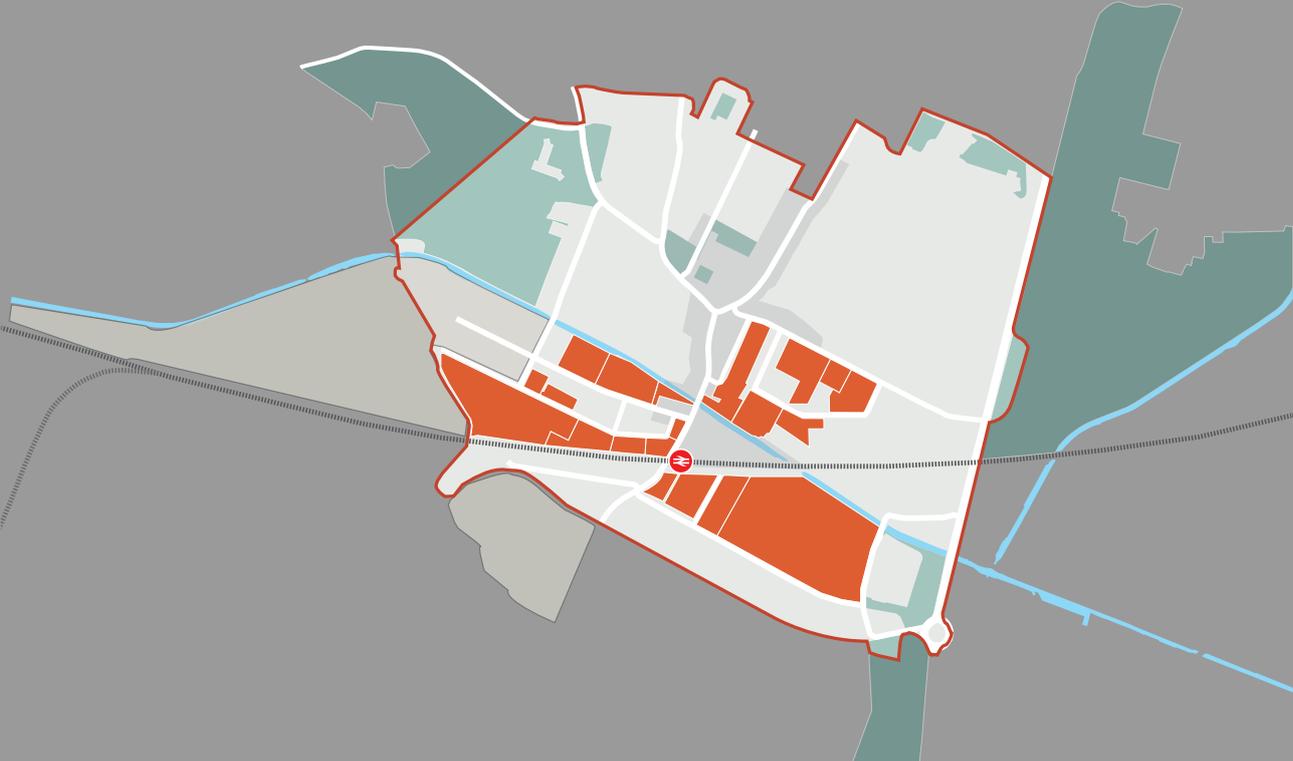


# HAYES HOUSING ZONE DEVELOPMENT INFRASTRUCTURE FUNDING STUDY





**GREATER  
LONDON  
AUTHORITY**



# **HAYES HOUSING ZONE DEVELOPMENT INFRASTRUCTURE FUNDING STUDY**

**INNER CIRCLE CONSULTING**

May 2017

with

BNP Paribas Real Estate

ARTELIA

# OVERVIEW

## Delivering Infrastructure to Support Sustainable Growth in Hayes Housing Zone

The Development Infrastructure Funding Study (DIFS) for the Hayes Housing Zone, aims to:

- Identify the required infrastructure, and associated costing and phasing, for the area of increased growth
- Provide a strategy as to how the infrastructure will be delivered and funded
- Provide an evidence base for the Local Plan and any subsequent Heathrow Opportunity Area Planning Framework and relevant planning applications
- Inform future related studies that will set out how the London Borough of Hillingdon intends to apply its planning policies in the zone.

## 4321-5191 New Homes in Hayes Housing Zone by 2026

Between 2016 and 2026, 4321-5191 new homes are likely to be delivered in the area identified as the Hayes Housing Zone. This represents approximately 60% of all residential development in Hillingdon over this period, with the scale of development including Crossrail and the release of land from employment through the Local Plan process.

## £246m Infrastructure Cost

£245.54m of infrastructure investment is required to support sustainable development in Hayes Housing Zone and its two adjacent employment clusters.

There are some additional infrastructure capital costs that are not yet known but this is only in the cases where the costs are self-funded by the infrastructure provider and a funding source does not require identifying.

## £163m Infrastructure Funding and £82m Forecast Funding Gap

Funding is identified / assumed for around £163.46m. The forecast funding gap is subsequently £82.08m, largely for Transport & Connectivity Projects (54%).

## £48m to £54m Forecast Residual Funding Gap

After taking into account projected income from CIL and S106 (£28.29m to £34.27m), it is likely that the forecast residual funding gap will be around £47.81m to £53.79m. Other sources of funding need to be considered to ensure development is sustainable in terms of being supported by infrastructure. The timing of all funding is also not yet sufficiently clear, and so the council may need to pursue a pro-active mechanism to aid cashflow.

## Eight Recommendations to Ensure Sustainable Growth

The report sets out eight recommendations to ensure infrastructure delivery to support sustainable growth. These include recommendations in the areas of: governance, planning, strategy development and Implementation to address the key infrastructure delivery needs, and options to consider to address the forecast residual funding gap.

Funding options to consider include: Strategic infrastructure Tariff, public-private partnerships, prudential borrowing, tax increment financing through negotiating the higher retention of business rates either from the employment clusters adjacent to the housing zone or from Heathrow, bid opportunities such as the Housing Infrastructure Fund and the Strategic Infrastructure Investment Programme for London, the retention of Stamp Duty Land Tax and sector-specific funding mechanisms.

## Key Infrastructure Delivery Needs

### Education

- Urgently deliver a new primary school (six forms of entry up to 2026)
- Deliver a new secondary school
- Work with private and voluntary providers to ensure early years childcare places, particularly for disadvantaged two year olds
- Recalculate primary and secondary school need projections to account for higher possible growth scenario in Hayes

### **Transport and Connectivity**

- Produce connectivity strategy to develop enhanced connections to, and between, green infrastructure and the Blue Ribbon network. (This should include pursuing a southern entrance to Hayes & Harlington Station).
- Implement bus network improvements
- Review parking standards

### **Green and Blue Infrastructure**

- Increase the number of accessible and high quality open spaces
- Ensure sustainable urban drainage systems through development management

### **Health**

- Provide Primary Care community hub in housing zone
- Ensure timely delivery of Hillingdon Hospital Estate Strategy

### **Sports & Leisure**

- Develop a sports and leisure strategy to address needs identified to accommodate growth in recent Sports and Recreation Assessment
- Ensure sufficient provision of children's play space through development management

### **Utilities**

- Pursue opportunities for a district heating network
- Work closely with Affinity Water to ensure sufficient water supply
- Ensure surface water flooding is mitigated through development management
- Further engage telecoms and broadband providers regarding digital infrastructure

### **Emergency Services**

- Further engage MPS and Ambulance Service regarding their estate strategies which are still in development.

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# EXECUTIVE SUMMARY

## Purpose

This Development Infrastructure Funding Study (DIFS) for the Hayes Housing Zone, together with the Millington Road and Rigby Lane employment clusters aims to:

- Identify the required infrastructure, and associated costing and phasing, for the area of increased growth
- Provide a strategy as to how the infrastructure will be delivered and funded
- Provide an evidence base for the Local Plan and any subsequent Opportunity Area Planning Framework and relevant planning applications
- Inform future related studies that will set out how the London Borough of Hillingdon intends to apply its planning policies in the zone.

## Approach

Between November 2016 and March 2017 research was undertaken involving a review of relevant documents and extensive stakeholder engagement. This involved liaising with:

- The London Borough of Hillingdon (LBH) regarding the emerging Local Plan Part 2 site allocations and expected growth, and the latest negotiations with developers regarding sites in the housing zone
- The Greater London Authority (GLA) and LBH to agree the Development Infrastructure Funding Model (DIFM) structure and assumptions informing it, together with the possible growth scenarios for the area
- Developers in the housing zone to discuss the aspirations for their site in terms of growth and development, likely phasing, infrastructure contributions on and off-site, and risk and dependencies on other sites
- Infrastructure providers to accurately ascertain the amount and cost of infrastructure required to support growth - where costs were not yet known, a cost consultant was employed to estimate the likely cost using the latest best available evidence. LBH Finance was also liaised with regarding the latest position on likely LBH income streams, including: New Homes Bonus, Council Tax, Business Rates (where relevant), and CIL / S106.

To ensure infrastructure providers plans are sufficient to meet the anticipated growth, infrastructure requirements were forecast for the agreed growth scenarios in the housing zone, integrating supply / demand analysis from providers, and calculating gaps in their

forecasting. Required social infrastructure was forecast based on agreed standards where necessary, as set out in the LBH Planning Obligations SPD or by methods used by infrastructure providers.

The Development Infrastructure Funding Model (DIFM) estimated revenues from CIL and other sources in order to forecast how the funding gap might be filled by the various tax regimes that directly link increased growth in the area to increased local tax and grant. To complement this evidence, strategic advice and commentary is provided in this report. It identifies alternative sources of funding and delivery mechanisms to ensure sufficient and timely infrastructure is provided to serve the housing zone and the two adjacent employment clusters.

## Infrastructure Needs, Costs and Funding

By 2026, **4321-5191 new homes** are likely to be delivered in the area identified as the Hayes Housing Zone. This represents approximately **60% of all residential development** in Hillingdon over this period, with the scale of development including Crossrail and the release of land from employment through the Local Plan process.

Positive planning can ensure the most is made of the opportunities this amount of growth can bring to this part of West London. The area will benefit from more mixed-use developments, helping to create a vibrant cultural offer and to provide more amenities for local residents including schools, entertainment venues, GPs and open spaces. Well-managed investment will also help to address walking and cycling connectivity issues in the area, better linking the town centre with Minet Country Park and Lake Farm Country Park along the Grand Union Canal. This will help to ensure road traffic is minimised and green infrastructure and corridors are further developed to be as attractive, safe and accessible as possible.

**£245.54m of infrastructure investment** is required to support sustainable development in Hayes Housing Zone and its two adjacent employment clusters. (There are some additional infrastructure capital costs that are not yet known but this is only in the cases where the costs are self-funded by the infrastructure provider and a funding source does not require identifying.) The most significant costs are for Education projects and Transport and Connectivity projects.

Funding is identified / assumed for around £163.46m. The **forecast funding gap is subsequently £82.08m**, largely for Transport & Connectivity Projects (54%).

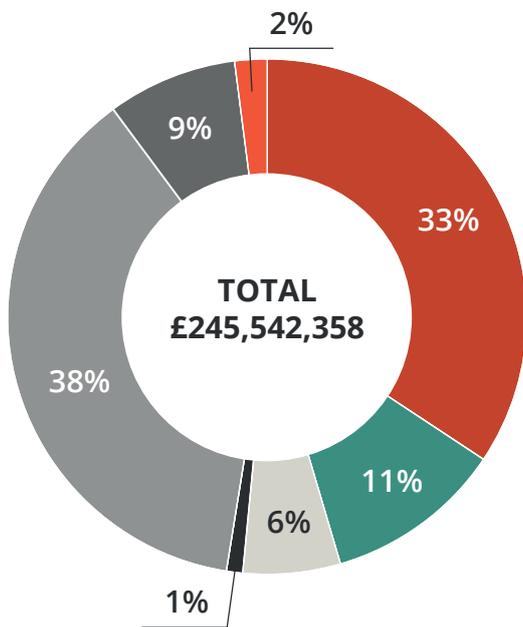
CIL and S106 can go some way towards filling this forecast funding gap, contributing funds of between £28.29m and £34.27m. However, the **forecast residual funding gap will still be around £47.81m to £53.79m** after taking into account the likely income from CIL and S106 contributions.

Council Tax and any New Homes Bonus generated by growth are not able to contribute to the cost of the required infrastructure.

Council Tax is ring-fenced to ensure the delivery of day-to-day services and a cabinet decision

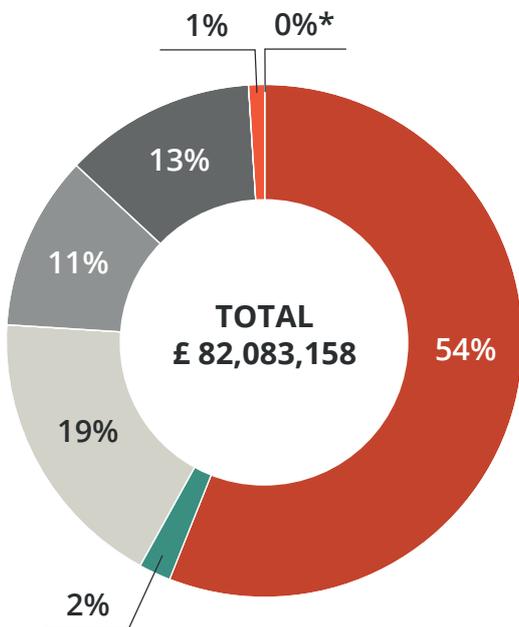
has been made to direct the New Homes Bonus into social care to make up for funding shortfalls. In addition, no net additional commercial floorspace has been assumed and therefore no business rates have been calculated for the housing zone. As a result, there is still a substantial funding gap and other sources of funding need to be considered to ensure development is sustainable in terms of being supported by infrastructure. The timing of all funding is not yet sufficiently clear, and so the council may need to pursue a pro-active mechanism to aid cashflow.

Figure 1. Infrastructure Cost



CATEGORY	COST
Transport and Connectivity	£79,695,000
Energy, utilities and waste	£5,450,000
Health	£20,500,000
Education	£94,000,000
Emergency Services	£3,000,000
Sport and Leisure	£15,386,500
Green Infrastructure	£27,510,858

Figure 2. Forecast Funding Gap



CATEGORY	FUNDING GAP
Transport and Connectivity	£44,295,000
Energy, utilities and waste	£600,000
Health	£10,440,000
Education	£9,400,000
Emergency Services	£0
Sport and Leisure	£15,386,500
Green Infrastructure	£1,961,658

\* - Emergency Services

## Recommendations

The infrastructure requirements necessary to support growth and the associated forecast residual funding gap need to be acknowledged and accepted by all parties. A strategy should be pursued in a joined-up manner, with clear ownership for each project, to ensure the timely delivery of the required infrastructure. It is advised the below eight recommendations are followed to ensure sustainable growth.

Figure 3. Infrastructure Delivery Recommendations



## **Governance Recommendations**

### **Recommendation 1: LBH Adopt Infrastructure Schedule**

Adopt the Infrastructure Schedule as a corporate strategy document embedded in Hillingdon's corporate and financial planning processes. Ensure specific activities and projects are aligned with Service Area budgets and work programmes. The Council should actively monitor progress towards delivering the required infrastructure and trigger updates to this DIFS if there are risks to growth caused by likely delays in the provision of infrastructure.

### **Recommendation 2: Partner Providers Adopt the Infrastructure Schedule**

Ensure partner service providers adopt the Infrastructure Schedule as a corporate document embedded in their corporate and financial planning processes and ensure specific activities are aligned with budgets and programmes

### **Recommendation 3: Augment Housing Zone Governance Structure to Ensure Partnership Working to deliver the required infrastructure**

Augment Housing Zone structure governance to coordinate infrastructure planning and delivery with partner authorities and infrastructure providers to ensure a joined-up and efficient approach

## **Planning Recommendations**

### **Recommendation 4: Adopt Revised CIL Rates**

Progress the adoption of the revised CIL rates as a means of securing the required infrastructure and funding

### **Recommendation 5: Update Planning Obligations Supplementary Planning Document**

Update the Planning Obligations Supplementary Planning Document (SPD) to specifically recognise the infrastructure needs of the Housing Zone. This could include an alternative approach toward planning obligations for development in the Housing Zone including pooling arrangements for specific groups of sites.

### **Recommendation 6: Develop a Planning Framework for the Hayes area**

Develop a fine grain planning framework for Hayes which should be delivered with some urgency. It is recommended that this is jointly adopted by LBH and the GLA to give it formal planning status and corporate support. This could be an SPD or part of the wider Heathrow OAPF.

This planning framework should support the infrastructure recommendations in this study and demonstrate how they link with the wider opportunity area. It should demonstrate a coherent infrastructure delivery strategy to support growth in Hayes Housing Zone. It should bring together the various strands which are identified in this study as a priority regarding infrastructure provision to support growth, such as education, green and blue infrastructure, and transport and connectivity. It should set out how the London Borough of Hillingdon intends to apply its planning policies in the zone, particularly regarding air pollution and mitigation, sustainable drainage and placemaking.

Figure 4. Housing Zone Governance



## **Recommendation 7: Strategy Development and Implementation**

### **Education**

- **Urgently deliver new primary school** – Identify location(s) for six additional primary forms of entry needed, within or very close to the housing zone (and delivery timescales), including undertaking a sequential options test to identify a suitable site to ensure the provision of a primary school (this will be a free school or academy) as soon as possible, as unmet need for multiple forms of entry exists from September 2017.
- **Deliver additional secondary school places from 2019** in housing zone or accessible within reasonable journey time to accommodate increasing demand as primary pupils progress to secondary education. Engage free school and academy providers, as well as the Education Funding Agency.
- **Work with private and voluntary providers to ensure early years childcare places** particularly for disadvantaged 2 year olds (current need 299 across the borough, and specifically 109 in Townfield and 57 in Botwell, which are the wards where the housing zone is located), and the early years places required in general for 1-to-5 year olds to ensure growth can be accommodated, as capacity in the borough as a whole is currently at 98%.
- **Recalculate primary and secondary school need projections** - LBH Education primary and secondary school projections and associated plans are based on 4500 housing units coming forward between 2016 and 2026 in Hayes Housing Zone. Growth is likely to be at least this, so need should be planned for taking into account the likely possible growth of 5191 housing units coming forward (and the different nature of these units in terms of habitable rooms and child yield compared with the rest of the borough).

### **Transport and Connectivity**

- **Produce strategy** – develop enhanced connections to, and between, green infrastructure and the Blue Ribbon Network based on the principles identified in the emerging Hayes Opportunity Area Planning Framework to inform planning discussions and decisions (and to be funded through CIL). This should set out improvements to links along the Grand Union Canal and between Minet County Park, Lake Farm Country Park and Cranford Park. It should also include pursuing a southern entrance to Hayes & Harlington Station. Future proofing

this (in conjunction with Network Rail operational and property constraints) requires that redevelopment at Site C of emerging Local Plan Part 2 Hillingdon allocation SA5 allows sufficient public realm to deliver a connection. A dedicated feasibility study would also be required to demonstrate how Network Rail could extend the station walkway/bridge and provide a ground floor entrance.

- **Implement bus network improvements** – complete improvements to the bus network and undertake a capacity review. Buses are integral to unlocking the connectivity and measurable PTAL for the area and effectively linking with Crossrail and the rest of the borough).
- **Review parking standards** - Parking standards for development sites are considered in relation to other transport improvements and the Air Quality Management Zone. Further work will be undertaken to determine a sustainable parking ratio for the area.

### **Other Green and Blue Infrastructure**

- **Increase the number of accessible and high quality open spaces** in / near Hayes Housing Zone, particularly green spaces of a significant size (rather than infill sites). 7.43-8.93 (Ha) of recreational open space is required in / near the housing Zone to accommodate growth, through negotiations with developers and site allocations.
- **Sustainable urban drainage systems** – sufficient space needs to be left for above ground SuDs in order to have a sustainable scheme. To date, there have been problems with urban drainage due to the fact when sites were originally developed water discharge was unrestricted. Now, in order to control flows on site in accordance with national guidance, most sites are trying to use underground tanks where water then needs to be pumped up to the Thames Water sewer level.

## Health

- **Provide Primary Care community hub** in Hayes Town Centre through negotiations with developers, providing at least 1500sqm – this is in addition to the new health facility nearby on the former Woodacre site. These developments are urgent as the primary care workforce is 20% down and none of the existing buildings can accommodate growth. There is the possibility of renting space at the Old Vinyl Factory site on a commercial basis or identifying space on another development site to be delivered as part of a S106 at peppercorn rent, or rented at commercial rates.
- **Hillingdon Hospital estate strategy** should be pursued with some urgency to address quality and resilience issues and so that it is able to accommodate growth in the borough up to 2026 (around 60% of which is likely to be in Hayes Housing Zone).

## Sports & Leisure

- **Sports and leisure strategy** to address the relevant housing zone area shortfalls of the Playing Pitch Strategy Assessment and the Indoor Sports Facility Study, specifically a new leisure centre is required in/between Yeading and the housing zone
- **Ensure sufficient provision of children's play space** – 2.05-2.68 (Ha) additional play space is required, secured largely through negotiations with developers of housing zone sites

## Utilities

- **A district heating network** – secured on a site-by-site basis through development management. The site-wide heating network on the former Nestle site, and the site-wide heating network at Old Vinyl Factory site (which also has some spare capacity) could potentially act as a catalyst for a district wide heating network as more development in the Hayes Housing Zone are brought forward.
- **Water supply** – develop a close relationship with Affinity Water to ensure they meet their stated target to achieve a decline in water usage in their Central region, which includes Hayes and the borough of Hillingdon as a whole. This is particularly crucial as Affinity Water acknowledge that they no longer have a surplus of resources. They aim to replace lost resources by managing the demand for water through an increase in water efficiency measures, metering and a reduction in leakage, developing new resources and bringing in new supplies.

