Finally, the consultation covered issues relating to the accessibility of new homes, including the adaptability, flexibility and convenience of new homes suitable for residents' changing needs. There was far greater support for an option that all new homes be built to Lifetime Homes Standards, than to accommodate the needs of people with disabilities. In relation to providing new housing suitable for wheelchair

users, there was greatest support for an option that would set a required percentage based on an up-to-date assessment of housing need

Preferred Policy Approach

H.1 Number of New Homes

H.1.2 The Mayor of London has given each London borough a new housing provision target for the period 2011 to 2021. The target we have been set for this period is 4,700 new homes, which is equivalent to 470 per year for ten years. The Mayor requires, as a minimum, the council to allocate sufficient land for housing to deliver on this provision target. Our current housing trajectory shows enough residential development in the pipeline (either from planning permissions or allocated development sites) to deliver the above target for next five years. However, to continue provide sufficient capacity beyond 2015/16, the Core Strategy and supporting Site Allocations Development Plan Document will need to identify new housing development sites across the borough.

H.1.3 The council recently undertook a 'Call for Sites' consultation to seek information from developers on potential housing sites within the borough. We are now working to consider the suitability of these sites for development and to assess their potential housing capacity. As a minimum, we will need to ensure that we identify sufficient land to meet the requirement of 470 new homes per year. However, it is proposed that in view of our housing need, it may be appropriate to build new homes at a rate above this target where it meets specific local requirements.

H.2 Location of New Homes

H.2.1 The Core Strategy will identify broad locations for future housing development within the borough. The development of new housing provides an opportunity to contribute to the wider regeneration of an area through the provision of new mixed communities. However, housing also has an impact on the need for community and social facilities within an area such as schools, roads and local parks which need to be assessed.

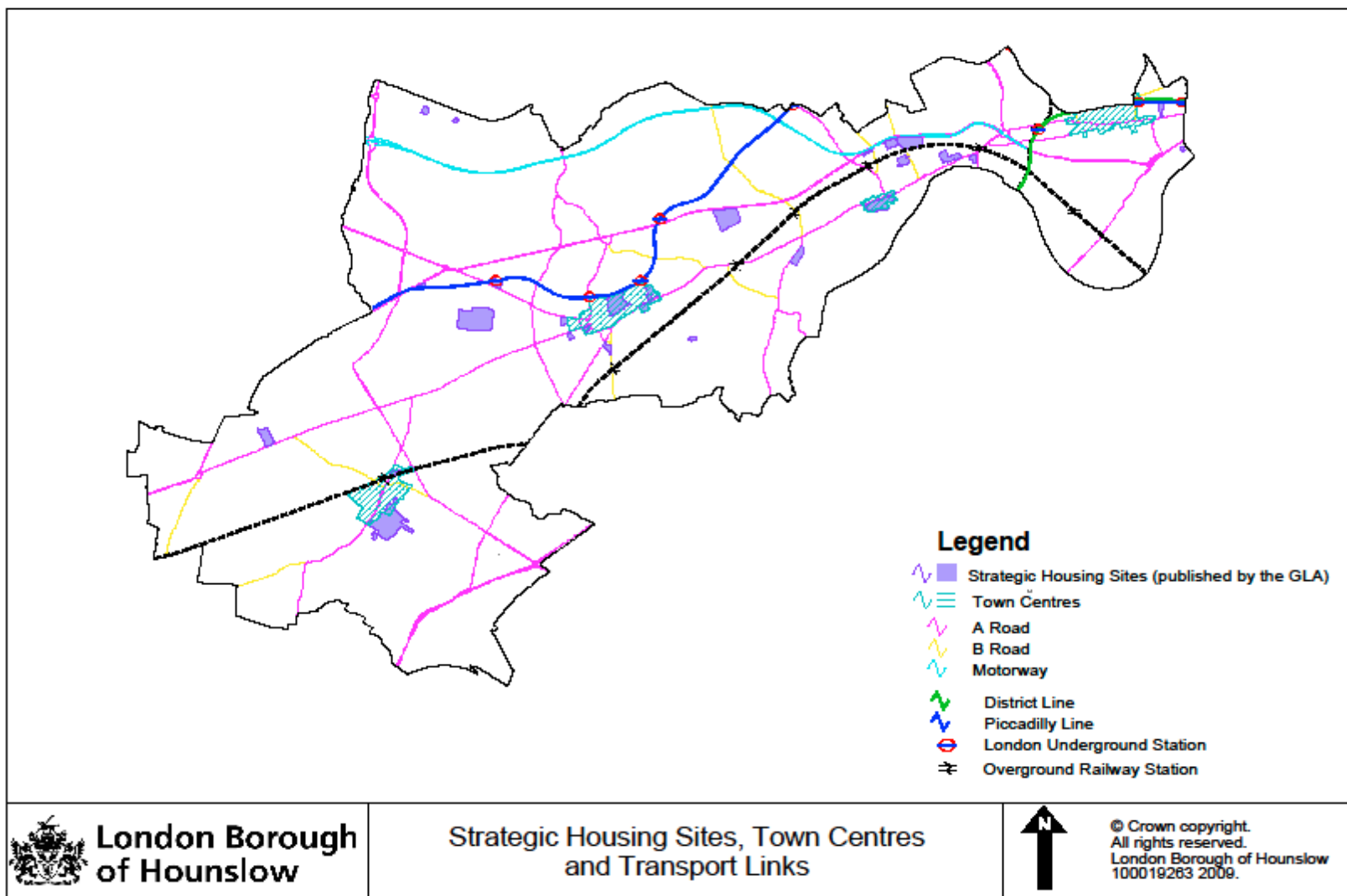
H.2.2 In general terms, the council has already identified three key areas of new housing supply within the borough which will guide the allocation of potential sites, particularly where the capacity of local supporting infrastructure is more limited. The first of these is to focus on the borough's town centres, particularly Hounslow, Brentford and Feltham where the provision of new residential communities is likely to play a key role in the wider regeneration of these centres.

H.2.3 The second is maximising the potential of opportunity sites which have been a key source of new housing within the borough in last few years. Opportunity sites

typically arise on former employment sites along the borough's main arterial roads where it has not been possible to let premises for commercial purposes for a substantial period. It is intended that these potential opportunity sites will be identified through the Site Allocations DPD so that the necessary supporting infrastructure can be assessed.

- H.2.4 The third key source is likely to be the Council's own assets, buildings and garages including those within the General Fund and the Housing Revenue Account (HRA). Again, such sites will again be identified and allocated accordingly.

Figure 3 - Map of Strategic Housing Sites in the Borough



H.3 Affordability of New Homes

H.3.1 The council recognises that there is a shortage of affordable housing in the borough for households on both low and moderate incomes. The delivery of new affordable homes is a key council priority and a key commitment as detailed in the council's Pledges and Priorities 2010 – 2014. The Pledge states that the council will have granted planning permission or allocated sites for the provision of 2,500 new affordable homes by 2014.

H.3.2 We will continue to seek the maximum provision of affordable housing on developments of 10 or more units with a target of securing 50% affordable housing provision on-site. In response to local needs, the council will also continue to prioritise the delivery of a range of affordable tenures on site including options to rent or buy. However, it is acknowledged that the Affordable Rent model is intended to be the principle element of new Homes and Communities Agency grant funded affordable housing provision. Consequently, it is proposed that the Core Strategy will set out the council's minimum requirements for future affordable housing provision as well as a methodology for assessing the value of the affordable housing component. This will allow the council to determine the most suitable range of affordable housing products on a site-by-site basis.

H.4 Size of New Homes

H.4.1 The council wishes to prioritise the delivery of family sized accommodation (three or more bedrooms) delivered both by new build properties and by providing smaller units (it is suggested that a target is set for new homes suitable for older persons). We know that many families are leaving Hounslow, in part because they cannot find suitable affordable, family sized homes within the borough. Increasing the supply of larger family homes is also an important measure to assist in tackling problems of overcrowding. Our evidence indicates a requirement for between a quarter and a third of all new housing to have three or more bedrooms both in terms of future market and affordable housing provision.

H.5 Design of New Homes

H.5.1 The council is committed to the delivery of high quality homes which are both attractive and spacious. Research undertaken by the Mayor of London highlights that the benefits of higher quality housing includes reduced crime rates, mitigation of health inequalities, better welfare and reduced costs to society and higher values for developers. Accordingly, the Mayor has proposed minimum space standards for new residential development within London. The intention is to provide a benchmark standard, based on a functional approach to the needs of future residents e.g. furniture, storage, etc. The standards are also set at a level to provide for diverse household needs over the lifetime of a property. It is proposed that

through the Core Strategy the council will require the achievement of these minimum standards for all new residential properties.

- H.5.2 As detailed in the council's Housing Strategy, the borough faces growing pressure from changes to the borough's demographics and new approaches to meet increasing demands for accessible housing have to be found. In terms of new build provision, the council will continue to require that all new properties are built to Lifetime Homes standards and to ensure that a minimum of 10% of new dwellings in each new development are specifically designed to be accessible to wheelchair users or easily adaptable to these standards.

H.6 Conversion of houses to flats

- H.6.1 The majority of the borough's existing dwelling stock consists of semi-detached and terraced two-storey three bedroom homes designed for single household occupation. However, there continues to be pressure to convert a number of these houses into smaller flats or to houses in multiple occupation (HMOs). At present conversions are not permitted where the original house is smaller than 120m². Where properties are of sufficient size to sub-divide, at least one family size unit is required in order to retain a level family housing. Through the Core Strategy, the council will seek to continue to achieve a balance between houses and converted properties to help ensure that an adequate stock of family accommodation and to safeguard the character of established residential areas. However, we propose a more restrictive policy which will restrict conversion in wards where the rates of conversions are high and may place a limitation on the maximum number of conversions and HMOs in a particular street. The policy will also apply to the demolition of homes and their replacement by flats, rather than simply conversions.

H.7 Development on Private Garden Land

- H.7.1 The government has recently changed the definition of private garden land from previously developed land to open space. This now means that developers must demonstrate that the loss of garden land is justifiable both in relation to a development's contribution to the overall level of housing provision and in terms of the intrinsic value of the open space that will be lost as a result of the new development. The Core Strategy will seek to demonstrate that there is a sufficient potential housing supply on allocated brownfield sites to meet the borough's housing target, thus removing the need to develop on private garden land. It will also seek to define the value of garden land in the borough in terms of biodiversity, flood risk mitigation and amenity value.

H.8 Provision of Supported Housing

- H.8.1 As part of the council's review of its strategy for supporting and older persons housing, consideration is being given to the need for more tenure options. This will include strategic commissioning of new mixed tenure developments for older people, particularly near transport nodes and town centres. Sites released in this way will be recycled to meet local housing needs. The Core Strategy will seek to support the implementation of the Supported Housing Strategy by identifying the potential for supported housing provision.

H.9 Gypsy and Traveller Provision

- H.9.1 The Council recognises the future housing needs of its Traveller communities. We will work with our sub-regional housing partnership (North-West London) to make provision for the identified need of 40-43 pitches.

Summary of our Preferred Approach

- H.1 The council will identify a housing land supply to meet our target of 470 units per annum. In view of the considerable housing need the council may plan to exceed this target where specific housing needs will be met and/ or where local infrastructure capacity exists.
- H.2 The borough will seek to identify future potential housing sites through the Site Allocations DPD focusing on our town centres, brownfield opportunity sites and council assets.
- H.3 We will set an affordable housing target of 50%.
- H.4 The Core Strategy will set a preferred dwelling mix which will prioritise the delivery of family housing.
- H.5 The council will adopt the Mayor's minimum space standards for all new developments and the London Plan targets for the provision of Lifetime Homes and wheelchair accessible housing.
- H.6 The council will continue to resist the conversion of existing family dwelling houses to flats or HMOs, including demolition and the replacement by new developments.
- H.7 Consideration will be given to the need set out a specific policy approach to new development on back garden land.
- H.8 The Core Strategy will support the provision of supported housing where this meets an identified local need.
- H.9 The Council will work with its sub-regional partners to identify sufficient pitches to meet the identified needs of our Gypsy and Traveller community's.

Questions

- 1. Do you agree the council should plan to exceed its London Plan target of 470 new homes per year where this meets identified local needs?**
- 2. Do you agree that the Core Strategy should set an affordable housing target of 50% based on need and a preferred tenure and dwelling mix for all new housing developments?**
- 3. Do you agree that restrictions should be placed on back garden development and conversions of family homes to flats or Houses in Multiple Occupation?**
- 4. Do you support the provision being made for specialist housing including wheelchair accessible housing, supported housing and gypsy and traveller pitches?**

11.0 Environmental Challenges

11.1 A key element of delivering sustainable communities is ensuring that new and existing developments contribute to enhancing the environment. This relates to both the built environment, in terms of urban design quality, and the natural environment in meeting the challenges of climate change and controlling pollution. As set out in the London Plan, it is important that the Core Strategy promotes high quality design that meets the needs of the community and has a positive impact on the environment. It is also critical that new development employs sustainable and design and construction techniques with a view to mitigating and adapting to climate change and contributing to the overall quality of the environment in the borough.