- **Mitigate surface water flooding** in surface water flooding prone areas by ensuring any changes to road infrastructure provide additional space for water, over and above the Thames Water required sizing. Botwell Lane and Pump lane are shown to be at risk of surface Water flooding on the Environment Agency Flood Risk maps.
- **Digital infrastructure** - telecoms and broadband providers should be further engaged. Vodafone partner with O2 and highlighted that the development sites for Hayes may cause them to lose some of their telecoms infrastructure sites and may require replacement sites. They would welcome working closely with the council. 3 partners with EE under a company called MBDL. Broadband provision is dependent on Openreach putting the required infrastructure in place - they should also be engaged.

## Emergency Services

- **The Metropolitan Police Service and the London Ambulance Service** should be further engaged. Their new estate strategies are currently being developed and so they were not able to advise on infrastructure plans at this time. However, they have been made aware of the expected growth in the housing Zone.

## Socio-Economic Considerations

- **Investing in the existing community**, so residents can benefit from growth – appropriate infrastructure provision should ensure that the existing community will be in a position to benefit from the opportunities that investment and growth will bring, and also to ensure that new developments will not exacerbate existing problems in Hayes Town Centre.

Figure 5. Recommendations



## **Recommendation 8: Address the Forecast Funding Gap**

Income from CIL and S106 can contribute between **£28.29m** and **£34.27m** towards the forecast funding gap. It is recommended the following funding sources are considered to address the forecast residual funding gap of between **£47.81m** and **£53.79m**.

### **Strategic Infrastructure Tariff**

In light of the proposed new approach to developer contributions from 2020 as advocated in the CIL Review Team Recommendations, it is likely the suggested Mayoral-type Strategic Infrastructure Tariff will apply to strategic development sites across London including opportunity areas and housing zones. It is therefore recommended that this tariff be used to help fill the funding gap to fund the infrastructure required to support growth in the housing zone. It can be assumed that the hybrid system of a low level Local Infrastructure Tariff for most developments together with Section 106 negotiated for larger developments will generate income at least at the level anticipated by current CIL / S106 arrangements, though likely beyond that. The Government will respond to the independent review at Autumn Budget 2017.

### **A Hillingdon Council mechanism to aid cashflow to fund infrastructure**

It is recommended Hillingdon establish a mechanism to aid cashflow to fund infrastructure to ensure sufficient money is available at the right time. Options to consider include:

- **Private finance & public-private partnerships** - It is understood that the Council would consider land acquisitions that could potentially provide opportunities for commercial income streams. The rationale for this investment is based on generating a sustainable income stream to cover the on-going costs of any infrastructure investment. It is recommended that the Council undertake an options appraisal and business case examining the potential sites which could be acquired and the delivery structures which would best meet the Council's objectives and requirements.
- **Prudential borrowing** (e.g. Public Loan Works Board) - Prudential borrowing should be considered to enable growth, seeking to make use of the potential 'Local Infrastructure Rate,' which the government is currently consulting on. It will offer £1 billion of discounted lending to local authorities, available at a new Local Infrastructure Rate to support local infrastructure projects

that are high value for money. Qualifying authorities would be able to access the allocation from the Public Works Loan Board for a period of three years to support upfront investment.

- **Tax Increment Financing (TIF)** - TIF is based on reinvesting a proportion of future business rates from an area back into infrastructure projects or related development. It can be used where the sources of funding available for a scheme to deliver growth cannot cover the cost of infrastructure required. However, its suitability and effectiveness may be limited in the housing zone as there isn't expected to be a significant amount of net-additional commercial floorspace coming forward against which borrowing can be made. However, it could work when considering the housing zone together with its two adjacent employment clusters: Rigby Lane and Millington Road - if the GLA could negotiate with the Treasury for Hillingdon to retain an additional 15% of business rates from the housing zone and the adjacent two employment clusters, this is likely to generate at least an additional £18.7m. An additional 45% retention (60% business rates retention in total), would generate at least an additional £56.1m - enough to cover the remaining funding gap.
- **Heathrow Business Rates Retention** - The majority of Heathrow's business rates - which were around £118m in 2016 - go out of the borough of Hillingdon. However, given Heathrow's impact on air pollution and noise in the area, it is recommended LBH and the GLA hold discussions with The Treasury about whether a proportion can be retained to support improvements to green and sustainable infrastructure in Hayes Housing Zone to mitigate the associated risks. This would be in addition to funds associated with the Heathrow Sustainable Action Plan.

### **£2.3bn Housing Infrastructure Fund**

The Housing White Paper: Fixing our Broken Housing Market (February 2017) sets out that it will target the £2.3bn Housing Infrastructure Fund at the areas of greatest housing need. The capital grant programme will be open to bids in 2017, with funding available over the next four years for a variety of infrastructure projects (including transport and utilities) where these will unlock the delivery of housing and enable economic development. Joint bids from across local authority boundaries are encouraged to open up new homes on a wide scale. It is recommended that LBH partner with a neighbouring authority to submit a bid to ensure a joined-up approach to infrastructure

delivery in areas of overlapping demand.

## **A Strategic Infrastructure Investment Programme for London**

As set out in A City for All Londoners, the Mayor is committed to developing a Strategic Infrastructure Investment Programme for London to increase public transport investment, deliver more housing and improve London's air quality whilst moving towards a zero carbon city by 2050. Given Hayes Housing Zone falls within an Air Quality Management Area, funding opportunities should be pursued particularly related to helping meet the Mayor's objectives. It is recommended Hillingdon engage the Local Enterprise Action Partnership for London (LEAP) to see how they could work together to demonstrate what can be achieved by focusing on making significant improvements to a pollution hotspot in London: Hayes Housing Zone and its surrounding areas.

## **London Finance Commission 2017 report**

There is an ongoing debate about how the retention of tax from development can be reinvested to support growth and meet policy objectives. The GLA are currently exploring whether there is a case for retaining stamp duty locally and what impact this is likely to have. If Hillingdon were able to retain the Stamp Duty Land Tax associated with the housing zone, the funding gap would be significantly smaller, up to only £5.92m.

In 2016, the Mayor of London reconvened the London Finance Commission (LFC) to review and assess existing arrangements for government funding of London, including capital and revenue. The need for further devolution of fiscal and service delivery powers to London's government has been made more urgent in light of the UK's vote to leave the European Union. The LFC will build on its first report published in 2013 which proposed devolving the full suite of property tax revenues – including council tax, stamp duty land tax and business rates – giving London the ability to invest in its own infrastructure and promote economic growth. In its interim report published in October, the LFC restated its endorsement of these findings and also made a number of additional proposals including assigning a proportion of Income Tax and VAT to London and devolving London's share of the apprenticeship levy to the capital. It made the case for a more ambitious programme of devolution, one which can support economic growth in London and across the UK. The LFC is currently working on the final report due to be released in early 2017.

## **Sector-Specific Funding Mechanisms**

There are also a number of sector-specific funding mechanisms that could also be considered. They are:

### ***Transport***

- TfL funding including the rolling Local Implementation Plan
- Highways Agency / Department for Transport funding

### ***Health***

- CCG funding
- Through direct provision of space as part of a Section 106
- Through direct rental of space to be taken at a commercial rent

### ***Education***

- Through developer contributions such as S106 and CIL
- Mainstream local authority capital funding
- DfE funding
- EFA
- Free schools or academy trusts

### ***Emergency Services***

- Section 106
- Police - through the Metropolitan Police Estates Strategy

### ***Community Facilities***

- Provision of flexible community space for a variety of users through Section 106, or CIL given this is strategic and nature and not relating to one development

### ***Open space and play space***

- The funding for open space and play space is likely to come through Section 106 and / or CIL. Some of this space (particularly play space) will be provided on-site as part of the development

### ***Utilities***

- Some utilities infrastructure will be provided by utilities providers as part of their cyclical business planning or asset management plan. Local connections are paid for through development.
- The Housing White Paper: Fixing Our Broken Housing Market considers how new development can be capitalised on to enhance broadband coverage. In the 2016 Autumn Statement, the government announced over £1 billion of new funding to boost the UK's digital infrastructure.

In assessing bids for these trials from local authorities, DCLG will take account of which areas can demonstrate they have policies setting out how high quality digital infrastructure will be delivered in their area. (The Local Government Finance Bill published in January 17 will give a business rates tax break worth £60 million to incentivise telecommunications companies to lay full fibre broadband.)

# 1 INTRODUCTION

# 1 INTRODUCTION

## 1.1 Purpose of the DIFS

The Development Infrastructure Funding Study (DIFS) for Hayes Housing Zone and the employment clusters at Millington Road and Rigby Lane will set out the following:

- Three growth scenarios for the area
- A review of existing and planned infrastructure supply
- Schedule of required infrastructure to support growth
- Detailed infrastructure costing and understanding of the funding gap
- Forecasting of income from development for the first 5 years and up to 2026 for each growth scenario, focusing on S106 and CIL
- Forecasting of additional local tax generated from development to establish a clear evidence and technical mechanisms to prove that the additional infrastructure required due to the scale of development can be fully funded.

Its findings are based on research undertaken between November 2016 and March 2017. It aims to help Hillingdon Council and its partner organisations to:

- Reduce risks related to uncertainty over future growth through a series of calculations for different growth scenarios tested and agreed with relevant stakeholders
- Reduce risks related to uncertainties over infrastructure delivery by setting out a detailed phasing, costing and funding analysis
- Narrow the funding gap by identifying all potential funding sources
- Prioritise infrastructure projects to support growth in Hayes in the most efficient way possible.

## 1.2 Approach

### 1.2.1 Document Review

A review of relevant documents relating to the Hayes Housing Zone and the adjacent employment clusters was undertaken, covering: the background to the designation of the housing zone, and any relevant growth assumptions, capacity studies or pre-application information available from LBH and the GLA.

### 1.2.2 Agree DIFM Structure and Assumptions

The structure of the Development Infrastructure Funding Model (DIFM) was agreed, together with assumptions, inputs, processes and outputs prior to the model being populated.

Initial data was then collected and the model prepared. This included incorporating potential sources of income to be derived from development including: New Homes Bonus, Council Tax, Business Rates (where relevant), and CIL / S106.

### 1.2.3 Stakeholder Engagement Phase 1a: GLA

The information collated during the document review was validated with the GLA and the structure and assumptions behind growth scenarios for the housing zone were discussed and agreed, including:

- Site boundaries and land use assumptions.
- The number of growth scenarios, e.g. low, medium and high density
- Growth scenarios
- Assumptions regarding unit mix, household densities and employment densities to produce population and employment projections
- Landowner and developer contacts and the strategy for engaging these.

### 1.2.4 Stakeholder Engagement Phase 1b: Developers / Landowners / Local Community

Meetings with developers, landowners and local community representatives were held to understand the land use proposals and development assumptions for relevant sites in the housing zone.

### 1.2.5 Develop Growth Scenarios

A number of growth scenarios were agreed for the housing zone based on the information gathered during the previous tasks.

### 1.2.6 Stakeholder Engagement Phase 1c: Infrastructure Providers

The growth assumptions for the housing zone were shared with infrastructure providers, so an assessment could be made of the extent to which infrastructure is planned for in the housing zone, alongside that for the rest of the borough.

### **1.2.7 Infrastructure Demand Forecasts for Growth Scenarios**

Infrastructure requirements were forecast for the agreed growth scenarios in the housing zone, integrating supply / demand analysis from providers, and calculating gaps in their forecasting.

This estimated the infrastructure required under each of the growth scenarios. Required social infrastructure was forecast based on agreed standards where necessary.

Where the cost of infrastructure was not readily available from existing evidence, a cost consultant derived the costs.

It was not necessary to undertake any bespoke modelling for transport, (for example where the SDG report into highways infrastructure can input), or utilities as these are specialist areas lead by statutory providers and it was important to rely on their analysis. Utilities providers were unable to give specific answers on infrastructure associated with the growth scenarios at this stage but were able to provide guidance on their planning formulas. Ongoing engagement with providers ensured they provided timely responses to the engagement process.

### **1.2.8 Stakeholder Engagement Phase 2: Harmonising supply / demand analysis and defining infrastructure delivery projects**

This second phase of consultation with service providers was used to review providers' identified projects in relation to the identified growth scenarios for the housing Zone. A Cost Consultant reviewed all infrastructure costs and assessed cost inflation forecasts.

### **1.2.9 Development Infrastructure Funding Model (DIFM)**

A simple financial forecasting model was developed to estimate revenues from CIL and other sources in order to understand the funding gap for the infrastructure required in the housing zone. More specifically:

- The model uses data from the development trajectory and the growth forecasts assessment and calculates income from development for all identified growth scenarios
- The model was designed to show direct financial impact of any changes to rates, when different CIL rates are 'plugged in'
- The model uses funding data gathered from providers, the Council's corporate finance team and from the development trajectory to estimate income from other sources incl. the Capital Programme and Medium Term Financial Strategy
- The model forecasts other potential funding sources, including grant and central government programme funding, drawing on a projection of past practice. It provides a single source of information as evidence of a funding gap.

### **1.2.10 Development Infrastructure Funding Study (DIFS)**

To complement the evidence provided by the DIFM, strategic advice and commentary is provided in this report. It identifies alternative sources of funding and delivery mechanisms to ensure sufficient and timely infrastructure is provided to serve the housing zone.

## 2 CONTEXT

## 2 CONTEXT

### 2.1 Local Context

#### 2.1.1 Hayes Town Centre

Hayes Town Centre is in the London Borough of Hillingdon in North West London, situated 13 miles west of Charing Cross between Minet Country Park and Lake Farm Country Park. The town centre is within a 11-minute journey of Heathrow Airport by both car and direct train, and close to major arterial roads including the M4 and M25. The Grand Union Canal runs through the southern industrial area of the town onto Stockley Industrial Park and then Yiewsley.

Situated in the south of the borough, it is more densely populated than elsewhere in the borough and according to the Joint Strategic Needs Assessment (2010), has a younger age demographic, higher levels of deprivation and shorter life expectancy.

Nearby Southall in the borough of Ealing is also a Housing Zone and is expected to accommodate at least 6000 new homes and 3000 new jobs. Together with Hayes Town Centre this will put a significant strain on the area's infrastructure, particularly around Minet Country Park.

Hayes has been heavily involved with industry over the years, both local and international, having been the home of Nestle and Heinz. It is however best known as the home of EMI. The words 'Hayes, Middlesex' appear on the reverse of the Beatles' albums, which were manufactured at the town's Old Vinyl Factory. It was in 1929 that Nestle located its major chocolate and instant coffee works on the canal, adjacent to the railway south east of the station, and the road that led to the factory was subsequently renamed Nestle's Avenue. The factory's elegant Art Deco facade survives, and is a local landmark. Other landmarks in the area include the Grade II listed St Mary's Parish Church and Barra Hall, a Grade II listed manor House.

Figure 6. Hayes Town Centre



Figure 7. Hayes Housing Zone in Context



## 2.1.2 Botwell Ward

The majority of development sites in Hayes Housing Zone are situated in Botwell ward, with the remaining developments being in the Townfield ward. Both wards have a similar demographic, compared with the rest of the borough.

Botwell ward is bordered by Charville, Townfield, Pinkwell, West Drayton, Yiewsley and Brunel. According to the 2011 census, it has a population of 15,034 residents, an increase of 20.9% since 2001 (12,432); this is much higher than the 12.7% increase for Hillingdon overall. Botwell is ranked 13th in terms of density in the borough with 34.4 people living per hectare. The average number of people per household is 3.

Christianity is the predominant religion in the ward with 37.4% from this faith. 11% are Hindu, 12.1% Sikh, 19.5% Muslim, with 11.8% having no religion. 6.3% chose not to state a religion. 65.3% of Botwell ward were born in Europe (with 57.3% in the UK), 21% in the Middle East/

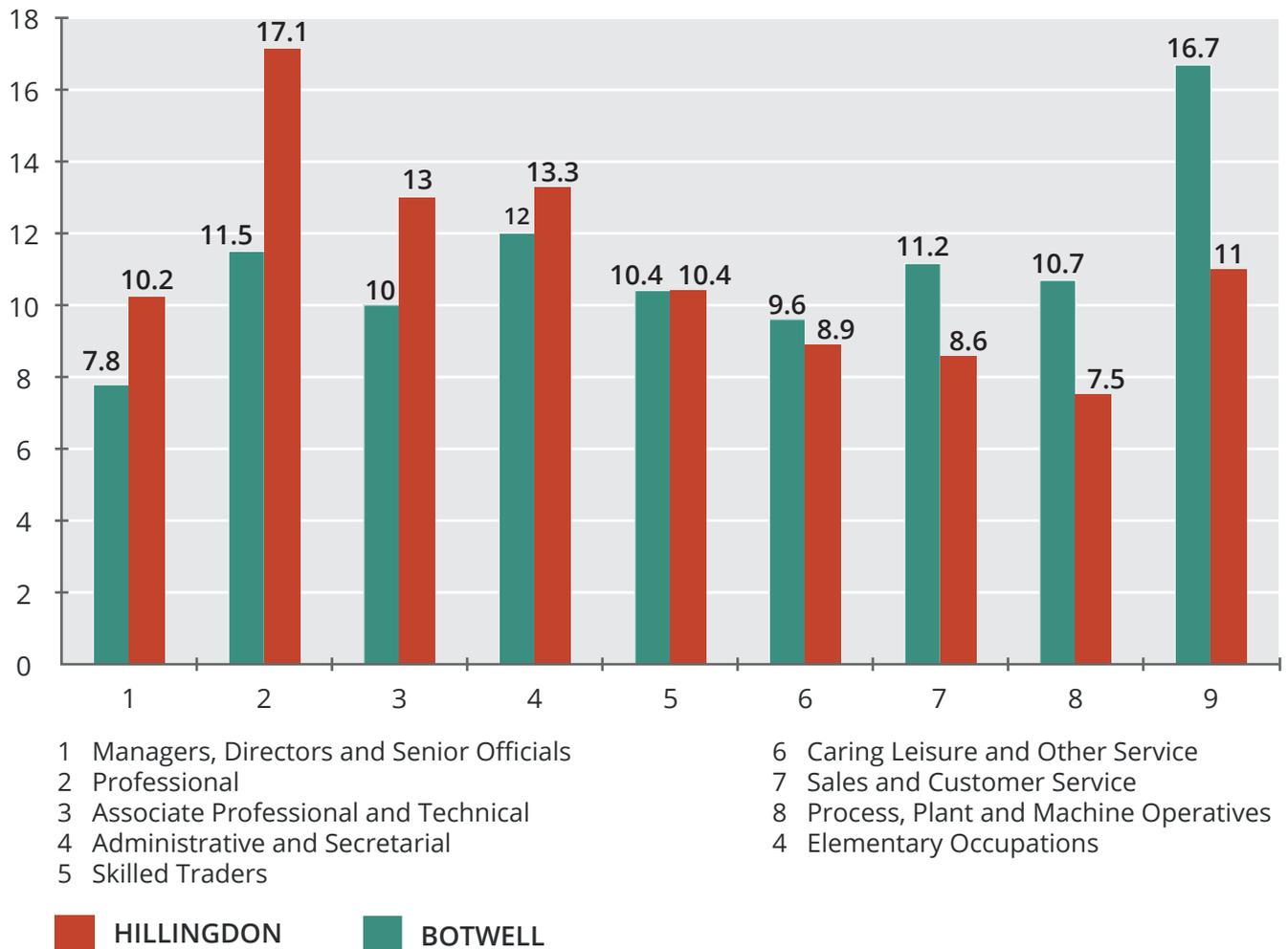
Asia, 10.8% in Africa, and 2% in the Americas, Caribbean or Australasia. Apart from English the most spoken language in the ward is Punjabi (1,009, 7.1%) followed by Somali (566, 4%).

24.9% of the residents in Botwell are under the age of 16; this places Botwell 3rd in ward ranks of under 16's in the borough, behind Pinkwell and Yeading. 71% of residents fall into the working age bracket (defined as a resident aged between 16 and 74) and the remaining 4% are over the age of 75. Since 2001, the largest increase of residents by age is in the under 16s (up 29.7%, 860 residents). Within the working age population, all age ranges have increased – the 16-24s up 27.4%, the 25-59s up 19.5% and the 60-74s up 16.1%.

In Botwell 68.4% of residents of working age are economically active. This represents a slight increase from the Census figures of 2001 and is slightly below the Borough average of 70.7%. The largest cohort (16.7%) are in elementary occupations.

**Figure 8. Occupation Types Across Botwell Ward**

Source: Botwell Ward Profile, London Borough of Hillingdon, June 2013



In March 2011, there were 4,956 households, an increase of 6.6% in the ward from 2001 (4,647), this is higher than the overall borough increase of 3.7% but less than the increase in London of 8.2% and England of 7.9%.

The majority of households in the ward (68%) are comprised of one family, with a further 7.3% being a one person household, and 24.7% categorised as 'other' household type (i.e. 'all full time students' or 'all aged over 65').

There are seven communal establishments within the ward, housing 248 residents (1.65%) - these include medical and care establishments. The majority of houses within the ward are houses or bungalows (either detached, semi or terraced) at 72.3%, with 27.3% being flats or maisonettes (including those in a commercial building).

50.8% of ward residents either own their own property outright (18.8%) or own with a mortgage or loan (32%). 19.9% of properties are privately rented, with 25.1% socially rented from the Council or other; the remaining residents are shared ownership (2.9%) or living rent free (1.2%).

Crime has been an issue in Hayes in recent years. The re-introduction of traffic into the town centre should help to address this, as should supporting the canal to be a more accessible area.