Key Facts

- The borough has 27 Conservation Area and over 800 listed buildings
- The borough has a number of historic parks and gardens boasting attractive stately or listed buildings, which attract visitors from all over the region. Among these are Osterley Park, Boston Manor, Chiswick House, Syon and Gunnersbury Parks.
- The carbon footprint in Hounslow is 10.82 tonnes of CO₂ per capita (2006). The sector with the highest contribution to this footprint is housing, and more specifically the electricity, gas and other fuels used in the home. This carbon footprint is lower than the London average of 11.28 tonnes of CO₂ per capita and the UK average of 12.10 tonnes of CO₂ per capita⁸.
- Energy consumption in this Borough was ninth out of the 33 London Boroughs in a list from highest to lowest in 2008. The domestic sector consumed the highest amount of energy in 2008, consuming 37 per cent all the energy consumed in the borough. This was closely followed by the industrial and commercial sector which consumed 36 per cent of all energy⁹.
- The Council's Strategic Flood Risk Assessment showed that of the 95,000 properties within the borough, approximately 16,000 of these homes and businesses are potentially at risk of flooding in a 0.1% (1 in 1000 year) flood event.
- The whole of the borough is designated as an 'Air Quality Management Area' indicating that steps need to be taken to improve local air quality.
- There are approximately 450,000 flights into and out of Heathrow Airport each year carrying 66 million passengers.
- 268,000 people are significantly affected by noise from Heathrow Airport (which means they experience noise above 57 decibels for 16 hours per day)

⁸ http://www.environment-agency.gov.uk/static/documents/Research/HOUNSLOW_factsheet.pdf

⁹ http://www.environment-agency.gov.uk/static/documents/Research/HOUNSLOW_factsheet.pdf

What previous consultation has told us

- 11.2 During the Core Strategy Issues and Options consultation (2007) priority was given to environmental and social sustainability objectives, ahead of economic objectives. This shows that the environment is recognised as a key issue for Hounslow. In particular, importance was given to enhancing the character of urban areas and identifying areas sensitive to tall buildings. Air quality and noise pollution were also highlighted as concerns – in recognition of the affect that Heathrow and high levels of traffic have on the borough. There was also strong support for applying sustainable design and construction guidelines to all new development across the borough.

Preferred Policy Approach

ENV.1 Ensuring design quality

ENV.1.1 Good design is a prerequisite for new development. It is about more than just appearance – the quality of a place is also about its identity and how it feels; how it is used, valued and enjoyed by the community; and how resilient and adaptable to change it is. Hounslow is fortunate to have many character assets - natural, historic and cultural. Many of these important heritage assets are not only important in their own right, but have influenced the quality of design nearby to the benefit of the wider area. Building on these principles, and taking forward the requirements of the London Plan, the Core Strategy will set out the local context for high quality, sustainable design.

ENV.1.2 The Design Council CABI's Building for Life (BfL) Standard includes 20 criteria to help guide the quality of new development - including proximity to community facilities, design, and sustainable construction. This approach helps to ensure that important issues such as character are considered alongside community infrastructure needs and environmental sustainability – all of which are important when delivering good place-making and sustainable design.

ENV.1.3 As recommended by Design Council CABI's Building for Life Standard¹⁰, the Core Strategy will set out an approach that seeks to achieve a high level of urban design quality and respect for local character, whilst incorporating principles of good place-making, environmental quality and sustainable construction standards. Using the Building for Life approach ensures that key issues are addressed together and are understood by all parties from the beginning of the planning process. For example, whilst

¹⁰ The Design Council CABI's Building for Life (BfL) Standard is the national benchmark for well-designed housing and neighbourhoods and is awarded to new housing projects that demonstrate a commitment to high design standards and good place making.

it is important that local character and heritage is protected, it is also important to ensure that high standards of sustainable construction are utilised. Equally, sustainable design should not be to the detriment of local character and distinctiveness.

ENV.1.4 The Core Strategy will require all major residential and non-residential development proposals to use the BfL criteria to structure Design and Access Statements that accompany planning applications. Whilst BfL is geared towards residential development, many of the principles are equally relevant to other types of development and are helpful in delivering high quality developments. Using a structured approach such as BfL can be particularly helpful when developing and assessing mixed-use and non-residential schemes, because they can be particularly challenging to successfully integrate into the existing environment. The council will consider developing local design guidance that adds to and expands Building for Life to make it more relevant to Hounslow, and applicable to all types of development. The council will also consider encouraging all new major residential developments to achieve Silver Standard as a minimum.

ENV.1.5 To inform the emerging Local Development Framework, the council is producing a borough-wide 'Context and Character Study' to identify key character areas and develop an understanding of the quality of the landscape and built environment in the borough. Through this analysis, which will explore urban design quality, heritage assets and local distinctiveness, the council will provide design criteria for new development and make recommendations for improving the existing environment. The study will help to establish the council's approach to protecting and enhancing quality of place in the borough. This will include developing "design cues" for appropriately integrating new development and improving the public realm; yield a better understanding of locations that could be suitable for tall or large buildings, and those that are not; and help strengthen the protection of character and heritage assets, including Listed Buildings and locally significant buildings, Conservation Areas, and key landscapes.

ENV.2 Enhancing our Heritage Parks

ENV.2.2 The borough has a significant number of heritage parks and houses. They include Chiswick House, Hogarth's House, Gunnersbury House and Park in the north east of the borough, Boston Manor House and Park sandwiched between the M4 and the River Brent/ Grand Union Canal, Syon House Park on the banks of the River Thames to the south of Brentford, Osterley House and Park to the west of Brentford and Hanworth House and Park in the west. These heritage assets and their green spaces are important amenities and they contribute much to the area's overall quality of life. However, in terms of their offer to businesses, these have been barely acknowledged and much less harnessed. A number of these parks are also in need

of considerable repair and refurbishment to ensure they are preserved for future generations. Gunnersbury Park and Boston Manor in particular are in need of investment. Feasibility work has already been completed in preparation of Heritage Lottery Fund bids. Given the location of these assets in proximity to the Golden Mile, it is proposed that the Core Strategy considers whether the potential exists to link their regeneration to future investment in this area and harness their potential provide the social spaces for business which are currently lacking.

ENV.3 Climate Change

ENV.3.1 At a London wide level the Mayor of London is seeking to achieve an overall reduction in London's carbon dioxide emissions of 60 per cent (below 1990 levels) by 2025. To help meet this challenging target, new and existing development in the borough will need to be energy efficient and incorporate sustainable design techniques and renewable and/or decentralised energy. The council is in the process of developing its own Climate Change Strategy and associated action plan setting out how the council and its partners will mitigate and adapt to climate change in the borough. This will include reducing carbon emissions across partner operations and promoting Hounslow as an Eco-borough.

ENV.3.2 We have also already produced an evidence base to support carbon reduction policies in the Core Strategy which is being updated to take account of recent changes in guidance and policy. The report recommends that new developments in Hounslow should be required to meet sustainable construction standards in line with the London Plan – however, the advice suggests that Hounslow could require more stringent standards to be met by prioritising issues that are particularly relevant in the borough (such as air pollution and noise) and identifying areas where developments should deliver higher sustainability standards, such as town centres and the Great West Road.

ENV.3.3 Taking forward the policies of the London Plan and the borough's emerging Climate Change Strategy, the Core Strategy will set out how new development will be required to contribute to tackling climate change. For the period 2013-2016 this will include requiring new major residential development (10 dwellings or more) to achieve Code for Sustainable Homes¹¹ Level 4, and in doing so achieve credits on issues of specific importance in Hounslow (air quality, noise attenuation, fabric energy efficiency, low and zero carbon technologies and overall CO₂ reduction). Similarly, for the period 2013-2016, non-residential developments will be required to

¹¹ The Code for Sustainable Homes (CSH) and BREEAM are environmental assessment methods for rating and certifying the performance of new homes and buildings. They include a range of criteria for scoring the performance of buildings including energy and CO₂ emission, water usage, and waste management.

meet BREEAM “Excellent” and, again, achieve credits on issues of specific importance in Hounslow.

ENV.3.4 During 2013 – 2016, the Council could also consider requiring higher standards of sustainable construction (i.e. CSH Level 5 or 6 and BREEAM ‘Outstanding’) on sites of strategic importance, such as key town centre locations. It may also be appropriate to require further sustainability measures on sites with specific environmental constraints, such as the Great West Road where traffic congestion and air quality are issues. This could include requiring BREEAM ‘Outstanding’ and additional measures to deliver sustainable transportation and air quality improvements. Such an approach would also be consistent with promoting economic development alongside the council’s ambition to be an Eco-borough. From 2016, in line with the London Plan, the Core Strategy will require new development to be zero carbon and meet CSH Level 6 and BREEAM ‘Outstanding’– in addition, the maximum available credits will be required under issues relating to air quality (nitrogen oxide reduction) and noise pollution.

ENV.3.5 Further work will be done to assess opportunities for delivering decentralised and/or renewable energy sources on key development sites in the borough, such as Combined Heat and Power (CHP). As required by the London Plan, all new developments should investigate their site’s potential for decentralised heating, cooling and power (both connecting to existing decentralised energy networks and establishing new networks on site). The Core Strategy could assist this process by identifying areas and sites that are particularly suitable for such infrastructure.

ENV.3.6 Retrofitting - the addition of new technology or features to existing buildings in order to make them more efficient and to reduce their environmental impacts - is also a key area in which the Core Strategy can help to address climate change. In particular, it will be important to highlight the need to consider other important issues, such as historic conservation. The Core Strategy will set out the council’s approach to retrofitting and outline opportunities for reducing carbon dioxide emissions from existing building stock – this will include a requirement for changes of use and domestic extensions to adhere to the relevant standards. Further work will be undertaken to explore potential synergies between new developments and existing buildings, for example sharing decentralised energy and renewable energy delivered through new development.

ENV.3.7 Together, the Climate Change Strategy and the Core Strategy will help ensure that adaptation and mitigation measures are introduced in the borough that will help to meet the challenges of climate change. There are opportunities for Hounslow to drive forward sustainable development and become an exemplar borough for

climate change adaptation and mitigation. It is considered that such an approach would be consistent with the aspiration to become an Eco-borough.

ENV.4 Managing Flood Risk

ENV.4.1 The Core Strategy will also address other areas related to climate change such as flood risk. A proportion of the Borough is affected by flooding from the River Thames and its tributaries. This means ensuring that new and existing communities are protected from flooding and implement effective flood risk management approaches in response to the effects of climate change. The Core Strategy will take forward the recommendations in the Strategic Flood Risk Assessment to inform our approach to flood risk management.

ENV.5 Environmental Quality

ENV.5.1 As highlighted through previous consultation, it is important that whilst promoting growth and regeneration in the borough, that the quality of the environment is protected and enhanced. This includes the water, air and land quality, and noise and light pollution. Hounslow's environmental quality is affected by activities associated with Heathrow airport, high levels of traffic, and other emissions from domestic and commercial premises. The high levels of oxides of nitrogen generated by these uses means that Hounslow is predicted to exceed both national and European limits for local air quality – as a result, the borough is designated as Air Quality Management Areas (areas where steps need to be taken to improve air quality). It is important that new development does not exacerbate these problems, and that new developments are protected from the effects of pollution. Aircraft noise associated with Heathrow Airport is also a significant issue in the borough – impacting on many aspects of life in Hounslow affecting people of all ages in schools, public buildings, homes and parks and open spaces. The Council's Aviation Policy (2006) set out an approach to mitigating and reducing noise pollution associated with aircraft.

ENV.5.2 New development, if not properly controlled, can also cause harm to communities and the quality of the environment by polluting or contaminating the land and water – also, existing sources of contamination need to be remediated to ensure environmental quality is maintained. For example, like most urban areas in London, the borough has a rich industrial history - this includes old landfill sites, factories, gas works and military land. All of these have the potential to cause land contamination, which, if not adequately dealt with, can pose serious threats to human health and/or the environment.

ENV.5.3 Taking forward the priorities of the London Plan and issues set out in various local documents (including the borough's Air Quality Management Areas, Aviation Policy, Contaminated Land Strategy) the Core Strategy will set out the council's position

regarding the protection of, and enhancements to, environmental quality to ensure that new and existing communities enjoy a high quality of life. This will include restricting developments that could result in unacceptable levels of noise nuisance to nearby occupiers; ensuring that new developments are 'air quality neutral' as a minimum and, where appropriate, contribute to reducing pollutant emissions (for example, contributions to off-site mitigation); ensuring that new developments are protected from pollutants; and taking every opportunity to remediate and improve areas that suffer from poor environmental quality.

ENV.6 Encouraging a more sustainable Heathrow

ENV.6.1 Although just beyond the borough boundary, Heathrow Airport has a severe impact on the environment of Hounslow particularly in terms of noise and pollution from aircraft and passengers travelling to the airport by car, traffic congestion and by attracting development pressure which can be a threat to remaining areas of open land. However, it is also important to highlight the considerable economic benefits to the borough which include the presence of many major corporations in the borough and a significant market for our businesses.

ENV.6.2 At present the government has blocked proposals for a third runway and the ending of runway alteration at Heathrow, although it is likely that future increases in capacity will continue to be promoted by the airport operator BAA. In considering proposals for increases in terminal or runway capacity either in the Borough or outside the Borough on which it might be consulted, the council will fully assess their environmental, land use, transport, economic and other relevant implications for the Borough. The council will also continue to seek improvement of the existing environmental quality, in line with Government policy, and will endeavour to ensure that any airport development proposals do not prejudice any future or potential improvement in the environmental quality of the borough.

ENV.6.3 Considerations of noise and safety also mean that the type and scale of developments within the Airport's Public Safety Zones and other areas where aircraft noise is significant, or where development could affect the operation of the Airport, will be restricted. Government guidance makes clear that there should be a general presumption against new or replacement development or changes of use of existing buildings within the Airport's Public Safety Zones.

ENV.7 Mineral Extraction

ENV.7.1 The London Plan sets the borough a minerals landback apportionment for the period until 2031 of 0.7 million tonnes. The council currently has one active minerals site in the borough however the extraction of reserves on this site is nearing completion. The council have undertaken an initial assessment of potential future mineral sites

which could meet our apportionment. The council will now undertake more detailed appraisals to determine if it would be appropriate to identify any of these sites as Preferred Areas for future mineral extraction.