## 2.2 Policy Context

### 2.2.1 National Planning Policy Framework

The importance of robust infrastructure planning is emphasised in the National Planning Policy Framework (NPPF). Paragraph 162 of NPPF states:

Local planning authorities should work with other authorities and providers to:

- Assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands
- Take account of the need for strategic infrastructure including nationally significant infrastructure in their areas.

The NPPF emphasises the importance of identifying and coordinating development requirements, including the provision of infrastructure. Planned infrastructure should be delivered in a timely fashion and local authorities should work with neighbouring

authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development.

National Policy Planning Guidance (2014) provides guidance regarding infrastructure planning in relation to the Local Plan. Paragraph 018 states:

The Local Plan should make clear, for at least the first five years, what infrastructure is and how it relates to the anticipated rate and required, who is going to fund and provide it, phasing of development. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain.

The detail concerning planned infrastructure provision can be set out in a supporting document such as an infrastructure delivery programme that can be updated regularly. However the key infrastructure requirements on which delivery of the plan depends should be contained in the Local Plan itself.

This guidance has informed the preparation of this and previous versions of the SIP.

### 2.2.2 The London Plan

The London Plan is the strategic plan for London and sets out an integrated economic, environmental, transport, and social framework for the development of the capital to 2036. It forms part of the development plan for Greater London and London Borough's local plans need to be in general conformity with the London Plan and its policies.

### 2.2.3 Opportunity Areas

London has limited opportunities for accommodating large scale development. Several suitable areas are identified in the Mayor's London Plan: 38 Opportunity Areas and seven Intensification Areas.

Opportunity Areas are London's major source of brownfield land which have significant capacity for development – such as housing or commercial use - and existing or potentially improved public transport access. Typically, they can accommodate at least 5,000 jobs, 2,500 new homes or a combination of the two, along with other supporting facilities and infrastructure.

The Mayor works closely with the boroughs and other stakeholders in developing Opportunity Areas. He provides encouragement, support and leadership in preparing and implementing Planning Frameworks, which serve to help realise the potential of these areas.

These partnerships work in a number of ways, including:

- Joint GLA and borough steering groups
- Secondments both to and from the GLA
- Active involvement of the private sector
- The use of 'in-house' expertise
- The appointment of consultants (where appropriate).

Development proposals within Opportunity Areas should:

- Support the strategic policy directions for the relevant Opportunity Area(s) and Intensification Area(s)
- Seek to optimise residential and non-residential densities and provide infrastructure to sustain growth
- Contribute towards meeting the minimum guidelines for housing and/or employment capacity
- Realise scope for intensification associated with improvements in public transport accessibility and promote inclusive access including cycling and walking
- Support wider regeneration and integrate development proposals to the surrounding areas especially Areas for Regeneration.

The London Plan has identified Heathrow (including Hayes) as an Opportunity and Intensification Area, where there is the potential to provide a minimum of 9,000 new homes and 12,000 new jobs (indicative figures).

## 2.2.4 Heathrow Opportunity Area

The Heathrow Opportunity Area is designated in the London Plan.

- Area (Ha): 700
- Indicative employment capacity: 12,000
- Minimum new homes: 9,000
- OAPF progress: 1.

The Mayor supports an integrated approach to the distinct environmental and growth issues facing the area around Heathrow both within and beyond London in the three corridors covered by the 'Western Wedge' (see para 2.17) and recognises the importance of the airport as a driver for economic growth within the opportunity area and beyond. He recognises the importance of maintaining its attractiveness to business, while enhancing its environmental performance in line with Policy 6.6 Aviation. It contains a range of locations with potential to contribute to economic development without a third runway, together with new housing and environmental improvement.

Any new development and infrastructure brought forward in this area must avoid

adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. In Hillingdon, Heathrow 'north' (including the A4 corridor) will continue to benefit from airport related growth, particularly with regard to transport and logistics, business and hotels and leisure/tourism.

Stockley Park has a particular draw for a diverse range of offices including marketing and R&D, and for prestigious national and European headquarters. Uxbridge is set to grow significantly with the redevelopment of the RAF Uxbridge site, together with potential in the bio-science sectors and creative/media support services in the Uxbridge Business Park. The Hayes-West Drayton corridor contains redevelopment opportunities for a range of potential uses, including small business parks, logistics and mixed-uses. Hayes town centre offers considerable scope for the creative/media sector and for SME workspace. In Hounslow, there is capacity to continue the rejuvenation of Feltham as a town centre and to develop the borough's strategically important industrial offer. The capacity estimates indicate the broad potential of the Opportunity Area and are subject to more detailed testing.

## 2.2.5 Housing Zones

Housing Zones were introduced in 2014 and aim to boost housing supply in London. A Housing Zone includes a minimum of 1,000 homes across tenures. A range of planning and financial measures are used in these areas to unlock and accelerate housing delivery and to build more affordable homes for working Londoners. All Housing Zones will be set up by an agreement which shares the duty of building the homes between partners. This will ensure the numbers of planned new homes are built.

The Mayor has set forward plans for the development of 31 Housing Zones in partnership with London boroughs and their development partners as part of his Housing Strategy. A total of £600 million in funding has been made available by the Mayor and government for the construction of 75,000 new homes. The programme will also provide 150,000 associated jobs over the next ten years.

In March 2016, a further 11 housing zones were designated (in addition to the original 20) including Hayes Town Centre, which falls within the Heathrow Opportunity Area. The GLA funding for the next set of Housing Zones is £200m across the boroughs with an anticipated allocation of £20m per Zone. This grant funding is capital in nature and typically a mix of direct grant assistance and repayable grant

depending on the nature of the projects undertaken within the Zone.

### **2.2.6 Hayes Housing Zone**

In 2016, Hayes Town Centre was designated as a Housing Zone. Policy 8.1B in the Further Alterations to the London Plan (FALP 2015) identifies Housing Zones as initiatives to realise the potential of large development areas and commits the Mayor to working with Government on developing implementation options for them and with boroughs on potential locations.

The 2014 Housing Prospectus makes clear that, 'A Housing Zone will be more tightly focused on housing delivery than an Opportunity Area. Parts of Opportunity Areas which include significant areas for commercial or mixed use development may be left outside of the Housing Zone 'red-line'.

Housing Zones should present a more immediate opportunity for development than many Opportunity Areas are currently able to deliver, and, rather than setting out an aspiration through a broad planning framework, would specifically link investment and intervention to specific housing outputs in specific locations.'

Hillingdon's Local Plan and Housing Strategy seek to provide additional housing in the Borough to meet the population needs and growth for the next 15 years, and the Hayes area of the Borough provides the greatest concentration of development opportunities to justify the allocation of a Housing Zone. The creation of a Housing Zone and access to grant funding aims to unlock potential housing sites and increase the element of affordable homes.

### **2.2.7 London Borough of Hillingdon Local Plan**

The Hillingdon Local Plan sets out the key elements of the planning framework for the borough from 2011 to 2026, and is separated into two parts.

The Local Plan (Part 1) outlines the long term spatial vision for the area, and the broad locations for delivering the housing and other strategic development needs such as employment, retail, leisure, community, essential public service and transport development. Part 1 of the Local Plan was adopted in November 2012 following an Examination in Public and approval by the Planning Inspectorate. It is due to be reviewed in 2017.

The Local Plan (Part 2) includes a set of development management policies, site allocations and a policies map in order to

provide guidance regarding development decisions, and a monitoring and implementation framework to aid the delivery of the Local Plan. The Council has undertaken consultation on the Revised Proposed Submission Version of the Local Plan Part in 2015. It is due to be submitted for examination in early 2017.

Table 5.1 of the Local Plan Part 1 sets out the future of key sub-areas within the Heathrow Opportunity Area. For Hayes Town Centre it states the following:

#### **Hayes Town Centre: current position**

Hayes grew up as a manufacturing centre located on the Bristol-Paddington railway line and Grand Union Canal. With the demise of manufacturing there are opportunities to diversify the area. Hayes is classified as a District Centre and supports approximately 200 retailers, 30,900 sq.m gross of retail floorspace and 40,000 sq.m of office space. The introduction of the Heathrow Connect Service has created greater links and attracted investment. While there have been successes in recent years with the arrival of businesses associated with Heathrow and the entertainment sectors, there remains a significant supply of high quality office space.

#### **Hayes Town Centre: future growth**

There has already been significant developer interest in Hayes with major new investment at London Gate (Blyth Road) and Hyde Park (Millington Road). Ballymore's High Point development is a mixed-use scheme with a range of affordable housing provision aimed at housing local families. The introduction of Crossrail will create further regeneration opportunities through an improved transport interchange and help the town centre develop a new identity as the location for small and emerging businesses, suitable for business start-up units, small-scale offices and mixed-use development. The Council will also seek to make the best use of the Grand Union Canal in the regeneration process. Hayes is identified as having capacity for an additional 3,345 sq.m of comparison retail floorspace for the plan period which will be accommodated within the existing town centre. The Grand Union Canal offers an attractive and sustainable alternative for pedestrian and cycle routes through the area.

Development in Hayes is likely to provide opportunities for employment for those in nearby areas of deprivation. It is important that Hayes and nearby Yeading prosper from the considerable economic influence of Heathrow. It is also vital to monitor threats to Hayes, such as the impact of other centres, including the potential extension to Southall in neighbouring

Ealing, and the impact on local jobs from in-commuting via new Crossrail links. Specific policies for economic growth and regeneration of Hayes and improvements to community infrastructure at Yeading will be developed in partnership with stakeholders through the Hillingdon Local Plan: Part 2- Heathrow Area Policies LDD.

### **2.2.8 Hayes Employment Clusters**

Hillingdon has a strong, well connected local economy with good potential for further growth. The Borough contains over 10,090 active enterprises, providing some 200,000 jobs and whilst many are small and medium sized organisations, Hillingdon has one of the highest numbers of major international and European headquarters outside of the City, Canary Wharf and the West End. The south of the Borough contains areas of high deprivation, but also accommodates Heathrow Airport, the UK's only hub airport, Uxbridge Metropolitan Centre and the Stockley Park concentration of high-tech multinational industries. These economic components have a sphere of influence that extends beyond Hillingdon's boundaries, across London and the wider south east region.

Hillingdon Council's Employment Land Study identifies a surplus of industrial and warehousing land in the region of between 16.3 and 20.6 hectares that could be released by 2026. Hillingdon has four Strategic Industrial Locations (SILs), which are protected by Policy 2.17: Strategic Industrial Locations of the London Plan as being the main reservoirs of industrial land in the Borough. Hayes Industrial Area falls within this definition as a Preferred Industrial Location suitable for general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions and other industrial related uses (i.e. generally Use Classes B1 (c), B2 and B8).

Millington Road and Rigby Lane employment clusters sit just outside the border of the Housing Zone. The Local Plan Part 2 allocates Millington Road for release as permission has been granted for the provision of a supermarket. There is also permitted development for 110 units from commercial to residential. Rigby Lane employment cluster falls within the Hayes Industrial Area. The West London Waste Plan (2015) allocates the Rigby Lane site for a new Waste Transfer Station (WTS) and planning permission has been granted for this together with overnight parking for goods vehicles – there is already a WTS on the site. The Local Plan Part 2 states of the Rigby Lane employment cluster, 'vacancy rates for floorspace and land availability continue to remain low. The vibrancy of the estate's

businesses and diversity of industrial and distribution activities justify its status as part of the Hayes Industrial Area and proposed designation as a Preferred Industrial Location.

### **2.2.9 Heathrow Airport Expansion**

Given the current uncertainty regarding the proposals for and timings of the expansion of Heathrow and the proposed third runway, it was agreed with LBH that infrastructure supply and demand issues and the subsequent funding analysis is done without taking into consideration the potential impact that the Heathrow third runway could have, for example on air quality, traffic congestion, and any population displacement. In addition the majority of development envisaged in this study and the resulting demand for infrastructure is likely to come forward ahead of the delivery of the Heathrow third runway

# 3 GROWTH FORECASTS

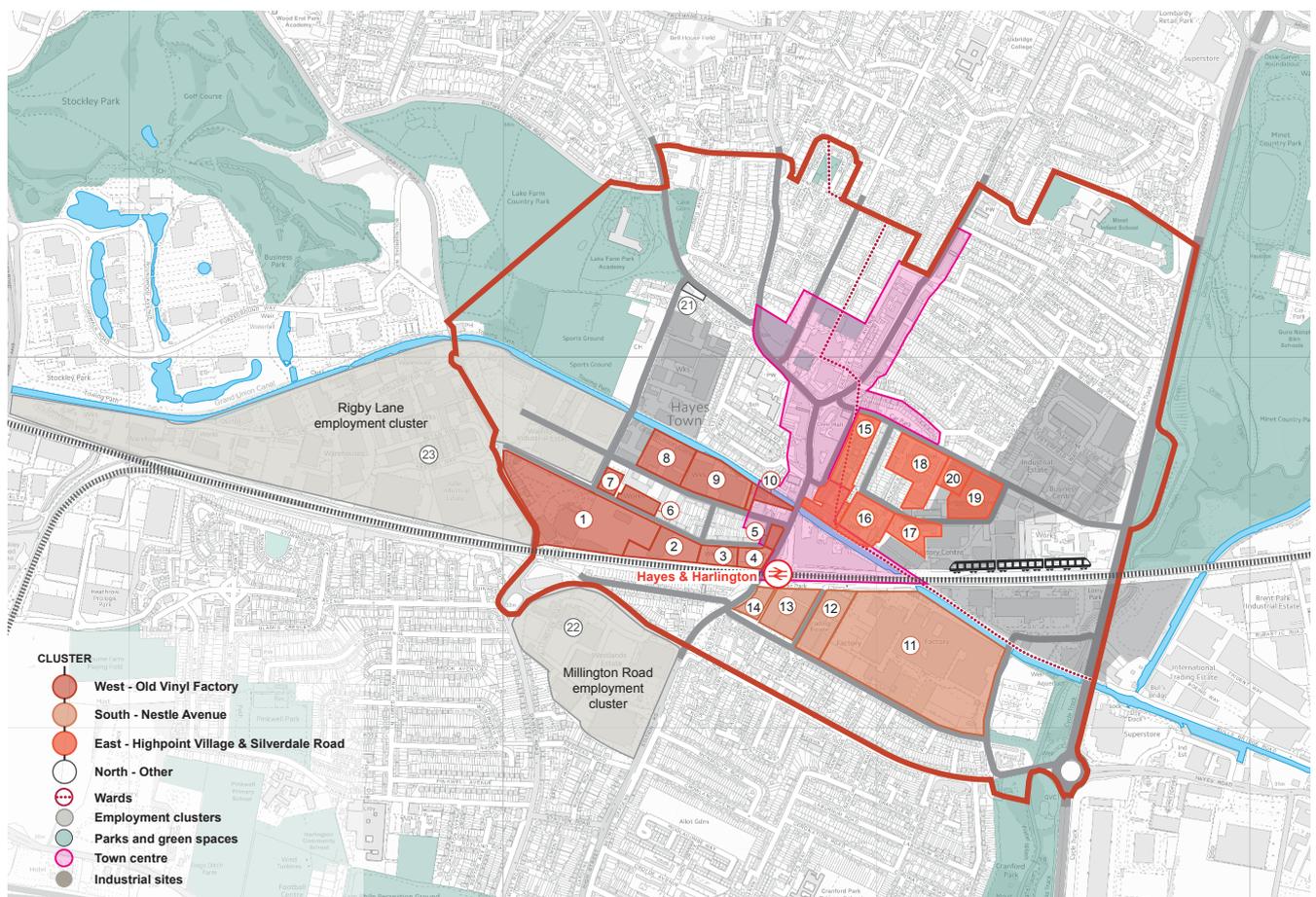
# 3 GROWTH FORECASTS

## 3.1 Development Trajectory

There are 21 development sites within the Hayes Housing Zone identified as likely to bring forward growth during the period of the Local Plan, together with the employment clusters at Millington Lane and Rigby Road. There are three main clusters of development: West of the station (around the Old Vinyl Factory site - site 1), South of the station (around the former Nestle site - site 11), and East of the station (behind Highpoint Village around Silverdale Road - sites 15 to 21). There are also two sites elsewhere in the housing zone.

Both major development sites in Hayes - the Old Vinyl Factory and the Former Nestle site - will create a significant cultural draw by capitalising on the area's rich history. The Old Vinyl Factory is spread out over 18 acres and was originally built as the headquarters of EMI and His Master's Voice in 1907. The former Nestle Site has also been an integral part of the Hayes community for nearly a century, manufacturing coffee and chocolate until Nestle moved its production facilities to Derbyshire in 2014. The vision for the site involves using that heritage of the factory to influence the architecture and landscape of the development. For example, the art deco commercial facade will be retained, as will the art deco canteen building.

Figure 9. Housing Zone Possible Development Sites



Both sites will also contribute a vast amount of public open space, and better walking and cycling connectivity to Hayes & Harlington Station. The non-residential floorspace does/will not provide retail to avoid creating competition with Hayes Town Centre, and instead floorspace will be provided for a mix of cafes and restaurants, offices and other employment uses, community facilities, as well as both sites housing public gyms. Both developments will

mitigate some of their impact through site heating networks. The Old Vinyl Factory will also provide a cinema, as well as research and design hub: the Central Research Laboratory. The CRL was created in partnership with Brunel University London and the Higher Education Funding Council for England. It will be the UK's first full service incubator for manufacturing entrepreneurs. In September 2015 the pilot phase of the CRL was launched, welcoming its

first 11 start-ups onto the Incubator Programme. In September 2016 the first students arrived to the Global Academy, a University Technical College on the site specialising in music and media studies for ages 14-18.

### 3.1.1 Opportunities Associated With Each Cluster Of Development

#### South



#### Current state:

- The 30 acre former Nestle site in the southeastern corner of the housing zone to the north of Nestle Avenue, together with other industrial sites that are currently occupied. The south side of Nestle Avenue is occupied by terraced houses.

#### Opportunities:

- The cluster provides the opportunity to improve walking and cycling provision, as well as provide a bus stand and turnaround area that are needed to support the required increase in bus services. There should also be consideration to re-directing bus services off North Hyde Road. The cluster also provides a significant amount of publicly accessible green space, as well as a southern link to Hayes & Harlington Station.

#### West



#### Current state:

- Former industrial area with significant mixed-use development already underway on and around the Old Vinyl Factory site

#### Opportunities:

- To improve the local public realm and connectivity to the station and to significantly add to the vibrancy of the housing zone, given the amount of commercial, cultural and community uses being provided, particularly on the Old Vinyl Factory site.
- Potential to open up a more attractive route to the station from Rigby Lane Employment Centre and Lake Farm County Park, and to extend the feel of the Old Vinyl Factory cluster to connect up with Hayes Town Centre.

## East



### Current state:

- Other than the High Point Village development by the station, this area has a mix of estate housing and industrial sites currently removed from the town centre by the two-storey car park along Silverdale Road, and due to the lack of a pavement in parts of Crown Close and investment in the public realm elsewhere. Site 18 Benlow Works is a Grade II listed craft industry building.

### Opportunities:

- To better connect this part of the zone to the town centre, in terms of walking and cycling, by maximising the opportunities associated with the canal and improving the public realm, as well as creating better transport routes along Pump Lane through to Minet Country Park and the Southall Gas Works development and beyond.

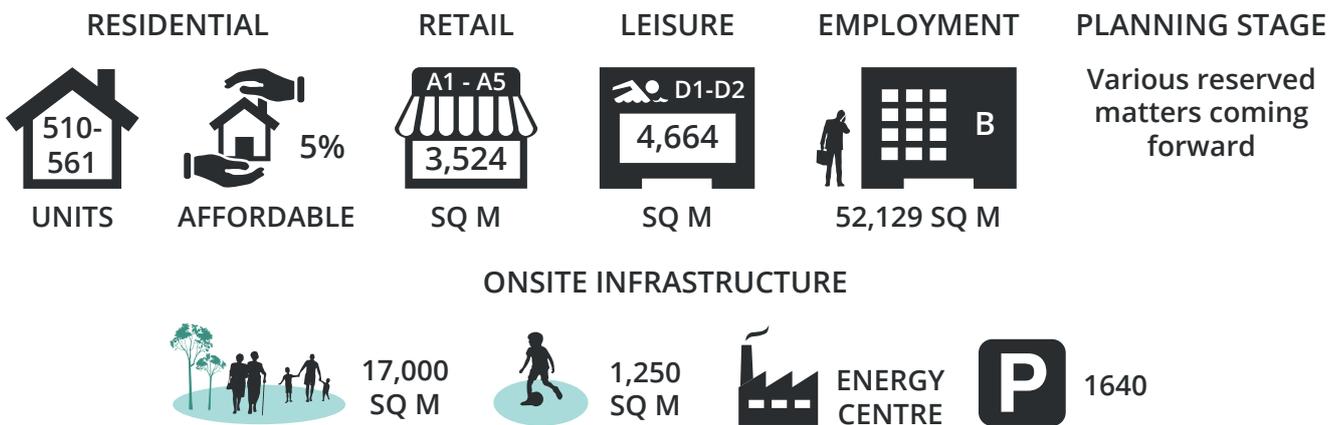
### 3.1.2 Overview of development sites

Below is a more detailed overview of the 21 development sites that may come forward during the period of the Local Plan between 2016 and 2026. 8 sites have had planning approved or have been completed, while 15 are either at an earlier stage or are not yet being pursued.

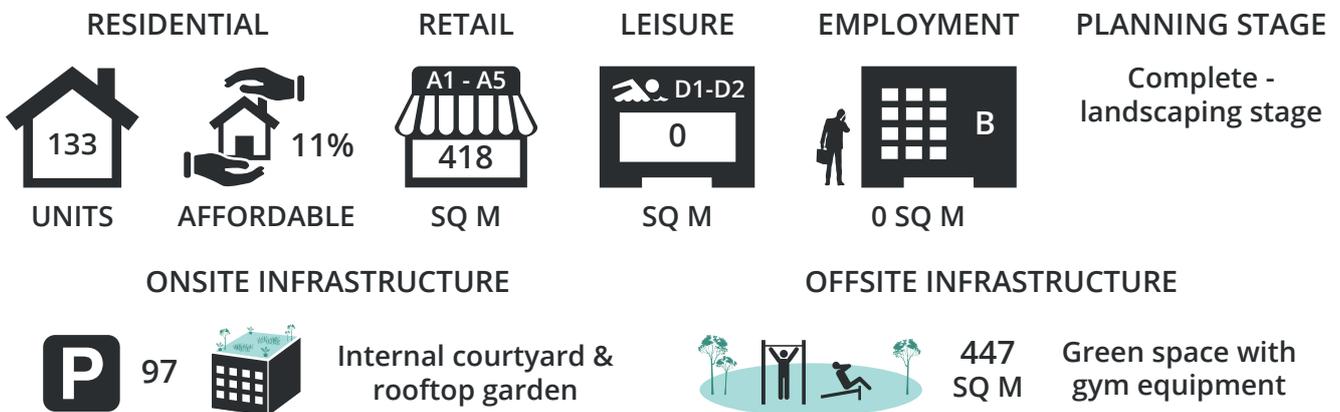
The figures for each development site represent either the known or estimated number of units being delivered or a possible range between A) a scenario covering planning completed sites and emerging Local Part 2 site allocations and B) a scenario covering planning completed sites and the possible number of units that could come forward on each site, based on the perspective of the Local Planning Authority.

#### Cluster 1: West - Old Vinyl Factory

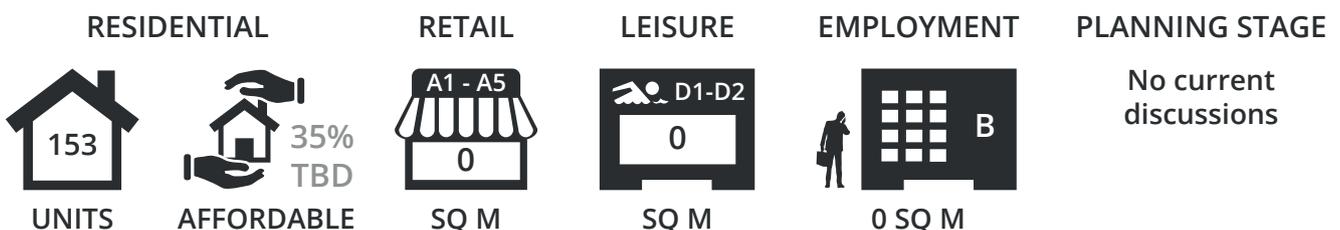
##### 1 Old Vinyl factory ..... 2021



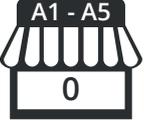
##### 2 Gatefold Building ..... 2017



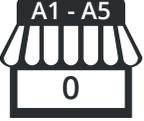
##### 3 Blyth works/house ..... 2019



**4** 20 Blyth Road .....> ?

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 120 UNITS	 100% AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 600 SQ M B	Complete - due diligence process due to developer going into liquidation

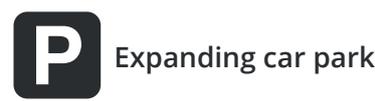
**5** Trident House .....> 2021

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 98 UNITS	 0% AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M B	Complete - occupied

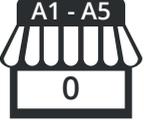
**6** Enterprise House .....> 2019

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 96 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 600 SQ M B	Planning permission not viable - process of negotiating conditions

ONSITE INFRASTRUCTURE



**7** Jupiter House .....> ?

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 73 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M B	?

**8** Crown Trading Estate ..... 2022

<b>RESIDENTIAL</b>	<b>RETAIL</b>	<b>LEISURE</b>	<b>EMPLOYMENT</b>	<b>PLANNING STAGE</b>
				Advanced discussions LBH/ GLA release of employment land through local plan process. Aim to submit planning application by late 17
197-300 UNITS		0 SQ M	0 SQ M	
<b>ONSITE INFRASTRUCTURE</b>				
Opening up public realm/ walkway along the canal frontage				

**9** Fairview Trading Estate ..... 2026

<b>RESIDENTIAL</b>	<b>RETAIL</b>	<b>LEISURE</b>	<b>EMPLOYMENT</b>	<b>PLANNING STAGE</b>
				Pre App discussion under consideration. Plan to submit application between 2019/20 - 2021/22
260-372 UNITS		0 SQ M	0 SQ M	
<b>ONSITE INFRASTRUCTURE</b>				

**10** Union House ..... 2022

<b>RESIDENTIAL</b>	<b>RETAIL</b>	<b>LEISURE</b>	<b>EMPLOYMENT</b>	<b>PLANNING STAGE</b>
				Complete - occupied
46 UNITS		0 SQ M	0 SQ M	
<b>ONSITE INFRASTRUCTURE</b>		<b>OFFSITE INFRASTRUCTURE</b>		
		Highway works: widening crossover		

## Cluster 2: South - Nestle Avenue

### 11 Former Nestle Site ..... 2024

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 1159-1382 UNITS	 35% TBD AFFORDABLE	 A1 - A5 174 SQ M	 D1-D2 1,891 SQ M	 23,606 SQ M	Due to submit full planning application spring 17

#### ONSITE INFRASTRUCTURE

 30,760 SQ M	 NURSERY & PLAYSPACE	 PUBLIC GYM
---	---	--

 Community floorspace in Canteen building	 Sharks kayaks to store kayaks in canal-side building
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 Trim trail around site (walking/cycling)
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 6 SUBSTATIONS	Residential 630 Commercial 213	
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#### OFFSITE INFRASTRUCTURE

Contributions to: Transport Bulls Bridge, Junction of North Hyde Rd and Harold Avenue (traffic lights and extra lane), Junction improvements near ASDA - barrier at end of Nestle Avenue so these two junctions will take all traffic, Employment & construction training, Air quality mitigation, Canalside improvements, Zero carbon offset payment, public art and public space maintenance. Towpath is on north side. Bridge link aspiration across canal. There is a wide railway bridge over the canal where a mooring may make it less hostile - in talks with C&RT. It should also be noted that TfL may require land and / or financial contributions to provide bus standing facilities on Nestles Avenue.

### 12 Squirrels Trading Estate ..... 2021

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 169-200 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	Mixed ownership. No plans yet

#### ONSITE INFRASTRUCTURE

 SCHOOL	Site could potentially accommodate new primary school, though no plan yet from LBH as to when or how this site will come forward
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13 Buccleuch site ..... 2020

<p>RESIDENTIAL</p>  <p>335-400 UNITS</p>	<p>AFFORDABLE</p>  <p>35% TBD</p>	<p>RETAIL</p>  <p>A1 - A5 0 SQ M</p>	<p>LEISURE</p>  <p>D1-D2 0 SQ M</p>	<p>EMPLOYMENT</p>  <p>0 SQ M</p>	<p>PLANNING STAGE</p> <p>Pre-app discussions</p>
<p>ONSITE INFRASTRUCTURE</p> <p>Half of Gilbert Road, East / West link, and other TBD</p>			<p>OFFSITE INFRASTRUCTURE</p>  <p>A primary school was discussed in past TBD</p>		

14 Access self-storage ..... 2020

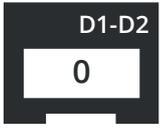
<p>RESIDENTIAL</p>  <p>137-163 UNITS</p>	<p>AFFORDABLE</p>  <p>35% TBD</p>	<p>RETAIL</p>  <p>A1 - A5 1,515 SQ M</p>	<p>LEISURE</p>  <p>D1-D2 0 SQ M</p>	<p>EMPLOYMENT</p>  <p>10,895 SQ M</p>	<p>PLANNING STAGE</p> <p>Due to submit March 2017</p>
<p>ONSITE INFRASTRUCTURE</p> <p>Private roof terrace/ground floor level amenity space</p> 			<p>Public open space bordering Station Rd</p> 		<p>153 parking spaces across two basement levels (134 for residents)</p> 

## Cluster 3: East - Highpoint Village & Silverdale

### 15 Site A Western View / Austin Road 2022

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 219 UNITS	 50% AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	Urban design brief being produced by Studio Real

### 16 Site B Westen View / Silverdale Rd 2020

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 216 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	Live planning application

#### ONSITE INFRASTRUCTURE

#### OFFSITE INFRASTRUCTURE



Improving highway access from Silverdale Road to car park



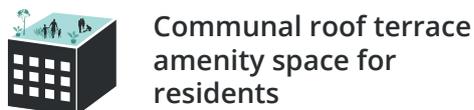
Restoration of canal towpath

### 17 Benlow Works 2021

RESIDENTIAL	AFFORDABLE	RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 50-56 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 1,189 SQ M	Pre-app under discussions

#### ONSITE INFRASTRUCTURE

#### OFFSITE INFRASTRUCTURE



Allowed for CIL payment for space

18 Chailey Industrial Estate ..... 2023

RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 198 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	No current discussions

19 Argent Centre ..... ?

RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 180 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	No current discussions

20 Matalan Site ..... ?

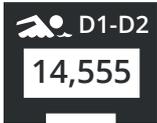
RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
 92 UNITS	 35% TBD AFFORDABLE	 A1 - A5 0 SQ M	 D1-D2 0 SQ M	 0 SQ M	Initial discussions

**Cluster 4: West - North - Other**

**21** Golden Gross .....▶ 2016

RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
					Complete
UNITS	AFFORDABLE	SQ M	SQ M	0 SQ M	

**22** Millington Road employment cluster .....▶ ?

RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
					Complete
UNITS	AFFORDABLE	SQ M	SQ M	76,360 SQ M	

**23** Rigby Lane employment cluster .....▶ ?

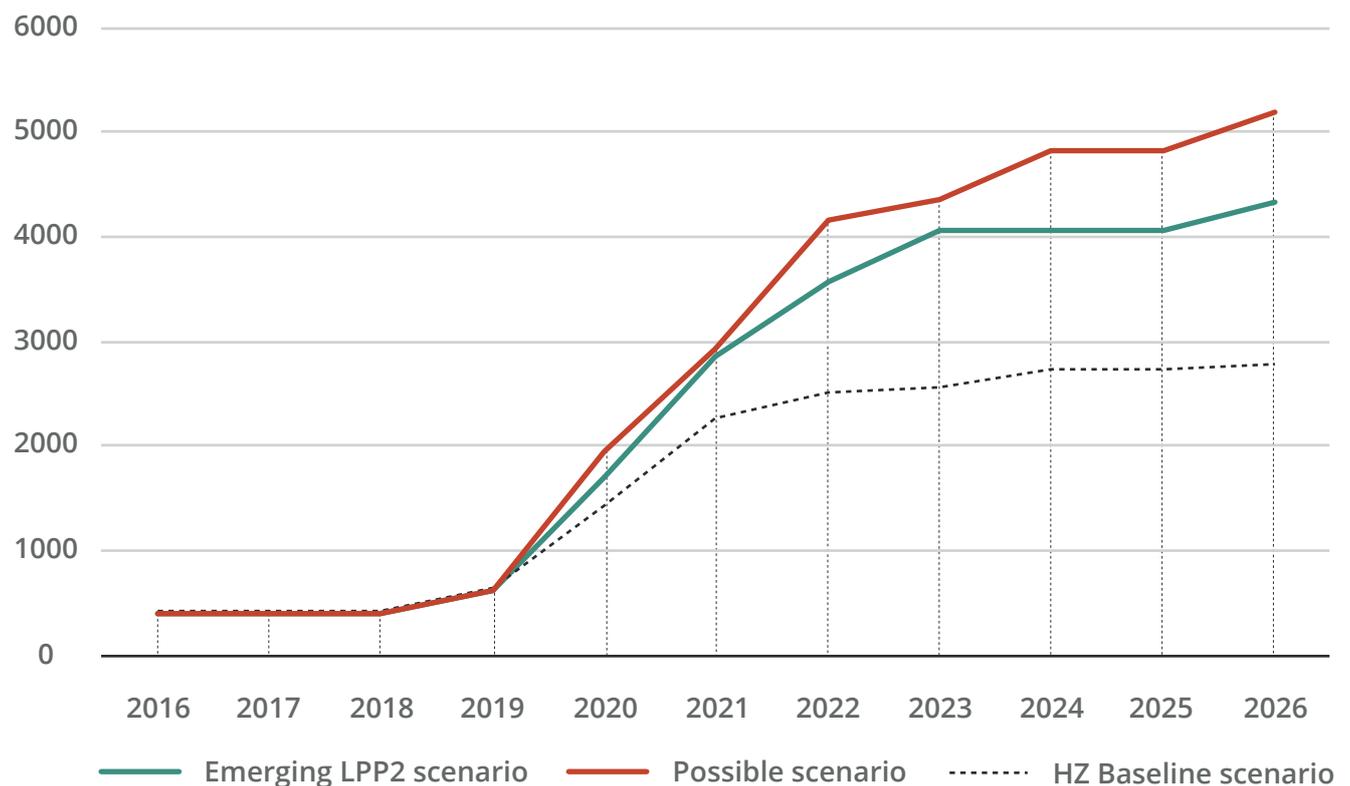
RESIDENTIAL		RETAIL	LEISURE	EMPLOYMENT	PLANNING STAGE
					Complete
UNITS	AFFORDABLE	SQ M	SQ M	155,221 SQ M	

### 3.2 Growth in Hayes Housing Zone

As referred to briefly in the above section, a number of possible growth scenarios for the housing zone are being explored in terms of how many housing units will come forward between 2016 and 2026. The housing zone bid to the GLA set out that 2788 housing units could come forward within the zone, while it is now likely that the level of growth will be between the following two scenarios:

- Sites with planning completed plus emerging Local Plan Part 2 site allocations = **4321**
- Sites with planning completed plus the possible number of units that could come forward within the housing zone, according to LBH Planning = **5191**

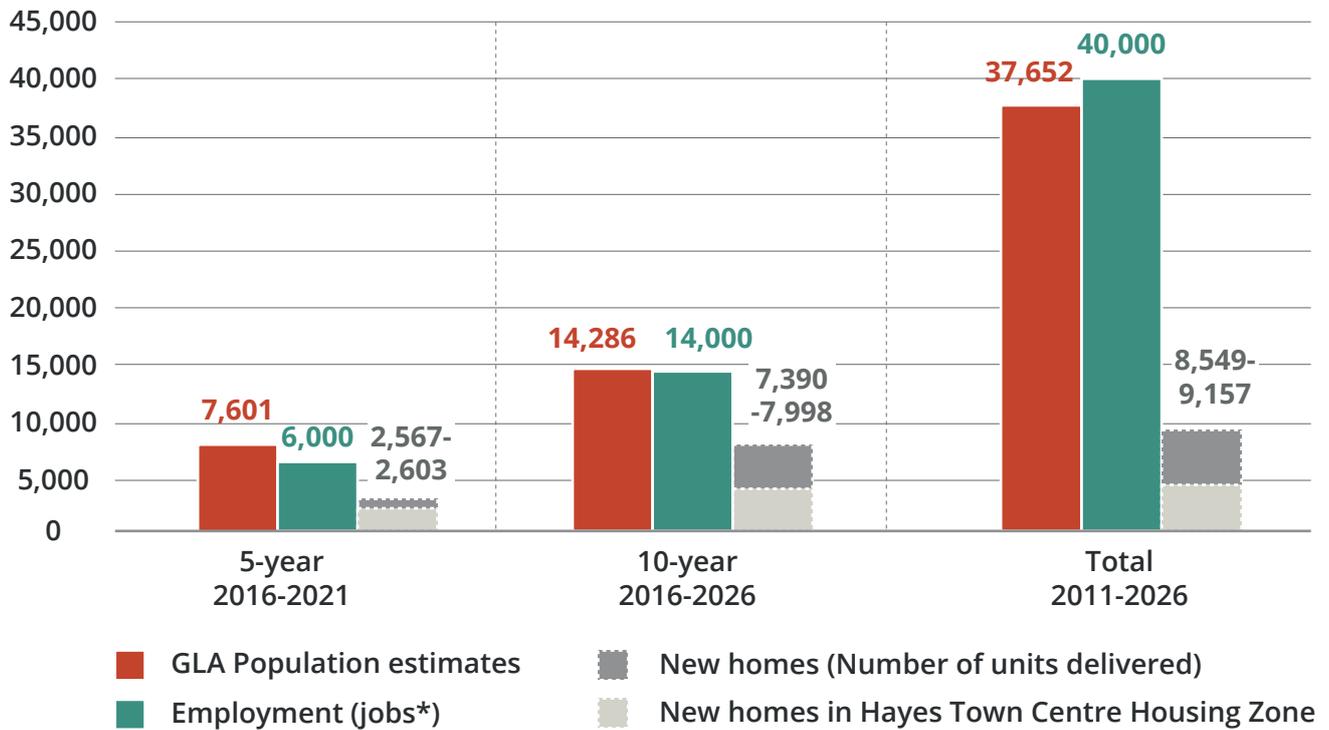
Figure 10. Cumulative Growth in Housing Zone



The Local Plan (Part 1) set out the main growth targets from the Borough and a series of high-level policies as to how the growth will be achieved and managed in a sustainable way. It includes housing and population growth targets for the Borough over the lifetime of the Plan (up to 2026).

The updated Local Plan (Part 2) contains updated housing targets as required by the GLA's London Plan. The Local Plan (Part 2) also contains an update of the estimated housing capacity of identified development sites across the Borough.

**Figure 11. Growth in Hillingdon**



\*These employment figures are an estimate of long-term trends, and do not seek to model year-on-year fluctuations. The projections include jobs which are both full-time and part-time. Note also that the projections are workforce jobs (and not people in jobs - as some people hold more than one job). It is recommended that the projected figures are assumed to include construction jobs.

Source: 1. 2016 (GLA population projections); 2. 2016 (Emerging Local Plan Part 2); 3. 2016 (GLA employment projections).

During the period 2011 to 2016, the emerging Local Plan (Part 2) states that 1,159 residential units have been completed, which have contributed to the Council's Local Plan (Part 1) housing target of 8,385 units over the plan period 2011-2026 (leaving 7226 to be delivered against the target).

However, the growth forecasts have since been updated based on any changes as a result of completed or new developments or development sites. As per the Emerging Local Plan (Part 2), there is now a growth target of between 8,549 - 9,157 new homes up to 2026 (leaving 7390-7998 to be delivered against the target).

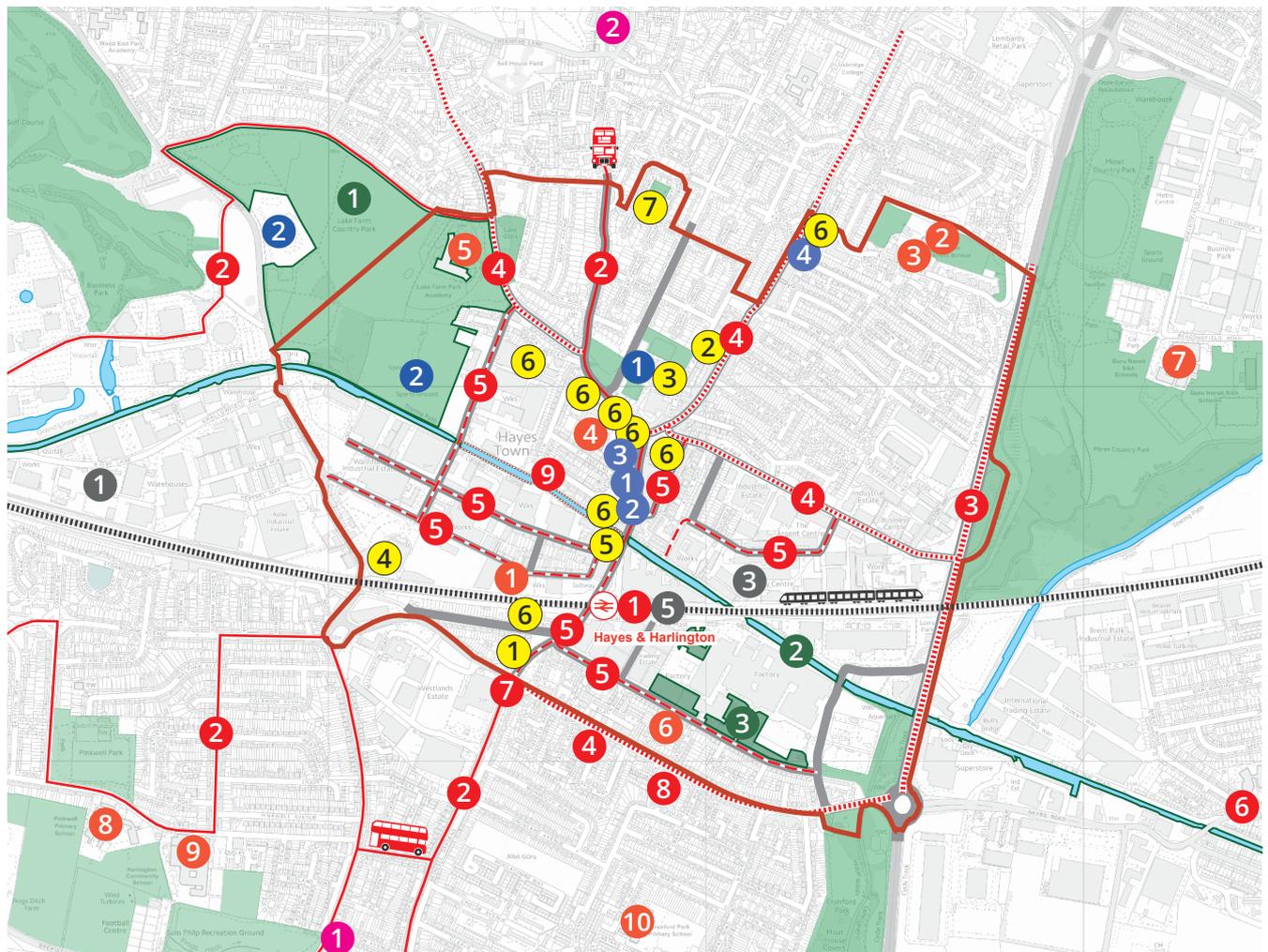
The majority of growth is expected to be delivered in Uxbridge, the Hayes/ West Drayton corridor, Heathrow airport and South Ruislip. The Housing Zone will be a particular focus for growth and development in Hillingdon, with 4321-5191 new homes likely to come forward in the area - around 60% of the remaining housing growth in the borough up to 2026.