Environmental Challenges - Summary of our Preferred Approach

- ENV.1 The Core Strategy will ensure design quality through the application of the Building for Life Criteria and will require all new major developments to achieve Silver Standard as minimum.
- ENV.2 We will seek to promote and enhance our existing Heritage Parks to harness their potential for attracting visitors and investment.
- ENV.3 The Core Strategy will set out requirements for achieving CSH and BREEAM levels, thereby ensuring an overall level of sustainability, as well as targeting specific issues within these standards relating to CO₂ reduction, air quality and noise attenuation. Other CO₂ reduction measures such as decentralised energy provision will also be sought within the Core Strategy.
- ENV.4 Policies for managing flood risk will be developed in accordance with the council's Strategic Flood Risk Assessment.
- ENV.5 The Core Strategy will set out the council's position regarding the protection of, and enhancements to, environment quality to ensure that new and existing communities enjoy a high quality of life.
- ENV.6 We will set out policies for assessing proposals for increases in terminal or runway capacity at Heathrow, and policies for ensuring requirements in terms of noise and safety for area in close proximity to the airport are met.
- ENV.7 The Core Strategy will determine whether it is appropriate to designate Preferred Areas for future mineral extraction.

Questions

- 1. Do agree with the proposals to adopt the Building for Life Silver standard for the design of all new developments?**
- 2. Do agree with the steps proposed in the Core Strategy to reduce carbon emissions from new developments?**
- 3. Do you support proposals to seek higher standards in view of specific local circumstances?**
- 4. Are there any additional or alternative measures you think the council should consider for mitigating climate change or protecting environmental quality?**
- 5. Do you support the approach to flood risk management as outlined in the Strategic Flood Risk Assessment?**
- 6. Do you agree with the proposed requirements for reducing pollutants and protecting new developments from pollution?**
- 7. Do you support the approach of identifying Preferred Areas for mineral extraction?**

12.0 Local Infrastructure and Services

- 12.1 The Core Strategy must be supported by evidence of the transport, social and green infrastructure that is needed to support the proposed increases in the number of people living and working in the borough. This includes not just those services provided by public bodies and statutory undertakers such as schools, medical facilities, leisure centres, parks and transport links but also those facilities which make an area more attractive and sustainable place to live such as convenient access to shopping and leisure facilities.
- 12.2 The planning process already plays an important part in securing investment in local facilities and services through the land use planning process and the negotiation of Planning Obligations where appropriate. However in recognition of the link between development planning and infrastructure delivery, the Government has recently introduced an entirely new approach for securing developer contributions to the provision of local infrastructure. The Planning Act 2008 made provision for the introduction of the Community Infrastructure Levy which is a non-negotiable charge on developers to support local infrastructure provision arising as a result of new development. The money raised through this Levy can then be used to fund a wide range of infrastructure required as a result of development. This includes, but is not limited to, new road schemes, flood defences, schools, hospitals, social care facilities, park improvements and leisure centres. The council will prepare an Infrastructure Delivery Plan to identify the borough's future infrastructure requirements in support of the proposals in the Core Strategy. This will necessarily be a partnership document, which will require on going dialogue with all local infrastructure providers. It is then proposed that we prepare a Community Infrastructure Levy Charging Schedule to support the implementation of our proposals for growth. This Charging Schedule will be prepared following the adoption of the Core Strategy and will be subject to a separate Examination in Public.

Key Facts

- A number of Primary and Secondary roads - the M4, A4, A30, A316, A205 and A406 (North and South Circular Roads) cut through the Borough linking Hounslow with other Metropolitan centres and London with the south and west of the country.
- The borough has a comprehensive public transport system including National Rail and London Overground railway services, London Underground services on the Piccadilly and District Lines and 49 bus services, seven of which operate 24 hours a day. However, provision in the borough varies enormously depending on whether the trip maker is travelling radially (east into London or west to Heathrow, the home counties or beyond) or orbitally north to Ealing and west London, or south to Richmond and Kingston.
- Physical activity levels in the borough are low, particularly in the west. The inevitable

consequences of low levels of physical activity are increasing levels of obesity. The rate of obese and overweight children in the borough at age 10-11 is 38.8% which is higher than the national average of 32.6%. Promoting active travel methods can help promote healthier lifestyles.

- There is projected to be a shortage of school places in the borough by 2020 equivalent to a requirement for three new 3 form entry primary schools and three 8 form entry secondary schools.
- There is wide provision of sporting and recreation facilities in the borough of varying quality with an overall requirement to improve the quality and quantity of provision as the borough's population increases.
- The borough has over 45 local shopping centres/ parades which provide a variety of shops and services to their local community.
- In general, the borough's local shopping centres perform well, with good proportions of shops (A1 Use Class) that serve the key day to day shopping needs of local residents and perform relatively well with low levels of vacancy. The vast majority of the borough has easy access to local shopping provision. However, there are areas of deficiency, which are distributed in relatively small pockets across the borough.
- There are approximately 2,500 hectares of open space in the borough, including Metropolitan Open Land, parks, amenity green spaces and outdoor sports pitches (approximately 1,500ha of which is publicly accessible). There are large areas of Green Belt in the west of the borough, which play an important role in limiting urban sprawl and preserving the setting of the boroughs towns.
- Watercourses running through the borough include the River Thames (making up eight miles of the borough boundary from Isleworth to Brentford and Chiswick), the River Brent, the Crane and Duke of Northumberland rivers; and the Grand Union Canal. These water spaces are an important component of the boroughs open space/recreational facilities as well as being important in terms of biodiversity and flood risk management.
- Biodiversity is a key priority for the Council. The Hounslow Biodiversity Action Plan (HBAP) notes that there are 47 "Sites of Importance for Nature Conservation" (SINCs) in borough, and that of the 2,500 hectares of open space in the borough, an estimated 954ha being managed either wholly or partly for nature conservation.

What previous consultation has told us

- 12.3 Concern was expressed about the need to improve the borough's transport and road infrastructure with new development. There is a need to identify suitable sites for transport infrastructure in the borough, and to ensure that development matches transport capacity. There is a continuing need to consider transport and road infrastructure along with new development, and to promote sustainable modes of transport
- 12.4 Suggestions for additional community infrastructure included music venues, theatres and youth facilities. Central and West Hounslow, and Feltham were seen to be particularly lacking in arts and cultural facilities. More and better community facilities were seen to be needed, both for events and to accommodate community meetings. The idea of a multicultural centre and a museum, with activities geared to bringing diverse cultures together, was raised. Affordable sports facilities were

needed (fitness clubs seen as being too expensive) and should be provided for a variety of sports, including swimming pools and tennis courts.

- 12.5 In terms of local shopping areas, earlier consultation has highlighted that the Core Strategy should protect and enhance the provision of shops and community facilities in local centres that provide for the day-to-day needs of the community. There was also support for the provision of additional small scale employment opportunities within local centres.
- 12.6 Through the Core Strategy Issues and Options consultation (2007), there was overwhelming support for the protection of green infrastructure assets, such as Green Belt and open space. However, it was recognised that there may be exceptional circumstances that would justify the loss or development of existing open land, such as housing need and associated infrastructure.