# 4 CURRENT INFRASTRUCTURE

# 4 CURRENT INFRASTRUCTURE

## 4.1 Summary of Current Infrastructure Serving the Area

Figure 12. Current infrastructure provision in Hayes Housing Zone



### UTILITIES

- 1 Rigby Lane Transfer Station
- 2 National Grid electricity transmission infrastructure (sub-stations and supply plants)
- 3 Scottish & Southern local electricity distribution network
- 4 National Grid gas transmission and distribution
- 5 Underground drainage systems prone to flooding



### SPORT AND LEISURE

- 1 Botwell Green Sports & Leisure Centre
- 2 Sports ground in Lake Farm Country Park



### GREEN INFRASTRUCTURE

- 1 Lake Farm Country Park
- 2 Grand Union Canal
- 3 Significant green space on former Nestle site



### HEALTH

- 1 Hayes Town Medical Centre
- 2 Dr S Sehdev GP practice
- 3 HESA primary care centre
- 4 Kincora Doctor's Surgery



## COMMUNITY FACILITIES

- 1 Hayes and Harlington Community Centre
- 2 The Salvation Army Hall
- 3 Botwell Green library in Hayes provides an office space for the Hayes Town Centre Partnership and space for cultural activities.
- 4 Vinyl Lounge is temporary community space on Old Vinyl Factory site
- 5 YMCA
- 6 Places of worship:
  - Hayes Elim Christian Centre
  - St Anselms Parish Church
  - Immaculate Heart of Mary Church
  - Society of the Sacred Heart Church
  - Hayes Methodist Church
  - Hayes Muslim Centre
  - Coldharbour Lane Baptist Church
  - Quba Masjid and Education Centre
- 7 Townfield Community Centre



## EDUCATION

- 1 Global Academy, Blythe Road
- 2 Minet Junior School Academy
- 3 Minet Infant School
- 4 Botwell House Roman Catholic Primary School
- 5 Lake Farm Park Academy
- 6 Hayes Children's Centre
- 7 Guru Nanak Sikh Schools
- 8 Pinkwell Primary
- 9 Harlington School
- 10 Cranford Park Primary



## TRANSPORT AND CONNECTIVITY

- 1 Hayes & Harlington Station
- 2 Bus routes: 195, 698, H98, U4, U5,350, 90, 140, 696, E6
- 3 Transport for London Road Network (TLRN): A312
- 4 Hayes Town Centre key roads: North Hyde Road, Pump Lane, Botwell Lane, Coldharbour Lane
- 5 Other roads near development sites: Nestle Avenue, Station Road, Blythe Road, Clayton Rd, Trevor Road, Printing House Lane, Silverdale Road, Crown Close
- 6 Bulls bridge roundabout
- 7 Station Rd / North Hyde Rd (ASDA) junction
- 8 Harold Avenue / North Hyde Rd
- 9 Towpath along the canal but not well-kept and is isolated



## EMERGENCY SERVICES

- 1 Hayes Fire Station
- 2 Hayes Ambulance Station

## Infrastructure Surrounding Hayes Housing Zone



### COMMUNITY FACILITIES

Harlington Adult Education Centre also runs a range of courses for members of the community, from languages to life skills and arts

Pinkwell Lane Community Centre

Hayes College (part of Uxbridge College) has a theatre and other facilities open to the public and are an active member of the Hayes Town Centre Partnership, seeking to build links and provide space to the community when possible.



### EDUCATION

Brunel University

Harlington Adult Education Centre

Uxbridge College (Hayes Campus)

Guru Nanak Sikh Academy

Harlington School

Cranford Park Primary School

Pinkwell Primary School

William Byrd Primary School

Wood End Park Community School

McMillan Early Childhood Centre

Rosedale College Academy

Dr Triplett's CE Primary

Uxbridge College



### HEALTH

Hillingdon Hospital

Pinkwell Children's Leisure Centre

Heathrow Medical Centre

Glendale Medical Centre

Townfield Doctors Centre



### TRANSPORT AND CONNECTIVITY

Heathrow Airport

West Drayton Station

Heathrow Stations

Strategic Road Network (SRN):

- M25 junctions 14-17

- M4 junctions 3-4b

- M40 Junctions 1 and 1a

- A3113 Airport Way

Transport for London Road Network (TLRN)

- A40

- A30

- A4



### SPORT AND LEISURE

Harlington Sports Centre

More Energy Fitness Centre at Uxbridge College, Hayes Campus

David Lloyd Heston gym

Airlinks Golf Club



### GREEN INFRASTRUCTURE

Minet Country Park

Cranford Park

Pinkwell Park

Bourne Farm Recreation Ground



### UTILITIES

Mogden STW



### EMERGENCY SERVICES

Hayes Police Station

## 4.2 Current Infrastructure by Category

### 4.2.1 Transport and Connectivity

#### Sufficient Provision:

There are good rail links to central London and the forthcoming Crossrail will reduce journey times.

#### Insufficient Provision:

- There are significant congestion hotspots on the road network in and around the housing zone, particularly at certain junctions. The road network is heavily constrained, providing alternatives to private vehicle use is critical
- The Grand Union Canal is under-utilised as a walking and cycling route through the housing zone between two significant green spaces due to a lack of investment and user safety concerns due to its lack of visibility
- There is a high level of car ownership in what is already an Air Quality Management Zone
- There are insufficient north-south bus links and public transport interchanges to support the local economy and accessibility. Improvements to bus facilities are needed to support growth and to make it a more competitive alternative to private vehicles.

### 4.2.2 Community Facilities (libraries, youth centres, community space, arts and culture)

#### Sufficient Provision:

- LBH recently completed a capital programme that saw the refurbishment of its 17 libraries, including at Botwell Green Library and made changes to staffing and resourcing, with many libraries now acting as community hubs. The Botwell Green library provides an office for the Hayes Town Centre Partnership and hosts many cultural / arts events. It is sufficient to meet current need
- Within the housing zone, other community space is provided at the YMCA, Hayes and Harlington Community Centre (which has spare capacity and lots of parking), The Salvation Army, Glenister Hall Community Centre, the Vinyl Lounge temporary space, and at the ten places of worship. More space is also provided nearby at Harlington Adult Education Centre, Pinkwell Lane Community Centre and Uxbridge College (Hayes Campus)
- Arts /cultural space is provided at the library,

Global Academy and Uxbridge College (Hayes Campus).

#### Insufficient Provision:

- It is the view of Hayes Town Centre Partnership and LBH that there is a requirement for flexible, shared community space for different community groups to use, as many community groups exist within the area.
- The high crime rate together with the large youth population may indicate that additional youth centres and support services may be required.

### 4.2.3 Sport and Leisure (including play space)

#### Sufficient Provision

- There is deemed to be sufficient supply of tennis courts, although some are assessed as poor quality. Bowls greens require efforts to sustain green quality and clubs should be supported in improving their ancillary facilities. Golf courses in the area are assessed as good quality. Improving the quality of existing rugby provision at Hayes RFC will help to build future capacity to address overplay to accommodate rugby and Gaelic football demand.
- There is deemed to be sufficient supply of squash courts, athletics provision, indoor bowls and indoor tennis.
- Botwell leisure centre in Hayes Town Centre still has capacity in gym and swimming usage however parking provision at present is inadequate and any further growth would require this to be addressed. Other public gyms are also provided nearby at Uxbridge College, Hayes Campus, Olympian Fitness and Virgin Active Club in Stockley Park.
- Sports halls accessible to the community in / near the area are at Botwell Green Leisure Centre, Harlington Sports Centre, Guru Nanak Sikh Voluntary Aided School and Rosedale College.

Botwell attracts people from a wide catchment area.

#### Insufficient Provision

- Fusion manage Hillingdon leisure centre with an online booking system. It is a popular leisure centre and could accommodate more facilities but there are currently no plans for this

- Highgrove gym provision is nearing capacity and expansion is required.
- Hillingdon has commissioned a Playing Pitch Strategy Assessment to assess the supply and demand of playing pitch facilities in accordance with Sport England's Playing Pitch Strategy Guidance: An approach to developing and delivering a playing pitch strategy. The draft strategy identifies a shortfall in: youth football grass pitches, junior and informal use grass cricket squares, Rugby Union pitches and Hockey pitches. Quality improvements required are also outlined
- The Indoor Sports Facilities Assessment report identifies under supply to meet current need in sports halls (9.5 courts) and swimming pools, particularly when considering accessibility of the latter. Yeading, just north of the housing Zone is most in need of a new sports hall. Sports halls are operating at 99.1% of capacity during the peak period (i.e. they are extremely busy).
- Unmet demand is created by residents who wish to access a swimming pool, but who are unable for either catchment-based or capacity reasons. For LBH, the model estimates that 7.8% of residents who wish to use a swimming pool are unable to. The scale of this unmet demand equates to 258 square metres of water space across the Authority. This volume of water equates to a 5 lane 25 metre swimming pool. The main reason for unmet demand in LBH is overwhelmingly catchment as opposed to existing pool capacity. One of the two areas of the Borough with the greatest quantity of unmet demand and, therefore in highest need for additional provision, is in Yeading just north of the housing zone.

#### 4.2.4 Education

##### Sufficient Provision:

- Childcare for 3 and 4 years olds (98% take up in Hillingdon)
- Further and higher education has sufficient capacity to meet current need and plans are already in place to accommodate growth
- Secondary schools: Although Harlington School has reduced its admission number, the expansion of Abbotsfield School from 2017 means that there is still a net increase of 47 admission places in 2017. In addition, Swakeleys School is increasing its admission number following completion of its rebuild from September 2018.

These measures would mean that there would be sufficient capacity prior to September 2019.

##### Insufficient Provision:

- Shortages of childcare places for disadvantaged 2 year olds whose parents are entitled to free childcare:  
Townfield ward = -109 and Botwell ward = -57 (based on DCLG population data 2014)
- All on-time primary school applicants were offered Reception places on Offer Day (April 2017). The principal area of primary school need in the south of the borough is the Hayes area. Two factors have a particular impact on the demand and supply of school places in this locality: 1) Suspension of intakes into Nanaksar Primary - this is the primary reason for short-medium term place pressures, as it has reduced planned provision by four forms of entry. The above figures assume that this will continue. If intakes resume, there should be sufficient places up to 2018, 2) Volume of housing development.
- The rising demand for school places is now moving into secondary schools. 1-2 new forms of entry are required by 2019/20 in the south of the borough, with more in the years following. A new all-through free school (faith - Hindu) has been approved by the DfE. The locations and opening date are subject to confirmation but it may be located in the south of the Borough.

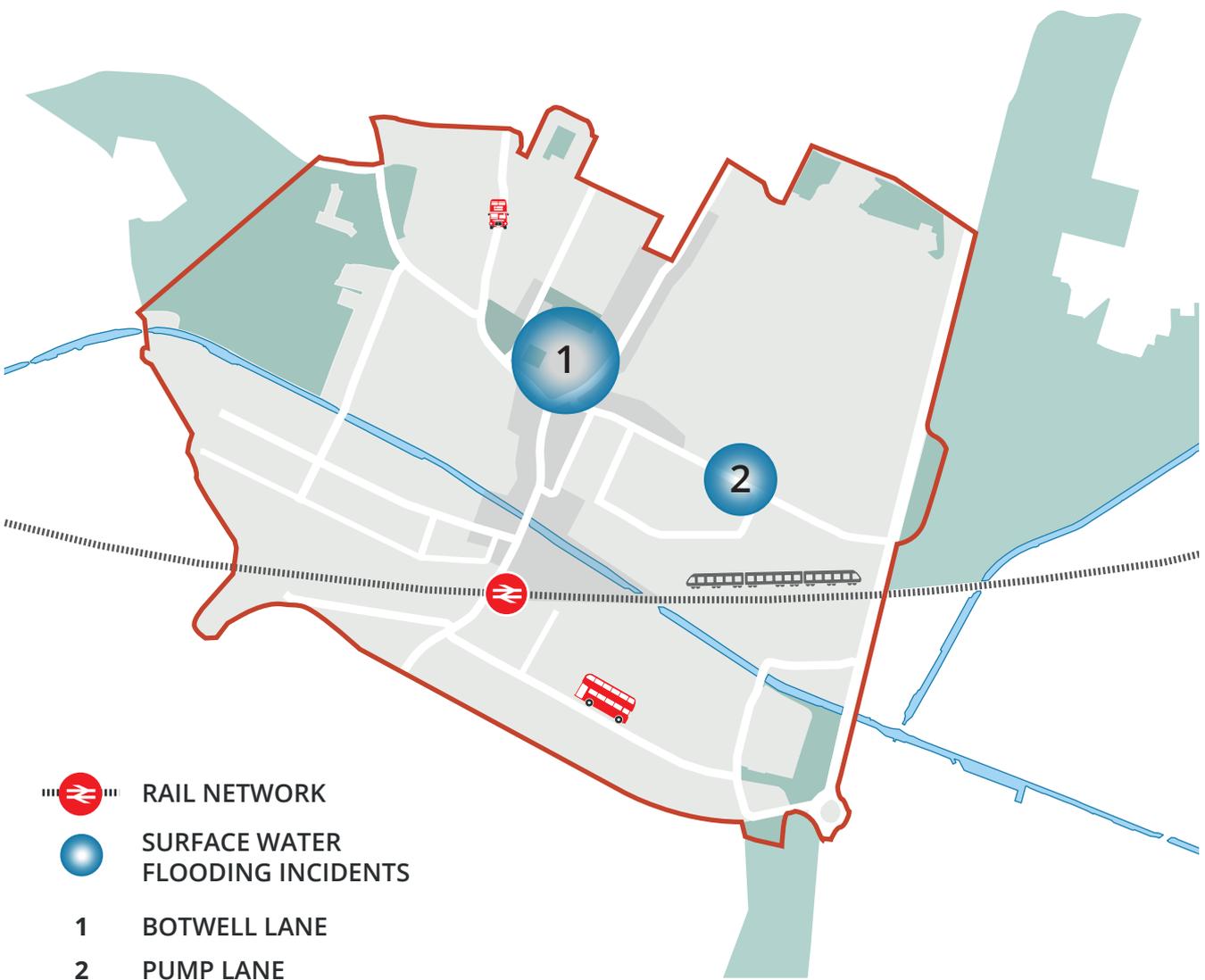
#### 4.2.5 Green Infrastructure (including the Blue Ribbon network)

##### Insufficient Provision:

- The housing zone falls within an Air Quality Management Zone which would suggest that more green infrastructure is required to mitigate pollution levels
- Borough wide, there is a current deficit of unrestricted open space of 0.13 Ha per 1,000 people, or 38.8Ha. For recreational open space, there is 1.72ha per 1,000 population, a deficit of 0.28ha per 1,000 people, or 84.9ha. Although Hayes Housing Zone is bordered by Lake Farm Country Park and Minet Country Park, there are no significant areas of green open space in the housing zone except on the former Nestle site.
- Botwell Lane and Pump lane are shown to be at risk of surface Water flooding on the Environment Agency Flood Risk maps

- To date, there have been problems with urban drainage due to the fact when sites were originally developed water discharge was unrestricted. Now, in order to control flows on site in accordance with national guidance, most sites are trying to use underground tanks where water then needs to be pumped up to the Thames Water sewer level. Sufficient space needs to be left for above ground SuDs in order to have a sustainable scheme.
- Improvements to the water environment are required consistent with commitments in the River Basin Management Plan 2015-2021.

Figure 13. Flood risk map for Housing Zone



Source: <https://flood-warning-information.service.gov.uk/long-term-flood-risk/map?easting=505722.31&northing=183829.85&address=10091852180, 2017>

## 4.2.6 Health

### Insufficient provision:

- A significant increase in the number of GPs is required and better access to primary healthcare. The average rate for Hillingdon is one of the lowest seen nationally with only 44 GPs per 100,000 weighted population. Many GP practices are also not fit for purpose and require new premises. The strategy is therefore to pursue a hub integrated healthcare model
- Hesta Centre is already in Hayes. However, it needs more capacity and does not offer all services
- A new primary care facility is required on former Woodside Care Home site to provide primary care to the existing and future population. There is a lack of provision in the area currently
- Hillingdon Hospital estate strategy requires implementing to address acute healthcare quality and resilience issues.

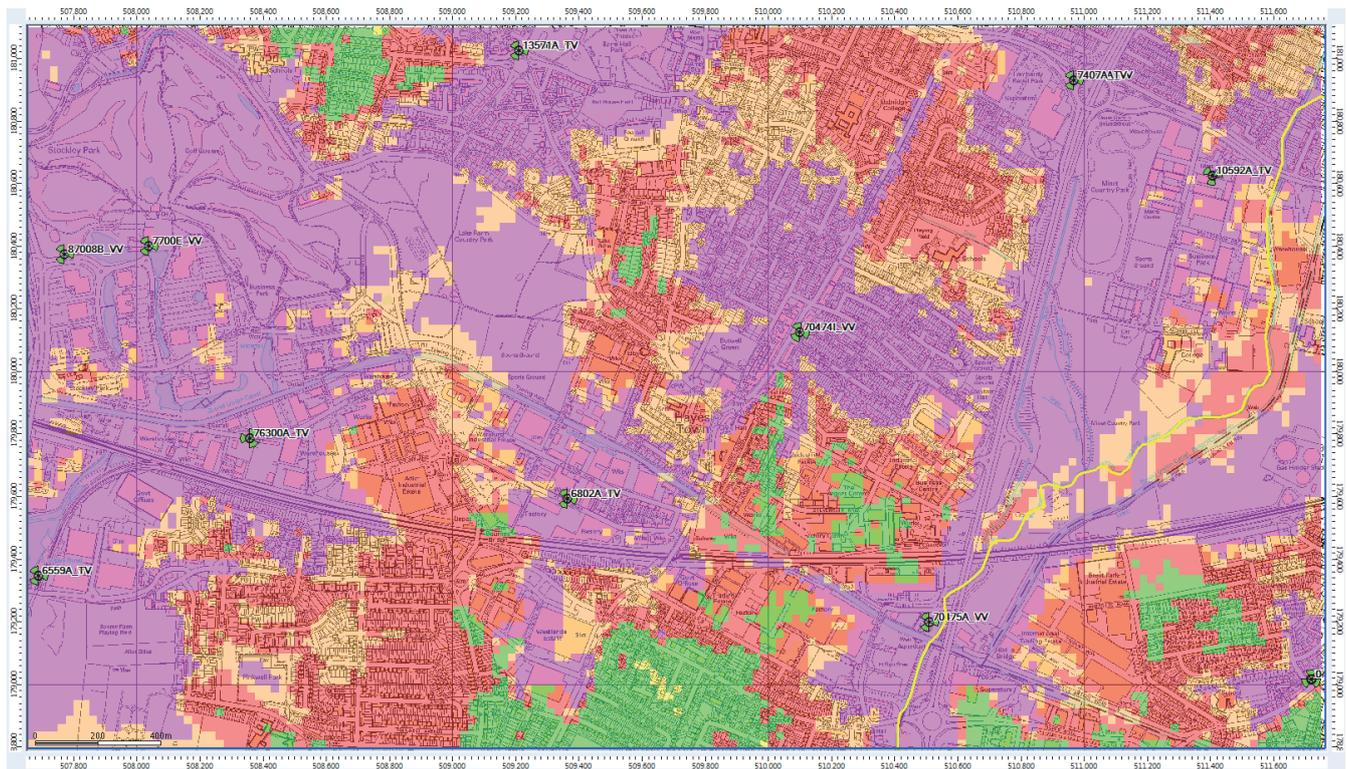
## 4.2.7 Utilities

### Sufficient Provision

- Electricity & gas: National Grid Gas transmission infrastructure developments (for example pipelines and associated installations) are periodically required to meet increases in regional demand and changes in patterns of supply. They operate the Harefield-Southall gas pipeline in the north of the borough, which was commissioned in December 2009. Connections are assessed on a first past the post basis which means that capacity available today, potentially is not there tomorrow and due to the long term nature of development plans, the information that National Grid would be able to provide regarding current available capacity would be out of date by the time any development details were finalised.
- National Grid Gas Distribution has confirmed that at this current moment in time there is sufficient capacity on their MP system to meet current need and accommodate the developments at Hillingdon. However, they stressed that as national grid connections process works on a first come first serve basis there is no guarantee that this capacity will still be available at the time an official connections request is sent in.
- National Grid Electricity Transmission confirm that based on the most recent Network Options Assessment document, there are no planned works to any electricity transmission apparatus in the Hillingdon area. The works outlined in the 2013 Strategic Infrastructure Plan have been completed or are no longer required.
- Scottish and Southern Electricity Networks confirmed that there is sufficient capacity. However, if the diversion or alteration of the electricity distribution infrastructure (or new electricity infrastructure) is required to accommodate new development, this will be carried out as needed on a site-by-site basis.
- The London Heat Map launched in 2009 identifies opportunities at a strategic level for new heat networks. In Hillingdon, the map identified 3 intensive 'hot-spots' and one is in Hayes. The developers of the Old Vinyl Factory site (providing 510 homes and 500,00 sq ft of commercial space) on Blyth Road have provided a site heating network to service new buildings on the site. It also has some additional capacity to service a nearby site.
- Sewerage and drainage: An upgrade project was recently completed at Modgen STW to increase treatment capacity by around 35% to reduce the volume of untreated storm flows being discharged to the river and to meet a more stringent quality obligation that came into force on 31 March 2013. The upgrade was designed to accommodate growth to 2021 with a cost of approximately £155m. Although this facility is located in Hounslow, it forms part of Hillingdon's sewerage treatment process. The latest information from Hillingdon Council is now being used to determine the impact at Mogden and identify any work necessary, the results of this will be fed into Thames Water's application to the regulator for funding for the period 2020 to 2025. Growth may require improvements to the Colne Valley Trunk, Crane Valley Trunk and Bath Road Trunk
- Vodafone who partner with O2, and Three who partner with EE under a company called MBDL have confirmed that they have sufficient coverage and capacity in terms of their mobile network in Hillingdon and Hayes specifically. Three are currently working on upgrading the majority of existing sites to provide 4G coverage. They have:
  - 78 live 3G sites in the borough
  - 70 are already live on 4G
  - 50x 1800MHz-only
  - 20x dual 800/1800MHz
  - 7 of the remaining 8 are in the 4G upgrade programme (i.e. only 1 is not in the programme)
  - 3x dual 800/1800MHz
  - 4x 1800MHz-only.