Transport Infrastructure

- 12.7 Balancing the capacity of, and demand for, transport will be critical to supporting the borough's sustainable population and employment growth. As there are currently no significant improvements proposed to Hounslow's transport infrastructure, the key to managing demand on both the roads and public transport network will be through reducing demand, particularly at peak times, and maximising current network capacity.

Preferred Policy Approach

INF.1 Connecting Growth

- INF.1.1 The Core Strategy will continue to direct major trip generating uses such as shops, offices and leisure activities to areas with good public transport accessibility. This coordination of land use and transport planning is crucial both in reducing congestion and in facilitating access to jobs and services by ensuring that they can be reached by a range of transport modes. Development proposals will not be supported where they could have an unacceptable impact on the capacity of the highway network. This will be determined through a requirement to submit transport assessments where appropriate.

INF.2 Protecting Land for Transport Functions

- INF.2.1 The Core Strategy will safeguard land used for transport functions to enable existing public transport operations to be maintained, and support on-going investment in sustainable transport programmes as set out in the council's Local Implementation Plan for Transport 2011-2031 and any successor proposals.

INF.3 Supporting Sustainable Transport

INF.3.1 Transport remains a large contributor to greenhouse gas emissions in the borough. In Hounslow, many of these trips arise as a result of the twin trip generators of the central London and Heathrow Airport. However, the area is also home to a large number of big employers – particularly along the Great West Road corridor in Brentford - alongside other large employers such as the council, NHS and Bedfont Lake’s Business Park. North Feltham Trading estate is also one of the larger industrial and logistical centres in the Heathrow periphery and generates both large numbers of commuter travel and logistics related trips. With no significant investment planned into new collective transport infrastructure in the area within the next decade, the reality is that the car will likely remain the dominant mode of transport in Hounslow throughout the period covered by this strategy. Whilst this represents a challenge for reducing emissions, the council recognises that much can be done to reduce the environmental impact of this form of travel. The Core Strategy will set the parking standards for new developments to support the borough’s transport objectives, including the provision of charging points for electric vehicles. It will also require the implementation and monitoring of travel plans to promote sustainable travel initiatives and efficient car use.

INF.3.2 Around a quarter of all road transport carbon dioxide emissions relate specifically to the movement of goods. With a large number of logistics companies based in Hounslow (linked to the proximity of Heathrow) this proportion may be even higher. Promoting efficient freight operations through improving loading provision and ensuring new developments have comprehensive delivery and servicing plans can all help to reduce unnecessary freight trips or move them out of the peak, freeing up capacity for other road users. The council will also promote sustainable freight movements on the Blue Ribbon Network.

INF.4 Promoting Active Travel Options

INF.4.1 Another key aspect of the transport vision for the borough is to increase the use of active modes and reduce travel by private car. Increasing travel by foot or bicycle will contribute to a reduction in carbon emissions and congestion, making those necessary car journeys easier and also help to improve the health and fitness of the borough’s residents. The Core Strategy will ensure that new development provides for cyclists and pedestrians both in terms of the quality and security of the environment and the through the implementation of minimum cycle parking standards above those proposed in the London Plan.

INF.4.2 The need to improve cycle parking within the borough’s town centres will also be prioritised. A new Cycle Superhighway is scheduled for Hounslow in 2013 running along the spine of the borough (A315 London Road) to link together three town centres with central London. The council will seek to maximise links to the local

cycle network arising as a result of new development. The good quality street environment is also an important factor in encouraging walking and cycling consequently the Core Strategy will continue to promote strategic walking routes through the borough such as the Thames Path, and introduce Legible London wayfinding in town centres, as well as ensuring that new development contribute to higher quality public spaces through implementation of the borough's streetscape design guide.

Community Services

- 12.8 Community infrastructure and services are those facilities which meet the social needs of a community and make an area more than just a place to live. This wide range of facilities includes schools, medical facilities, cultural facilities, play facilities, sports and recreation facilities, utilities and the emergency services. As the number of people living and working is set to grow, ensuring the adequate future provision of these services is a key aspect of sustainable development.

Preferred Policy Approach

INF.5 Continue to Protect Existing Facilities

- INF.5.1 In view of existing deficiencies and to ensure successful neighbourhoods as the borough's population grow, it is considered necessary to continue the protection of existing community facilities. Specifically this includes schools, colleges and university buildings, medical facilities, social care facilities, arts and cultural facilities, utilities infrastructure and sports and recreation infrastructure.

INF.6 Infrastructure Delivery Plan

- INF.6.1 As the Core Strategy and the supporting Site Allocations DPD progress, it will be possible to quantify proposed housing and employment growth. This information will then be used as the basis for assessing future infrastructure requirements across these different services as the borough's population grows. Accordingly, the proposed Infrastructure Delivery Plan will play a key role in identifying the additional facilities required to support new development and will inform the implementation of the proposals in the Core Strategy and the preparation of a supporting Community Infrastructure Levy Charging schedule.

INF.7 Secure Additional School Places

- INF.7.1 There has already been a significant amount of work undertaken on the future provision of school places in the borough in response to rising birth rates and new housing developments. The School Place Planning Strategy 2010-2020 identified that at primary level there is a current projected shortfall of between 14 and 17

reception classes from September 2012. At secondary level, the number of pupils is predicted to exceed existing provision from September 2015 onwards with a current project shortfall for Year 7 of between 21 and 23 classes. The scale of projected shortages, the provision of additional places is considered a strategic issue which the Core Strategy will need to address by making provision for the intensification of existing school sites as well as identifying sites for additional future provision.

INF.8 Sport and Recreation Facilities

INF.8.1 An assessment has been made of the borough's current provision of indoor and outdoor sports facilities and future requirements based on population growth. The sports facilities considered within this study are: swimming pools, sports halls (badminton courts), fitness suites, synthetic pitches (hockey and football), indoor bowls, indoor tennis, athletics tracks, football pitches; adult and junior, rugby and cricket pitches. The council has also undertaken an audit of children's play facilities. It is proposed that the Core Strategy will set quantity standards for the future provision of these facilities including play provision in new developments.

Local Shopping Provision

12.9 Traditionally the main destination for shopping has been the borough's town centres which also act as the focus for a variety of other activities including business, social and leisure uses. At a more local level, day to day shopping needs are met through a network of neighbourhood centres, local shopping parades and individual shops. Most people, especially those without access to cars, are dependent upon our town centres and their local shops to meet their shopping needs. Their continued strength is particularly important if people are to have convenient, accessible shopping and have less need to travel to find alternative shopping facilities. Accordingly, the overall policy approach of the Core Strategy will be to ensure the future vitality and viability of the borough's existing shopping centres.

Preferred Policy Approach

INF.9 Making Provision for Local Shopping

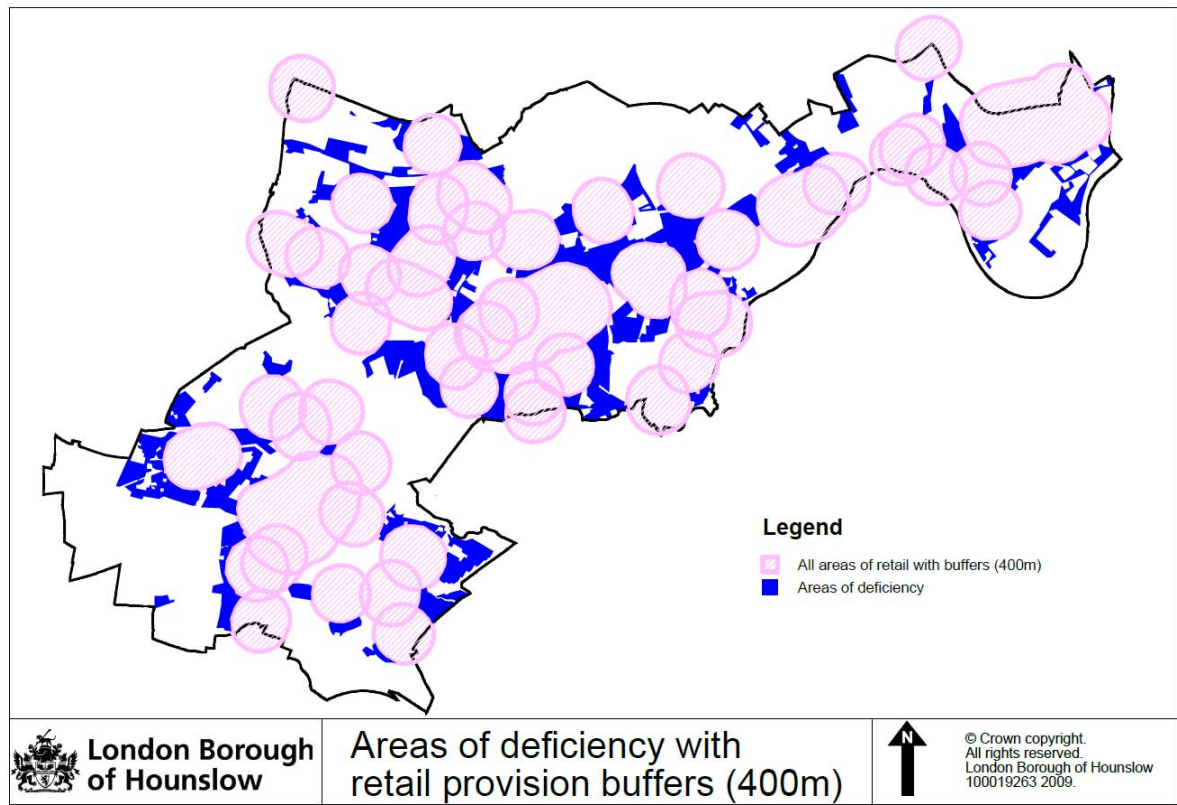
INF.9.1 Local shopping facilities play a vital role for a substantial number of residents. Elderly people, people with disabilities, women with young children and young people in particular, often do not have access to a car and rely on accessible and convenient shopping facilities within their local residential catchment area. The council will therefore seek to retain and encourage better provision of local shopping facilities where appropriate through the Core Strategy. The council's recent Local Shopping Centres study surveyed all local shopping areas across the borough to assess their role and performance. It recommends 39 centres (of a total of 47 surveyed) for

designation as Local Shopping Centres through the Core Strategy as they make provision for the local shopping requirements of their community.

INF.9.2 All of the borough's shopping parades current have a mix of retail and non-retail services such as estate agents, betting shops, cafes and hot food takeaways. Our recent Local Shopping Centre study identified that on average, just over half of the units are in A1 retail shop use and 26% are in key day to day uses i.e. those shops which serve the regular needs of local residents such as post offices, newsagents, convenience stores, chemists, bakeries etc. The local shopping centres also perform well in terms of occupancy, with an average vacancy rate of 5.6%. This is lower than the 9% average vacancy rate within our town centres and is an indication of their relative economic viability. However, it is considered that an over-concentration of non-retail uses could weaken the attractiveness of a centre and threaten the feasibility of existing retail uses from an economic standpoint. To protect the role played by these smaller centres and local shops in meeting the essential and local shopping requirements of their local communities, it is proposed to establish a minimum proportion of retail uses in all shopping areas of 50%. The council may also consider taking specific account of the cumulative impact of A5 takeaway uses and consider the establishment of exclusion zones in those centres in close proximity to secondary school and colleges to help promote healthier lifestyles.

INF.9.3 The Local Shopping Centres study also considered the extent of local shopping provision across the borough, showing that whilst the vast majority of the borough has good access, there are some residential parts of the borough which lack convenient access i.e. they are more than 400m walking distance from local shopping areas as shown in Figure 4. In order to address these deficiencies, it is proposed that the new residential development over a certain size will be expected to include an element of small scale shopping provision (below 200m²) to serve the day-to-day needs of local residents.

Figure 4 - Map showing areas of deficiency in local shopping provision



Waste Management Infrastructure

- 12.10 The Mayor of London has set out projections of how much municipal waste and commercial and industrial waste is likely to be generated in the capital over the next 15 years. Each borough is then allocated an apportionment of that waste that they are required to actively plan for managing and has to ensure that sufficient sites are identified to meet the apportionment targets. By meeting the apportionment London will dramatically reduce its reliance on landfill and move towards being self-sufficient.

Preferred Policy Approach

- 12.11 In west London, six London Boroughs have agreed to co-operate to produce a Joint West London Waste Development Plan Document for their combined area. When finalised, this will form part of each of the Local Development Framework for the borough. The Waste DPD will detail the amount of different types of waste expected to be produced in west London up to 2026; identify the current sites available to help deal with that waste; identify the current shortfall of facilities needed and proposes a set of further sites which might be used for waste facilities in the future.

Accordingly, all waste management issues will be addressed through the Joint Waste DPD rather than through the Core Strategy.

Green Infrastructure and Blue Ribbon Network

- 12.12 The protection and enhancement of the natural environment is a key part of delivering sustainable communities. Hounslow has a diverse and varied natural environment, with numerous green infrastructure assets and water spaces included in the Blue Ribbon Network.
- 12.13 The green infrastructure and water spaces of the borough are important for many reasons. They contribute significantly to the quality of life for residents, workers and visitors, in terms of setting and visual amenity, and for sport and recreation purposes. In Hounslow, the waterways network plays an important part in creating local character and recreational opportunities through provision of boatyards and other water-related activities. The green infrastructure and Blue Ribbon network also plays an important role in terms of sustainability and climate change, for example by making a positive impact on flood risk management and sustainable transport opportunities. In addition they contribute significantly to the conservation and enhancement of biodiversity, by creating an ecological network that enhances natural habitats.

Preferred Policy Approach

INF.10 Promoting Green Infrastructure and the Blue Ribbon Network

INF.10.1 Taking forward the Green Infrastructure policies of the London Plan, Hounslow is a part of the All London Green Grid (ALGG) partnership that aims to create, improve, manage and maintain high quality green infrastructure in the capital. Existing projects include habitat protection and maintenance across the borough, as required by the Hounslow Biodiversity Action Plan (HBAP); restoration and improvements to Gunnersbury Park in partnership with the London Borough of Ealing; accessibility improvement schemes through Hounslow's Biking Borough plans; and working with the Thames Landscape Strategy partnership to implement improvements to the Thames Path in Brentford.