**Figure 14. Vodafone Existing Mobile Network Coverage In Hayes (as of 06/03/17)**

Source: Presentation: London Borough of Hillingdon Vodafone Coverage Expectations, March 2017



- Dense Urban
- Urban
- Suburban
- In Car
- Outdoor
- + Existing Live Site

### Insufficient Provision

- **Waste:** Although existing provision is sufficient to meet current need, improvements are required to increase sustainable waste management by reducing the amount of waste produced, maximising the re-use of waste through recycling and composting and minimising landfill waste, in line with London Plan targets, the Joint Municipal Waste Management Strategy and The West London Waste Plan.
- **Water supply:** Affinity Water's Water Resources Management Plan 2015-2040 (2014) states, 'This Plan is substantially different from our previous plans as we no longer have a surplus of resources and it means we have to replace lost resources by managing the demand for water or developing new resources and bringing in new supplies.' Affinity Water aim to reduce demand by over 50 Ml/d over the next five years through an increase in water efficiency measures, metering and a reduction in leakage.

Affinity Water have also worked closely with other water companies in the South East of England to explore the potential for sharing regional water resources in the interests of resilience, sustainability, cost and energy efficiency.

### 4.2.8 Emergency Services

#### Insufficient provision:

- Hayes Fire Station requires refurbishing to maintain the effective provision of fire services in Hillingdon
- The London Ambulance Service operates from three sites in Hillingdon: Hillingdon ambulance station, Hayes ambulance station and Pinner and Northwood hospital. There are not currently any plans to carry out any capital projects in relation to these sites. The service is in the process of developing an estate strategy that should be published in spring 2017. The estate as a whole is not fit for purpose but there are no specific plans as yet.

**To be determined:**

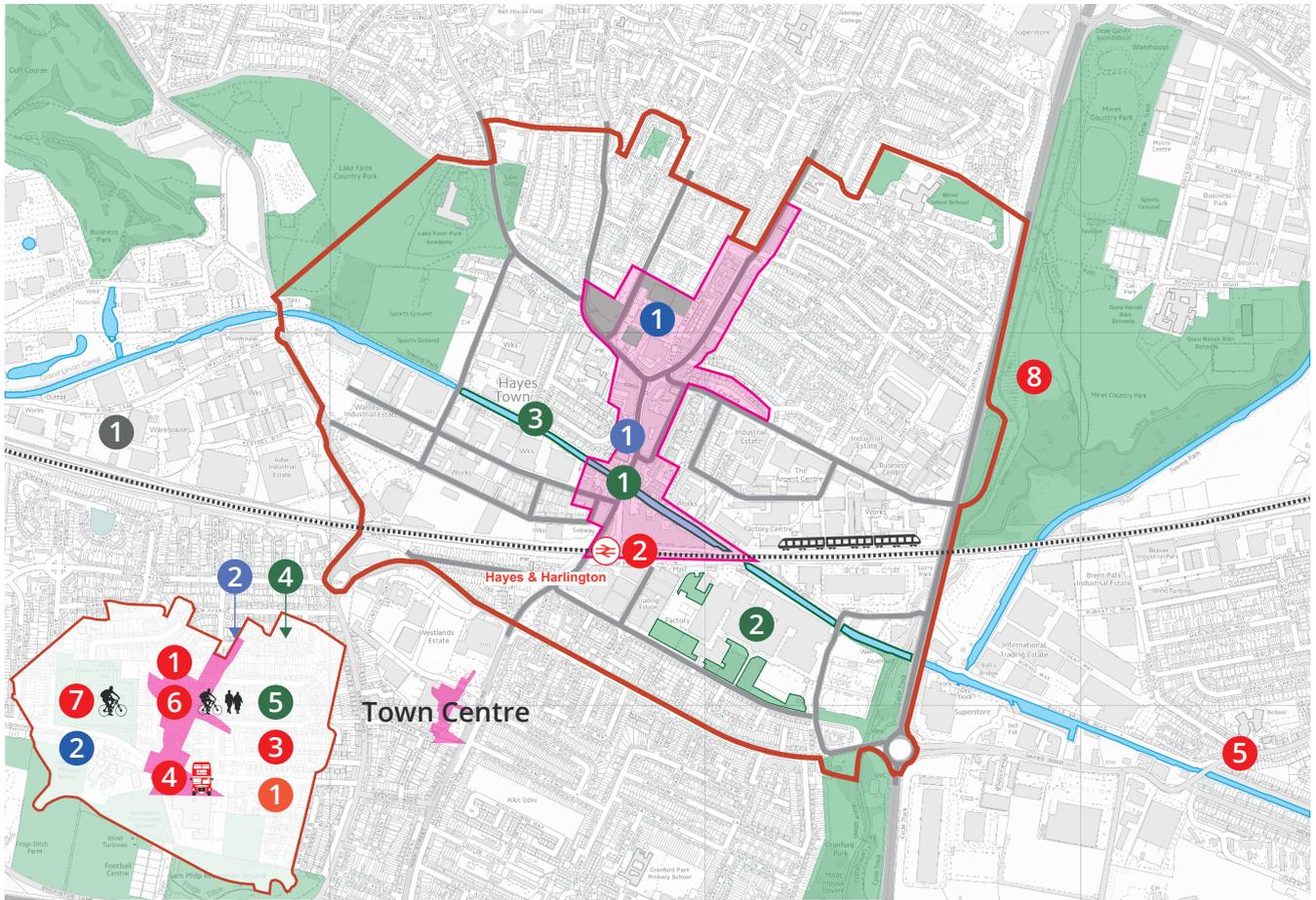
The MPS is reviewing the whole of its property estate to ensure they are making the best use of space, allowing it to exit under-occupied and outdated buildings and to replace them with more modern, efficient and geographically responsive facilities. They are currently working on the new Estate Strategy which is expected to be published alongside or soon after the Police and Crime plan in the coming months. Once the Estate Strategy is confirmed and approved by The Mayor's Office for Policing and Crime (MOPAC), MPS will be able to advise on existing capacity, as well as accommodating growth.

# 5 INFRASTRUCTURE TO ACCOMMODATE GROWTH

# 5 INFRASTRUCTURE TO ACCOMMODATE GROWTH

## 5.1 Planned Infrastructure

Figure 15. Planned Infrastructure within the Housing Zone



### EDUCATION

1

Providing more places for disadvantaged 2 year olds, and all 0-5s to accommodate growth



### HEALTH

1

New primary care facility in Hayes & Harlington

2

New Primary Care Facility on former Woodside Care Home site



### UTILITIES

2

Redevelopment of Rigby Lane Waste Transfer Station to increase West London waste management capacity



### TRANSPORT AND CONNECTIVITY

1

Hayes Town Centre major scheme

2

Crossrail station and forecourt upgrades

3

Junction upgrades

4

Bus improvements at Hayes Town Centre

5

Bulls Bridge Roundabout Junction Upgrade

6

Cycling and walking improvements at Hayes Town Centre

7

Projects to support the Mayor's Vision for Cycling

8

Improving accessibility to Minet Park from Hayes Housing Zone



## GREEN INFRASTRUCTURE

- 1 10 berth linear residential mooring scheme on the off-side of the canal above Station Road bridge in Hayes
- 2 Possible development of a mooring scheme as part of redevelopment of the Nestle site. The lead for that would be the developer(s). It would be subject to CRT approval (and LBH)
- 3 Towpath improvements from Bulls Br to West Drayton/Colham Br, including new access at Horton Bridge and resurfacing the ramp at Printing House Lane
- 4 Charville Lane flood risk mitigation
- 5 Unrestricted open space required to meet standards set out in Open Space strategy - 1.72ha of unrestricted recreational\* open space per 1,000 population ("Recreational" or more formal open space includes amenity green space, civic space, green corridors, outdoor sports, parks and gardens and provision for children and young people)

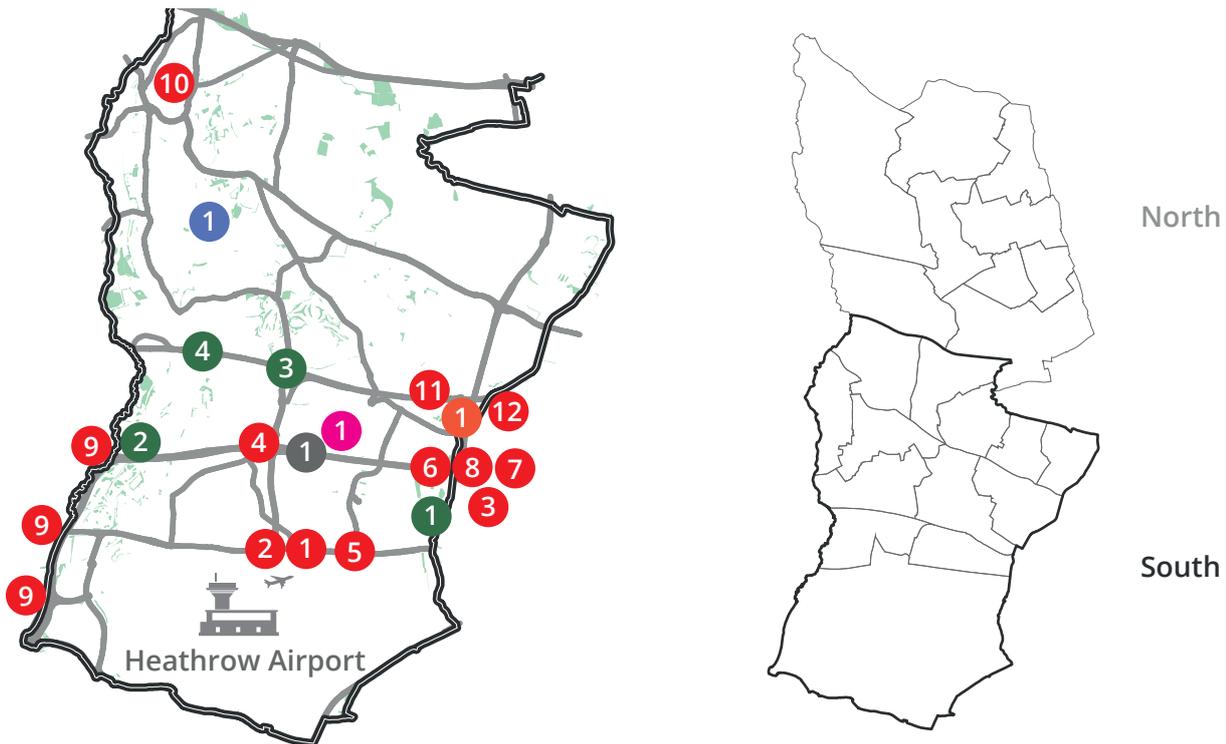


## SPORT AND LEISURE

- 1 Possible refurbishment / reconfiguration of Botwell Leisure Centre
- 2 Play space

## 5.1.2 Planned infrastructure surrounding housing zone

Figure 16. Map of Planned Infrastructure within the South of the Borough



### EDUCATION

- 1 Additional school places. This is expected to be met through a combination of expansions of existing schools (LBH delivery lead) and new free schools (EFA delivery lead)



### GREEN INFRASTRUCTURE

- 1 Cranford Park flood risk mitigation
- 2 The Common flood risk mitigation
- 3 Mooring scheme on the off-side of the canal east of Stockley Road in West Drayton
- 4 Visitor moorings and towpath access west of Stockley Road, between Iron Bridge Road North and Horton Bridge Road



### UTILITIES

- 1 Improvements to the Colne Valley Trunk, Crane Valley Trunk and Bath Road Trunk



### EMERGENCY SERVICES

- 1 Refurbishment of Hayes Fire Station



### TRANSPORT AND CONNECTIVITY

- 1 The Grapes junction
- 2 Harlington Corner crossings and public realm
- 3 M4 J3-J12 Smart Motorway
- 4 M4 J4 spur
- 5 A4 Harlington Corner Accessibility Improvements
- 6 Cranford Park Access
- 7 M4 J3-J1 speed cameras
- 8 M4 J3
- 9 M25 J10-J16 Smart Motorway
- 10 Uxbridge transport interchanges
- 11 Crossrail station and forecourt upgrades
- 12 Road bridge over Yeading Brook before Bulls Bridge roundabout



### HEALTH

- 1 Hillingdon Hospital estate strategy

## Borough-wide Projects

Infrastructure category	Description	Organisation
Utilities 	Diversion or alteration of electricity distribution infrastructure for new development. New and/or reinforced electricity infrastructure.	Scottish and Southern Electricity
Utilities 	Improvements to the Colne Valley Trunk, Crane Valley Trunk and Bath Road Trunk	Thames Water

## 5.2 Transport and Connectivity



### 5.2.1 Infrastructure to Accommodate Growth

#### 5.2.1.1 Roads, Bridges and Junctions

**Organisations:** Highways England (HE), Transport for London (TfL), London Borough of Hillingdon (LBH), Southall Gasworks developer

**Needs:**

- Managing impact of land based transport and specifically a high level of car ownership
- Planning for growth in Heathrow Opportunity Area and Hayes Housing Zone
- Key growth areas are proposed near congestion hotspots on road network.

**Planned Projects:**

- HE will implement a number of projects to improve traffic flow on nearby arterial roads, including: 1) M4 J3-J12 hard shoulder running, involving localised widening, 2) M25 J10-J16 hard shoulder running, 3) M4 J4 spur landscaping and non-motorised improvements, 4) M4 J3-J1 average speed camera scheme
- HE and TfL are looking at options to manage future growth along A312 and M4.
- TfL are planning: 1) TfL Road Network maintenance and enhancement along A312 and A4, including improving safety, bus, walking and cycling connections and resurfacing, 2) signal works at junctions and crossings, 3) Bulls Bridge roundabout and M4 J3 upgrades in collaboration with Southall Gasworks developer (contributions will also be required from Hayes Town Centre developers). TfL are also considering a redesign to accommodate wider growth, including the Hayes Housing Zone
- Southall Gasworks developer will also extend Pump Lane through to Southall.
- LBH evolving programme of maintenance and upgrades to existing highway network.

#### 5.2.1.2 Public Transport and Interchanges

**Organisations:** Department for Transport (DfT), Network Rail, HS2 Ltd, Chiltern Railways, Crossrail, Transport for London (TfL), London Underground, Heathrow Airport Ltd, London Borough of Hillingdon (LBH)

**Needs:**

- Interchange and connectivity improvements required to accommodate significant growth expected in the south of the borough connected to the Crossrail station developments in Hayes and West Drayton
- To address lack of north / south bus links
- To improve bus provision in Hayes Town Centre: increase capacity, route amendments, priority measures etc.
- To provide direct public transport capacity between east and west London

**Planned Projects:**

- DfT and Crossrail will improve station access in Hayes - the Great Western Main line electrification is a prerequisite and in progress,
- TfL are/will implement: 1) A4 Harlington Corner accessibility improvements for interchange between buses, cycle and walking environment, 2) bus improvements at Hayes Town Centre, including bus priority measures, increasing bus services, and providing bus facilities needed to support growth.

### 5.2.1.3 Walking and Cycling

Organisations: Greater London Authority (GLA), Transport for London (TfL), London Borough of Hillingdon (LBH)

#### Needs:

- Increase levels of cycling and walking and decrease dependency on private vehicles
- Increase connectivity along blue ribbon network and between green spaces and town centre
- Ensure growth in the south of the borough can be accommodated sustainably, and does not worsen road congestion, pollution and noise levels.

#### Planned Projects:

- GLA, TfL and Canal and River Trust are implementing Quietways and other projects to increase cycling along key corridors in line with GLA and WestTrans targets
- HE and TfL are implementing: 1) Harlington Corner accessibility works to improve interchange between buses and cycle and walking environment; 2) Improvements to cycling and walking connectivity, particularly to and from development areas, the district centre and rail and bus services
- LBH are in process of Hayes Town Centre Major scheme to improve public realm and transport accessibility to facilitate growth and town centre access
- Developers of large development sites in Hayes Housing Zone, are also providing additional walking and cycling connectivity infrastructure through S106 contributions, such as the Old Vinyl Factory providing 16,722sqm of landscaped public space.

### 5.2.2 Challenges, Uncertainties and Opportunities

- Highways England are in the process of discussing methodology requirements for developing the transport assessment to support the Local Plan. Without the transport evidence base, it is difficult to identify and agree infrastructure mitigation. As such, any infrastructure requirements proposed and their associated costs are very preliminary.
- LBH strive for a more generous 0.75 spaces (than GLA standards) per dwelling for development sites due to Zone 5 location, while at the same time a policy objective is to reduce car ownership and dependency in the borough, particularly due to much of the south of the borough falling within an Air Quality Management Zone due to high pollution levels. TfL is seeking a policy agreement to cap the car parking ratio for new developments to 0.5.
- A capacity survey of parking is being undertaken currently in Hayes, and a consultation underway about introducing controlled parking measures on residential sites south of Nestle Avenue to ensure existing residents are not impacted by developments coming forward in Hayes.
- TfL are promoting the expansion of controlled parking zones around the station and town centre.
- TfL plans assume that new development adheres to London Plan standards in terms of car parking and cycling provision, and that the Mayor's Transport Strategy objectives are met over this time (for example, 5% cycling mode share by 2026). If these targets are not adhered to, significantly more funding will be required to manage congestion and safeguard bus journey times.
- Transport and connectivity (as well as other infrastructure) plans should take account of the fact North Hyde Road is a pollution hotspot
- TfL, in collaboration with LBH, is undertaking an outcome planning and definition process in order to set the surface transport priorities for Hayes Town Centre. This is currently in draft form.

## 5.3 Community Facilities (libraries, youth centres, community space, arts and culture)



### 5.3.1 Infrastructure to Accommodate Growth

**Organisations: London Borough of Hillingdon (LBH), Hayes Town Centre Partnership, Private Developers, Places of Worship**

#### Needs:

- With the decline in local authority budgets, it is no longer possible to provide community groups with their own dedicated space. Places of worship increasingly provide spaces for the community, as do libraries, mixed-use development sites, and Hayes College (part of Uxbridge College). Community groups seeking space include: Hillingdon Nepalese Ghurkas, Hillingdon Asian Women's Group and DASH (Disabled Access Group to Hillingdon).
- LBH recently completed a capital programme that saw the refurbishment of its 17 libraries and made changes to staffing and resourcing, with many libraries now acting as community hubs and providing a range of health and wellbeing initiatives, as well as cultural events. Using standards established in the Hillingdon Planning Obligations SPD an estimate of the likely additional library space required to meet future growth can be made. A total of approximately 420 additional square metres of library space would be required over the Local Plan period. If existing libraries near to new development have spare capacity, the Planning Obligations SPD sets out an alternative formula for estimating demand. This takes into account the demand on additional computing equipment, books and opening hours and is represented by a charge of £4.6 per person chargeable over a five year period. This represents £23.00 per person.
- The council undertook work to assess the location of faith groups in the borough. A directory of places of worship was subsequently created in 2011, along with details of the community services they provide. LBH engage faith groups through the Hillingdon Inter-Faith network to support them in finding places of worship. For example, the former town hall in Hayes is let on a long lease at a peppercorn rent to provide a Muslim centre to meet the needs of the increasing Muslim population. At Ramadan and Eid capacity issues are often experienced with two or three sessions of prayers being required.

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#### Planned Projects:

- There are no confirmed community facilities infrastructure projects to accommodate growth in the borough.
- 

### 5.3.2 Challenges, Uncertainties and Opportunities

- Barratt Homes, the developers of the former Nestle site, are exploring opportunities to set up a Community Resource Centre similar to Key House in Yiewsley where there is a community anchor tenant and shared space is offered to the community.
- Townfield Community Centre has land adjacent to it, which may be expanded to create a community hall.
- There is a possibility that a new library may be needed to accommodate growth in Hayes Town Centre but there are no plans for this yet
- The specialist housing needs of older people and other vulnerable people who may require support to live independently require assessing and being proactively planned for, particularly in light of the growth anticipated in the south of the borough and the possible displacement of some existing temporary accommodation and a foyer.