INF.10.2 In this context, the Council and its partners will identify priorities and projects that fit into the wider green infrastructure and Blue Ribbon Network ambitions for London, in order to meet the needs of Hounslow's residents, business community and the natural environment. This will include identifying key green corridors and green chains in the borough and links to the wider area; setting out where enhanced accessibility will be appropriate and where biodiversity should be better protected; and recognising where green infrastructure can contribute to wider sustainability

objective such as flood risk management, promoting healthy lifestyles and enhancing quality of life.

INF.11 Protecting and enhancing open space

INF.11.1 A key element of wider green infrastructure priorities is protecting and enhancing open space, including publicly accessible spaces such as local parks and amenity spaces. Through the Core Strategy, the general extent of the Metropolitan Green Belt, Metropolitan Open Land and other open spaces in the borough will be protected over the plan period, and proposals for enhancements will be put forward. Using the findings of its emerging PPG17 Study, the Council will develop an Open Space Strategy that will set out how open space should be provided and managed in the borough. This will include identification of the provision of local open space based on an assessment of the quality and value of these spaces. It is proposed that all those spaces identified as having a high value will be designated as local open space and will be protected over the plan period. However, it is proposed that those open spaces identified as being of relatively low value in areas where there is sufficient alternative provision to meet current and future need, are considered for alternative uses relating to the provision of social infrastructure and any required enabling development which meets our resident's needs.

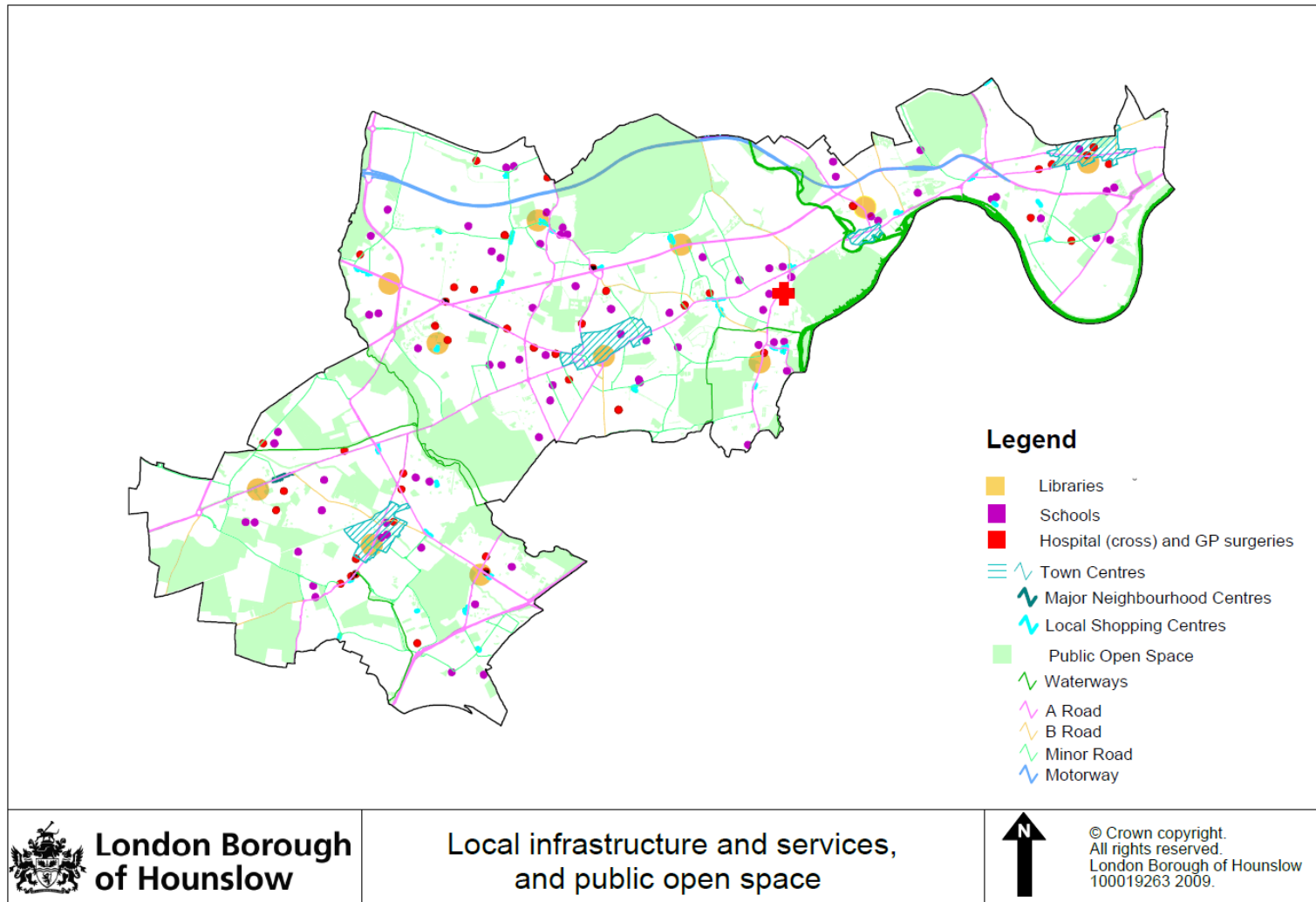
INF.12 Making provision for water-related activities

INF.12.1 The London Plan's Blue Ribbon Network policies promote sustainable use of the capital's watercourse and spaces, recognising that the land alongside should be prioritised in favour of those uses that specifically require a waterside location. Such facilities should be identified and protected through development plan documents. In Hounslow, the waterways are characterised by a wide variety of uses and buildings. For example, whilst some parts of the Thames are tranquil and open, parts of Brentford still provide for traditional uses such as boatyards and moorings. All of these uses contribute, in their own way, to the area's unique waterside environment.

INF.12.2 The Council is committed to promoting regeneration within the area that respects and enhances the contribution that water-related assets provide. However, many river and canal side uses and facilities occupy sites that are often considered attractive for alternative high value uses that do not depend on a waterside location and are under increasing pressure for redevelopment. The Council considers that waterside industries and buildings should not be lost to other uses unless a sound case is put forward to show that they are not viable, as existing or through improvement, either now or in the future. All water related uses and facilities, including wharves, wet and dry docks, boatyards, slipways and steps can assist in

achieving greater use of the waterways which is more environmentally sustainable compared to road transport and have increasing prospects of becoming competitive financially as road transport costs increase.

Figure 5 - Map of Local Infrastructure and Services, and Public Open Space



Planning Policy
Civic Centre
Lampton Road
Hounslow
TW3 4DN
ldf@hounslow.gov.uk
020 8583 5202

www.hounslow.gov.uk

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उरजमे दी भुडत सेवा

020 8583 2299