## 5.4 Sport and Leisure (including play space)



### 5.4.1 Infrastructure to Accommodate Growth

**Organisations:** London Borough of Hillingdon (LBH) and other private and public sector organisations

#### **Needs:**

- The recent delivery of new leisure centres at Uxbridge and Botwell Green has significantly improved the quality of leisure facilities available to local residents. Botwell leisure centre in Hayes Town Centre still has capacity in gym and swimming usage however parking provision at present is inadequate and any further growth would require this to be addressed
- Hillingdon has commissioned a Playing Pitch Strategy Assessment to assess the supply and demand of playing pitch facilities in accordance with Sport England's Playing Pitch Strategy Guidance: An approach to developing and delivering a playing pitch strategy. The draft strategy identifies a shortfall in: youth football grass pitches, junior and informal use grass cricket squares and Hockey pitches. Quality improvements are also outlined
- The indoor sports facilities required to accommodate growth in the whole of the borough (and to not make up for existing under supply) is: 6.1 additional courts worth of sports hall space (1.5 Sports halls); 4.43 additional lanes worth of swimming pool space (1 swimming pool); 511 health & fitness stations (should be at least 20 stations per gym, some have a lot more like 200 at Virgin Active). A new sports hall should preferably be in the Yeading area - just north of the Hayes Housing Zone - due to the under supply in Yeading and the significant growth expected in the housing zone. The swimming pool provided at Botwell Green is likely to be sufficient for the area
- There is a need for 2.05-2.68 (Ha) of additional children's playspace to support new development and population increases.

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#### **Projects:**

- The London Borough of Hillingdon run a rolling replacement programme of play spaces in parks and on housing sites. Play England was set up to deliver playbuilder children's playspace (active / natural play) but the schemes were not as successful as anticipated and require updating. Outdoor gyms which serve people 13+ also are being rolled out
  - The provision of additional play facilities in relation to new residential development is a requirement outlined by the Council. Provision should be made according to guidance outlined in the Local Plan and Planning Obligations SPD
  - There are no plans yet in place to provide for the additional indoor sports facilities and playing pitches identified.
-

## 5.4.2 Challenges, Uncertainties and Opportunities

- LBH to develop a strategy to address the indoor sports facilities and playing pitch needs identified to accommodate both under supply and growth.
- The Indoor Sports Facilities Assessment (September 2016 draft report) recommends:
  - Considering what additional investment required at the William Byrd Pool (to the west of Hayes Housing Zone) is considered to bring it up to a standard which will allow it be available for and used by the community (given the identified shortfall of water space in the Borough), and that any investment is linked with operator commitments in this respect.
  - Ensuring that all school sports facilities are made permanently and reliably available for community use at appropriate fee levels. Develop a series of community use agreements detailing agreed minimum levels of access. (This will require LBH to negotiate with some schools to substantially increase current availability levels).
  - Putting in place a process to coordinate community access to, and the programming and pricing of facilities (including schools and community based venues) across the Borough
  - Ensuring that contemporary and binding community use agreements are secured and in place for future facilities located at (and invested in) on education sites, especially in respect of Swakeleys, Bishop Ranmwey and any new school sites
  - Supporting other developments (via planning, developer contributions and officer expertise) which may assist in increasing sport and physical activity within the wider borough community.

## 5.5 Education



### 5.5.1 Infrastructure to Accommodate Growth

#### 5.5.1.1 Early Years and Childcare

**Organisations:** London Borough of Hillingdon (LBH) and private and voluntary sector organisations

##### **Needs:**

- Most early years provision is provided by the private and voluntary sector, while some are provided by schools and there are also a number of maintained nurseries. Hillingdon Council has a responsibility to ensure sufficient provision and there tracks supply and projected population growth among 0-5s. Currently, there are a lack of places for disadvantaged two year olds whose parents are entitled to free child care, which is a significant issue in the Hayes area. Provision as a whole is at 98% capacity, so plans need to be put in place to accommodate the significant growth expected

##### **Projects:**

- LBH have undertaken a review of their 18 children's centres and are proposing to create a new programme with five lead centres. Each lead centre or hub will coordinate the work of 11 linked centres in five defined localities. As part of the changes, children's services will no longer be directly delivered from the current centres at Hillside and Uxbridge College (Hayes Campus). Services for the families currently using these facilities will be coordinated by the lead centres in these areas and families can continue to access services at any of the other 16 sites across the borough.

#### 5.5.1.2 Primary and Secondary (including additional needs)

**Organisations:** London Borough of Hillingdon (LBH), Education Funding Agency (EFA) and academies / free schools

##### **Needs:**

- Demand for primary places in the south of the borough is still forecast to grow, particularly in the Hayes area due to housing development. 9 new forms of entry are expected to be needed in the south of the Borough up to 2024/25, with 6 of these being needed in the Hayes area.
- The rising demand is now moving into secondary schools with the latest forecasts showing a long-term sustained pressure for additional school places. 5 additional forms of entry will be needed to 2025/26
- As the school-age population grows, the number of children with some form of special educational need will also increase. An additional 130 special school, Specialist Resource Provision and Pupil Referral Unit places will be required by 2020/21 in the borough as a whole.

##### **Projects:**

- These needs are expected to be met through a combination of expansions of existing schools (LBH delivery lead with £88m budget to 2021) and new free schools (EFA delivery lead) and academies, though there are no confirmed new schools yet confirmed to serve the Hayes area.

### 5.5.1.3 Further Education and Adult Learning

#### Organisations: Uxbridge College and London Borough of Hillingdon (LBH)

##### Needs:

- LBH has a statutory duty to ensure sufficient and suitable education and training provision for all young people aged 16-19. Adult Learning services are predominantly to meet the needs of people in areas of deprivation to help people into work and to support people's health and wellbeing and to be active citizens.

##### Projects:

- Uxbridge College are self-funding a £6 million expansion to their Uxbridge town centre campus. It is required to accommodate an increase in student numbers by approximately 250 people. It should be delivered by 2021 and is part of an approved planning application for phased works.

### 5.5.2 Challenges, Uncertainties and Opportunities

- The voluntary and private childcare market requires engaging to ensure that sufficient early years places are provided for disadvantaged two year olds and 0-5 year olds in general. The former being an urgent need presently in the wards of Townfield and Botwell.
  - LBH Education primary and secondary school projections and associated plans are based on 4500 housing units coming forward between 2016 and 2026 in Hayes Housing Zone. Growth is likely to be at least this, so need should be planned for taking into account the likely possible growth of 5191 housing units coming forward.
  - How Hillingdon will fulfill its legal duties for ensuring sufficient school places in a much more complex environment and one in which other bodies control the direct provision of places and decisions regarding changes to schools. For example, LAs do not have powers to make changes to academy schools or to set admission numbers. Therefore, achieving sufficient school places requires the cooperation and support of standalone academies, multi-academy trusts, free school proposers and other organisations such as Foundation trusts and local diocesan boards. Other challenges include producing accurate pupil forecast updates (especially regarding housing development impacts), capacity changes initiated by schools, and the availability of sites for new schools.
- Faith schools are also likely to meet some but not all need and to serve a wider catchment than a specific school planning area. Possible sites for schools are currently being considered by the Council.
- The impact of devolution and the associated value reviews and rationalisation of estates, for example the West London Further Education Review on further education colleges and adult learning provision.

## 5.6 Green Infrastructure (including the blue ribbon network)



### 5.6.1 Infrastructure to Accommodate Growth

Organisations: Environment Agency, Natural England, Canal and River Trust, London Borough of Hillingdon (LBH) and private developers

#### Needs:

- To increase the number of accessible and high quality open spaces in / near Hayes Housing Zone, particularly green spaces of a significant size. 7.43-8.93 (Ha) of recreational open space is required in / near the housing Zone to accommodate growth
- To contribute to sustainable drainage systems, sense of place and climate change resilience, particularly through contributing to improvements in air quality, which is a particular concern in the south of the borough
- Improvements to the water environment are required consistent with commitments in the River Basin Management Plan 2015-2021
- Hillingdon's Surface Water Management Plan (2013) identifies 29,300 residential properties and 1,300 non-residential properties in LBH that could be at risk of significant surface water flooding during a 1 in 100 year rainfall event, including at Botwell Lane and Pump Lane
- To discourage anti-social behaviour on/near canal and to meet demand for moorings.

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#### Projects:

- LBH: 1) Improving the quality, accessibility and quantity of open space provision through Green Flag designations and developer infrastructure contributions, 2) Flood risk mitigation projects at Cranford Park and near to Hayes at Charville Lane, 3) Increase cemetery capacity
  - Natural England programme to support net gain for biodiversity across projects through implementing projects in the green grid and encouraging appropriate development management decisions
  - Environment Agency: 1) programme of improvements to the water environment through green and blue infrastructure, 2) sustainable urban drainage schemes to mitigate flood risk, 3) River Pinn, Cannon Brook & Mad Bess Brook Flood Alleviation Scheme
  - Canal and River Trust 10 berth linear residential mooring scheme on the off-side of the canal above Station Road bridge in Hayes and other possible moorings
  - Canal and River Trust towpath improvements from Bulls Bridge to West Drayton/Colham Br, including new access at Horton Bridge and resurfacing the ramp at Printing House Lane.
-

## 5.6.2 Challenges, Uncertainties and Opportunities

- The Canal and River Trust are in the process of working on a London Mooring Strategy that will be published in December 2017. It identified the possible development of a mooring scheme as part of the redevelopment of the Nestle site
- LBH recently expanded West Drayton Cemetery into Hillingdon adjoining land. Hillingdon has a large Muslim population and they have a criteria to be buried as soon as possible. Cemetery supply and demand needs mapping and the necessary expansions planned.
- Applying the standards relating to the quantity of open spaces set in the Open Space Strategy to current population projections suggests additional open space is required. However this needs to be considered alongside the deliverability of new open spaces, and if the objectives set in the Open Space Strategy can be met through existing improvements to quality, or improving accessibility to existing open spaces
- The implementation of sustainable urban drainage will be crucial to supporting growth in Hayes Housing Zone. To date, there have been problems with urban drainage due to the fact when sites were originally developed water discharge was unrestricted. Now, in order to control flows on site in accordance with national guidance, most sites are trying to use underground tanks where water then needs to be pumped up to the Thames Water sewer level. Sufficient space needs to be left for above ground SuDs in order to have a sustainable scheme. The implementation of SuDs is also important is helping achieve benefits for the Air Quality Management Area, which covers parts of Hayes
- There is a requirement for increased access to and from the canal which is appropriately accessible (the Blue Ribbon Policy). This is proving difficult on some sites as the embankments are high and new development coming forward often leads to ramps being removed and not replaced. It is therefore a key requirement that new points of access and environmental corridors alongside, or in addition to, any cycle corridors are identified and safeguarded
- Botwell Lane and Pump lane are shown to be at risk of surface water flooding on the Environment Agency flood risk maps. Any changes to road infrastructure in these areas should provide additional space for water to deal with these issues over and above the Thames Water required sizing
- There is a need to identify other deculverting infrastructure due to there being a pressure on deculvert rivers underground to ensure that future development does not prejudice future deculverting.

## 5.7 Health



### 5.7.1 Infrastructure to Accommodate Growth

#### 5.7.1.1 Primary Care

**Organisations:** North West London Clinical Commissioning Groups (NWL CCGs), Hillingdon CCG, Central and North West London NHS Foundation Trust (CNWL), London Borough of Hillingdon (LBH)

**Needs:**

- A significant increase in the number of GPs is required and better access to primary healthcare
- Improve use of the existing estate and target strategic investment in estate locations that are appropriate for a hub healthcare model providing integrated out of hospital services

**Projects:**

- Hillingdon CCG, LBH and private sector partner to develop three primary care hubs with one in South Hillingdon (Hayes & Harlington) preferably within the housing zone, and a new centralised facility on the former Woodside Care Home site near the housing zone to both meet existing need and accommodate growth

#### 5.7.1.2 Acute Care

**Organisations:** Hillingdon Hospitals NHS Foundation Trust (HHT)

**Needs:**

- To address significant quality and resilience issues within the current estate that is beyond its intended life

**Projects:**

- Hillingdon Hospital estate strategy implementation to ensure ongoing sustainability of acute hospital services in the borough

### 5.7.2 Challenges, Uncertainties and Opportunities

- HHT are in talks regarding headline plans for a new combined health and academic facility on the Brunel University campus
- The impact of the closure of Ealing's children's accident and emergency unit and ward on Hillingdon's acute care infrastructure. Ealing accident and emergency unit will still treat children though those requiring overnight care or further treatment will be transferred to other hospitals in West London
- Proposed changes to acute care through the NW London Strategic Transformation Plan are still to be agreed with all partners, and so delivery of these are still subject to change.

## 5.8 Utilities



### 5.8.1 Infrastructure to Accommodate Growth

#### 5.8.1.1 Waste

**Organisations:** West London Waste Authority (WLWA), London Borough of Hillingdon

**Needs:**

- Increasing sustainable waste management by reducing the amount of waste produced, maximising the re-use of waste through recycling and composting and minimising landfill waste, in line with London Plan targets, the Joint Municipal Waste Management Strategy and The West London Waste Plan.

**Projects:**

- Rigby Lane Waste Transfer Station is identified in the West London Waste Plan as one of eight sites to ensure adequate waste management provision for the lifetime of the plan up to 2031. The site has the potential to increase capacity whether in the same type of waste management technology or a different type.

#### 5.8.1.2 Electricity and Gas

**Organisations:** National Grid and Scottish and Southern Electricity Networks

**Needs:**

- To meet customer demand and connect applications for new supplies - the cumulative effect of a large number of connections may cause capacity to be reached and reinforcement of the network may be required.

**Projects:**

- Scottish and Southern Electricity Networks deal with the distribution of electricity in the borough and the associated network. They have confirmed that some new and upgraded infrastructure is likely to be required to accommodate growth in the form of substation development. A new primary sub-station is needed per 5000 new dwellings (1 likely to be needed), and a primary sub-station per 300 new dwellings (14-17 likely to be needed).

#### 5.8.1.3 Renewable Energy

**Organisations:** Greater London Authority (GLA), London Borough of Hillingdon (LBH) and private developers

**Needs:**

- To increase the amount of UK energy consumption coming from renewable energy sources, in line with EU, UK and GLA targets
- At the heart of the Mayor's vision is a strategy to remove 25% of London's energy network from the carbon intensive national grid to local, low carbon heat and power networks. The London Heat Map identifies three hot-spots in Hillingdon that provide opportunities, with one being in the Hayes area.

**Projects:**

- The developers of the large former Nestle site to the east of Hayes and Harlington Station have committed to providing a site-wide heating network from a Combined Heat and Power source, suitable for connection to wider district networks now or in the future.
- The Old Vinyl Factory site heating network has some spare capacity that could connect to a nearby site.

### 5.8.1.4 Water Supply

Organisations: Affinity Water

#### Needs:

- Achieve a decline in water usage in Affinity Water's Central region, which includes Hayes and the borough of Hillingdon as a whole - pressure on water supplies is likely to increase due to sustainability reductions, the effects of climate change and an overall increase in demand due to population.

#### Projects:

- Affinity Water commenced its AMP6 Water Savings Programme (WSP) in January 2015, which will see the metering penetration within this region reach 90% over the next 10 years. They will also implement water efficiency measures and reduce leakages. As part of this, they are undertaking infrastructure works at Blackford pumping station on Moorhall Road, Harefield to ensure continued Affinity water supply to the borough.

### 5.8.1.5 Sewerage and Drainage

Organisations: Thames Water

#### Needs:

- An upgrade project was recently completed at Mogden STW to increase treatment capacity by around 35% to reduce the volume of untreated storm flows being discharged to the river and to meet a more stringent quality obligation that came into force on 31 March 2013. The upgrade was designed to accommodate growth to 2021. Although this facility is located in Hounslow, it forms part of Hillingdon's sewerage treatment process.
- The latest information from Hillingdon is now being used to determine the impact at Mogden and to identify any work necessary. The results of this will be fed into Thames Water's application to the regulator for funding for the period 2020 to 2025.

#### Projects:

- Thames Water will be making improvements to the Colne Valley Trunk, Crane Valley Trunk and Bath Road Trunk to create additional capacity to address growth in the south of the borough.

### 5.8.1.6 Telecoms and Broadband

Organisations: Vodafone partner with O2, 3 partner with EE under a company called MBDL, BT Openreach provide the necessary infrastructure for broadband provider fixed roll-out

#### Needs:

- Sufficient mobile network coverage and capacity depends on providers being able to acquire planned new sites and replacement sites where necessary for masts or antennas on roofs. Vodafone have highlighted that the development plans for Hayes may cause them to lose some of their existing sites. Plans are also dependent on budget continuing to be available.

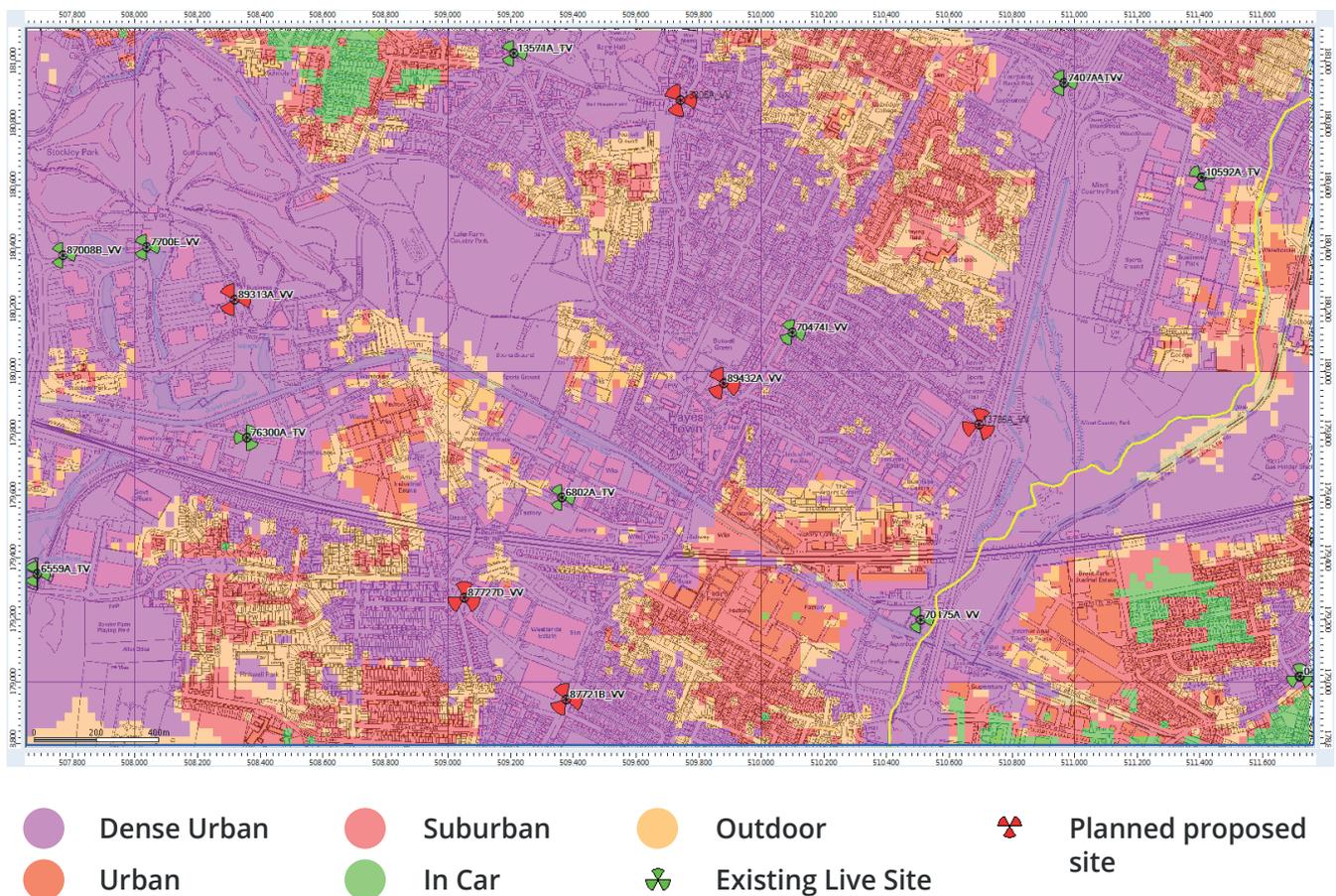
#### Projects:

- Vodafone are building on 28 new sites in Hillingdon to ensure sufficient coverage in relation to population density. This is self-funded. Vodafone would welcome the opportunity to work with the council to ensure we can provide a good level of service to our customers within the Borough of Hillingdon.

- Three are currently working on upgrading the majority of existing mobile network sites to provide 4G coverage. They have:
  - 78 live 3G sites in the borough
  - 70 are already live on 4G
  - 50x 1800MHz-only
  - 20x dual 800/1800MHz
  - 7 of the remaining 8 are in the 4G upgrade programme (i.e. only 1 is not in the programme)
  - 3x dual 800/1800MHz
  - 4x 1800MHz-only

**Figure 17. Planned And Live Vodafone Mobile Network Coverage In Hayes**

Source: Presentation: London Borough of Hillingdon Vodafone Coverage Expectations, March 2017



### 5.8.2 Challenges, Uncertainties and Opportunities

- The site-wide heating network on the former Nestle site, and the site-wide heating network at Old Vinyl Factory site (which also has some spare capacity) could potentially act as a catalyst for a district wide heating network as more development in the Hayes Housing Zone are brought forward.
- National Grid is responsible for the transmission of electricity and the transmission and distribution of Gas. They confirmed that network has sufficient capacity to accommodate developments in Hillingdon. However, they stressed that as they process works on a first come first serve basis there is no guarantee that this capacity will still be available at the time an official connections request is sent in.

- Affinity Water's infrastructure plans are informed by a review of documents available on their website as a formal response is yet to be received.
- A limited response was received from telecoms and broadband (data) providers. They should be further engaged to ensure they are planning for the growth expected in the area. Now is an opportune time to engage broadband providers, given the financial incentives for commercial providers set out in the Housing White Paper. Broadband provider roll-out is dependent on Openreach putting the required infrastructure in place, so they should also be engaged. Mobile networks are generally provided by the private sector and are demand led. Providers rollout a base layer of coverage targeting the known population density. This is calculated using provider planning software. They then deploy additional capacity layers where they see usage hot spots.

## 5.9 Emergency Services



### 5.9.1 Requirements

#### 5.9.1.1 Metropolitan Police Services (MPS)

##### Organisations: Thames Water

###### Needs:

- The MPS is reviewing the whole of its property estate to ensure they are making the best use of space, allowing it to exit under-occupied and outdated buildings and to replace them with more modern, efficient and geographically responsive facilities. They are currently working on the new Estate Strategy which is expected to be published alongside or soon after the Police and Crime plan in the coming months. Once the Estate Strategy is confirmed and approved by The Mayor's Office for Policing and Crime (MOPAC), MPS will be able to advise on this further.

###### Projects:

- To be determined.

#### 5.9.1.2 London Ambulance Service

##### Organisations: London Ambulance Service

###### Needs:

- The London Ambulance Service operates from three sites in Hillingdon, including, Hayes ambulance station. There are not currently any plans to carry out any capital projects in relation to these sites.

#### 5.9.1.3 London Fire Brigade

##### Organisations: London Fire Brigade

###### Needs:

- To maintain the effective provision of fire services in Hillingdon

###### Projects:

- Refurbishment of Hayes Fire Station.

### 5.9.2 Challenges, Uncertainties and Opportunities

This section provides information to enable positive planning and for challenges and uncertainties to be pro-actively managed so that the most can be made of the opportunities that investment will be bring.

- The London Ambulance Service are in the process of developing an estate strategy that should be published in spring 2017. The current estate is not fit for purpose but there are no specific plans at this time for Hayes.

- The Metropolitan Police Service will be able to confirm any plans required for Hillingdon once they have completed their estates strategy later in the year.

# 6 INFRASTRUCTURE COST AND FUNDING

## 6 INFRASTRUCTURE COST AND FUNDING

This DIFS intends to enable the London Borough of Hillingdon, together with partner organisations, to plan positively for sustainable growth. To support this, the latest information on confirmed projects and their costs has been gathered from infrastructure providers, along with headline plans and aspirations for future projects to accommodate growth. To support positive planning, where the cost of infrastructure provision was not provided, the expertise of a cost consultant was employed to provide accurate assumptions based on the latest available information.

It was determined by the steering group that although the growth in the housing zone is projected to be between 4321 and 5191 dwellings, this is deemed to be a small enough range (870 dwellings) to have one forecast infrastructure cost estimate, rather than two different ones. This is because:

- firstly, many of the infrastructure costs are likely to be similar for each of these levels growth, such as for the transport and connectivity, and green infrastructure improvements required
- secondly, given this study is a high level viability assessment and overarching strategy for how to address the forecast funding gap, it is expected that cost estimates may vary by up to 25% each way and therefore at this stage a finer grain cost analysis would be unnecessary
- thirdly, in some cases statutory infrastructure providers are yet to update their specialist forecasting models to reflect the latest growth scenarios. For example, education projections of schools place need are based on 4500 houses coming forward in the housing zone up to 2026.

Instead a 'plan, manage and monitor' approach should be adopted to ensure an up-to-date understanding of forecast infrastructure cost. The strategy for how to address the subsequent forecast funding gap should be appropriately refined as development progresses.

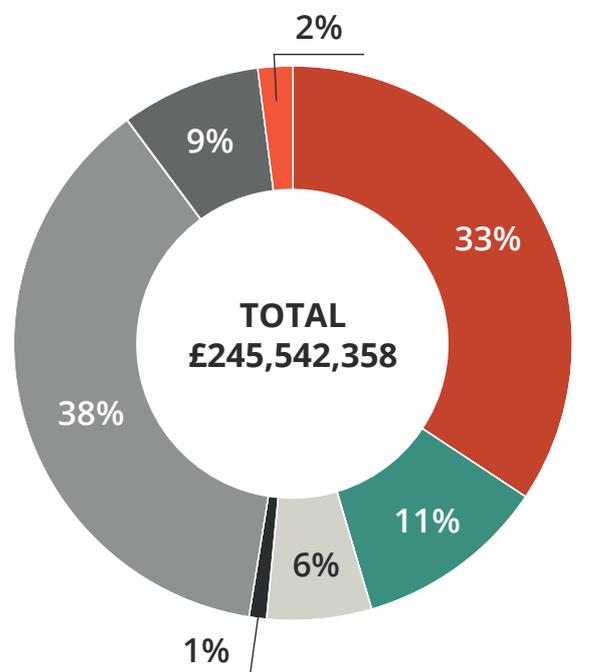
### 6.1 Forecast Infrastructure Cost to Support Growth

The total forecast infrastructure cost necessary to support growth in Hayes is around **£245.54m**. (There are some additional infrastructure capital costs that are not yet known but this is only in the cases where the costs are self-funded by the infrastructure

provider and a funding source does not require identifying.) The most significant costs are for Education projects and Transport and Connectivity projects.

For borough-wide projects and infrastructure projects in other parts of the borough but deemed necessary to support growth in Hayes by the London Borough of Hillingdon, in the majority of cases 60% of the cost of the project has been apportioned to Hayes Housing Zone. This is because according to emerging Local Plan Part 2 figures, the housing zone is due to accommodate around 60% of growth expected to come forward in the borough between 2016 and 2026.

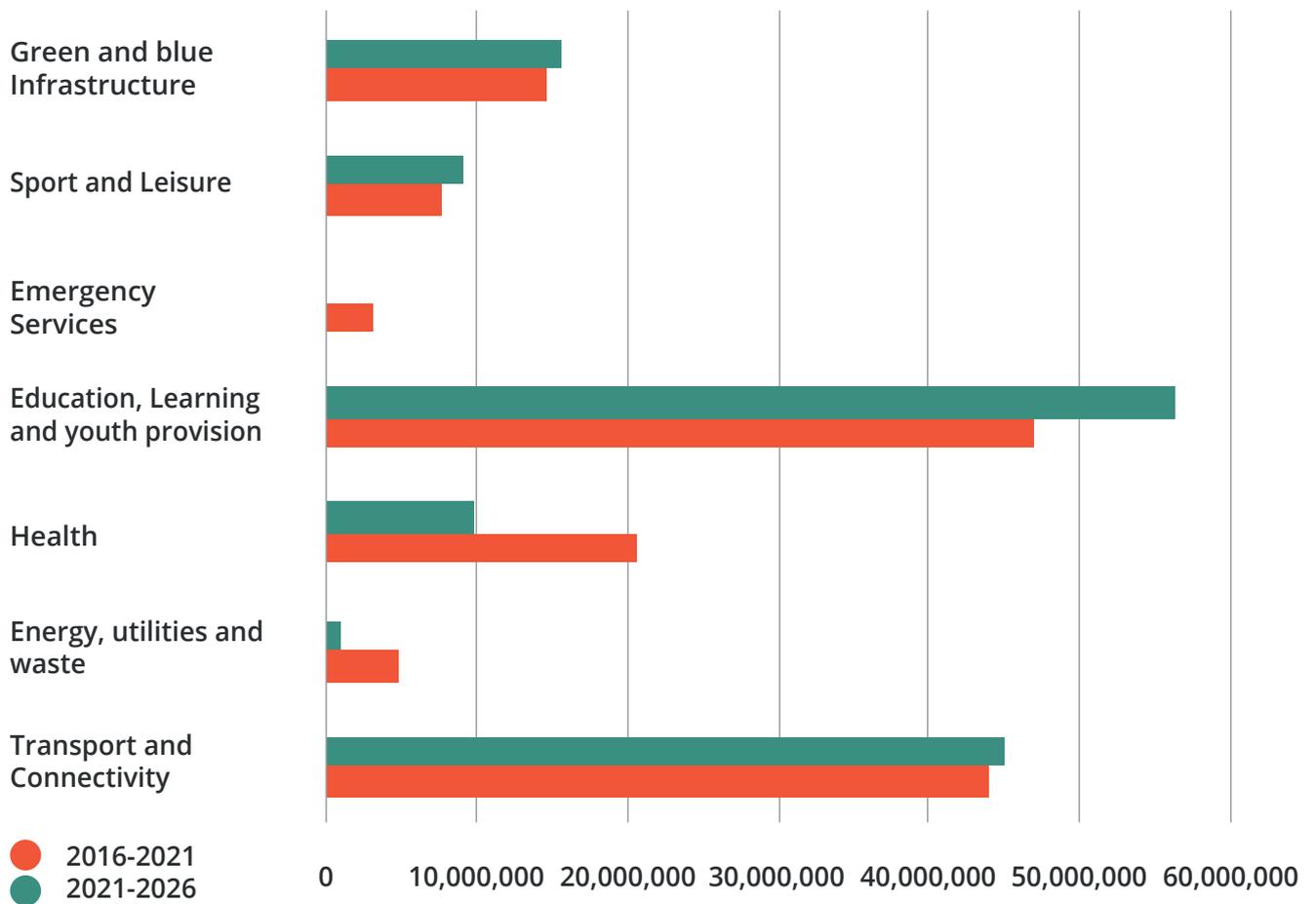
Figure 18. Infrastructure Cost



CATEGORY	COST
Transport and Connectivity	£79,695,000
Energy, utilities and waste	£5,450,000
Health	£20,500,000
Education	£94,000,000
Emergency Services	£3,000,000
Sport and Leisure	£15,386,500
Green Infrastructure	£27,510,858

## 6.2 Forecast Infrastructure Cost Phasing

Figure 19. Forecast Infrastructure Cost Cashflow



## 6.3 Known Likely Funding Sources and Cash Flow

### 6.3.1 Committed Funding

According to the infrastructure providers and / or the advice of LBH Finance , funding is / will be allocated for a large proportion of the infrastructure requirements: £163.46.m.

Category	Cost	Funding	Funding Sources are / could be
Transport & Connectivity	£79,695,000	£35,400,000	Highways England, DFT, Crossrail, TfL, Heathrow Airport Ltd, LBH, CIL, S106, other growth funding, Friend of Cranford Park, Heritage Lottery Fund
Green Infrastructure	£27,510,858	£25,549,200	DEFRA (Regional Flood and Coastal Committee), Environment Agency, Colne, LBH, Developer (development management), CIL, S106, Canal & River Trust, Colne Valley Landscape Lottery Programme, Colne Valley Park HS2 Additional Mitigation Programme
Sport & Leisure	£15,386,500	£0	Sport England, LBH, CIL, S106
Emergency Services	£3,000,000	£3,000,000	London Fire and Emergency Planning Authority, London Ambulance Service, Metropolitan Police Service
Education	£94,000,000	£84,600,000	Education Funding Agency, Free schools and academy schools, LBH, CIL, S106, Brunel University, Uxbridge College
Health	£19,050,000	£10,060,000	Hillingdon Hospitals NHS Foundation Trust, Hillingdon CCG, CNWL, LBH, CIL, S106
Utilities	£5,450,000	£4,850,000	Developer (development management), Thames Water, Affinity Water, Vodafone, Three, BT Openreach, Affinity Water, LBH, CIL, S106
<b>Total</b>	<b>£245,542,358</b>	<b>£163,459,200</b>	

### 6.3.2 Projects That Require Funding

Category	Project
<b>Transport and Connectivity</b>	<p>Bulls Bridge roundabout and M4 J3 upgrades to accommodate growth in Hayes and other areas of West London, through funding that is to be determined</p> <p>To accommodate growth in Hayes specifically and to promote active travel, funded through CIL, S106 or other growth funding mechanism:</p> <ul style="list-style-type: none"><li>• Harlington Corner accessibility improvements</li><li>• Bus improvements within Hayes Housing Zone</li><li>• Cycling improvements within Hayes Housing Zone.</li></ul>
<b>Sport and Leisure</b>	<p>Children's playspace</p> <p>New playing pitches</p> <p>Equivalent of a new leisure centre to accommodate growth - a sports hall is required in the Yeading area, just north of Hayes Housing Zone and other needs include additional swimming lanes and fitness stations</p>
<b>Health</b>	<p>1500 sqm primary care facility in Hayes &amp; Harlington CCG area, preferably in Hayes Town Centre</p> <p>Contributions towards a new primary care facility on the former Woodside Care Home site</p>
<b>Education</b>	<p>Contributions towards six primary school forms in/near Hayes Housing Zone</p> <p>Contributions towards five secondary school forms in the south of the borough in / near Hayes</p>
<b>Green Infrastructure</b>	<p>Provision of unrestricted open space (preferably green space of a significant size, rather than infill sites)</p> <p>Improving the quality of open space</p> <p>Increasing cemetery capacity</p>
<b>Utilities</b>	<p>Contributions towards the redevelopment Rigby Lane Waste Transfer Station to increase West London waste management capacity</p>

### 6.3.3 LBH General Fund Capital Programme

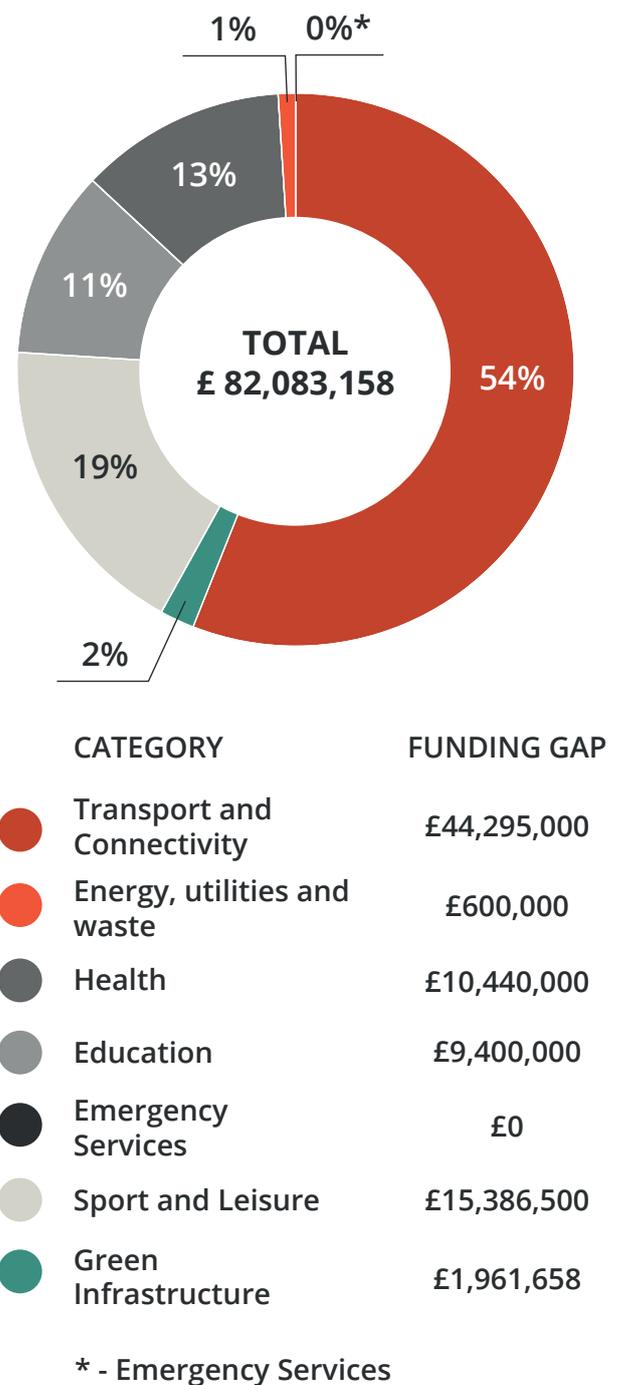
The Council's Medium Term Financial Forecast for 2016/17 to 2020/21 identifies a General Fund Capital Programme of £311.3m to spend on capital projects, many of which are linked to growth. Projects within the programme are developed with reference to the Prudential Framework and tested for affordability, sustainability and prudence. The current Capital Programme is focused on the provision of school places. Projects in the capital programme are funded from a number of sources including the General Fund, prudential borrowing, capital receipts, Section 106 and CIL income, grants from central government and agencies such as TfL. Hillingdon Council advised on where any of this Fund would be available for the required infrastructure identified in this study and this is reflected in the strategic infrastructure schedule.

Draft Budget year	Total General Fund Capital Programme (£'000)
2016/17	100,520
2017/18	72,961
2018/19	60,597
2019/20	54,004
2020/21	23,230
<b>Total 2016/17 - 2020/21</b>	<b>311,312</b>
Financed by	
Council Resources	242,654
Government Grants	60,977
Other Contributions	7,681

### 6.4 Forecast Funding Gap and Residual Funding Gap

Funding is identified / assumed for around £163.46m. The forecast funding gap for the required infrastructure to support growth in the housing zone is subsequently £82.08m, largely for Transport & Connectivity Projects (54%).

Figure 20. Forecast Funding Gap



## 6.4.1 The Development Infrastructure Funding Model

The Development Infrastructure Funding Model (DIFM) forecasts the anticipated income that the London Borough of Hillingdon can expect from growth in the housing zone. The model is built in a way that allows future refinement and updating. The findings below are based on the three possible development scenarios agreed by the steering group.

For each development scenario, the amount of likely combined income from CIL and S106 was calculated. Council Tax income will not be able to go towards the cost of infrastructure to support growth in the housing zone as it is required for day-to-day services.

Any New Homes Bonus will be redirected to social care. No business rates growth is anticipated due to the resi / mixed-use nature of the housing zone, compared with current and historic industrial land use in the area.

LBH income from CIL and S106 can go some way to meeting the forecast funding gap. The below table sets out the forecast residual funding gap after the projected income from CIL and S106 for the two likely growth scenarios has been accounted for.

	Forecast Funding Gap	LBH Income From Growth (CIL and S106 only)	Forecast Residual Funding Gap
Housing Zone bid baseline: 2788	N/A	N/A	N/A
Emerging Local Plan Part 2: 4312		<b>£28.29m</b>	<b>= £53.79m</b>
	<b>£82.08m</b>		
Likely Possible: 5191		<b>£34.27m</b>	<b>= £47.81m</b>

It can be concluded that the forecast residual funding gap is likely to be around **£47.81m** to **£53.79m**.

## 6.5 Sensitivity Testing

### Business rates retention

Although it has been assumed that there will be no, or minimal, net additional commercial floorspace due to the area's former industrial use, it was agreed by the steering group that as part of 'sensitivity testing' the likely income from the housing zone, the income from business rates should be calculated for all known commercial floorspace being brought forward on the identified development sites within the housing zone, together with the income from current commercial floorspace within the two employment clusters: Millington Road and Rigby Lane.

This is because some commercial space on the housing zone sites have been out of use

for a number of years, so although it is not net additional to what was provided historically, the commercial floorspace may still provide some additional income. The rateable value is also more for some of the use classes that are/ due to be provided, compared to previous provision.

The projected NDDR income (at 15% retention) for the Council up to 2026 from new housing zone developments, together with current provision on the two employment clusters is likely to be at least £18.7m. If the GLA could negotiate with The Treasury for Hillingdon to retain 30%, the income is likely to be at least £37.5m, providing an additional £18.7m to support infrastructure costs in the area. An additional 45% retention (60% business rates retention in total), would generate at least an additional £56.1m - enough to cover the remaining funding gap.

# 7 RECOMMENDATIONS

# 7 RECOMMENDATIONS

Figure 21. Infrastructure Delivery Recommendations



## 7.1 Governance Recommendations

The infrastructure requirements necessary to support growth of 4321-5191 new dwellings within the Hayes Housing Zone, and the associated forecast residual funding gap, need to be acknowledged and accepted by all parties. A strategy should be pursued in a joined-up manner, with clear ownership for each project, to ensure the timely delivery of the required infrastructure. It is advised the below eight recommendations are followed to ensure sustainable growth.

### LBH Adopt Infrastructure Schedule

Adopt the Infrastructure Schedule as a corporate strategy document embedded in Hillingdon's corporate and financial planning processes. Ensure specific activities and projects are aligned with Service Area budgets and work programmes. The Council should actively monitor progress towards delivering the required infrastructure and trigger updates to this DIFS if there are risks to growth caused by likely delays in the provision of infrastructure.

### Partner Providers Adopt the Infrastructure Schedule

Ensure partner service providers adopt the Infrastructure Schedule as a corporate document embedded in their corporate and financial planning processes and ensure specific activities are aligned with budgets and programmes

### Augment Housing Zone Governance Structure to Ensure Partnership Working to deliver the required infrastructure

Augment Housing Zone structure governance to coordinate infrastructure planning and delivery with partner authorities and infrastructure providers to ensure a joined-up and efficient approach.

It is recommended that a specific governance structure be established to deliver and manage development in the Housing Zone. This should be determined by the London Borough of Hillingdon with input as necessary from the GLA. The Board should be chaired by the Leader of the Council with senior councillor and officer membership as appropriate. A delivery panel and project team should be established to support the Board as per the diagram below. It is recommended the Strategic Board includes representatives from other growth areas within the Heathrow Opportunity Area, including representatives from Harrow Council, and from

the nearby Southall Housing Zone in Ealing to ensure a joined-up approach to infrastructure delivery in the area. Given that Hayes Housing Zone falls within an Air Quality Management Zone due to its proximity to arterial roads and Heathrow Airport, it is recommended a representative of Heathrow Airport Ltd also attends who oversees the Heathrow Sustainable Action Plan and its associated funding for improved cycle routes and other initiatives.

Along with LBH, the GLA, TFL and Heathrow Airport Ltd, it is recommended other infrastructure providers and developers are invited as guests to the relevant boards at appropriate times, including:

### Transport & Connectivity Providers

- London Underground
- Department for Transport
- Crossrail
- Highways England
- Network Rail
- Chiltern Railways.

### Community Facilities

- Leisure managers / providers such as Greenwich Leisure Limited
- The Chair of the Hayes Town Centre Partnership.

### Education

- Education Funding Agency
- Relevant free schools / academies / academy trusts and early years childcare providers
- Uxbridge College (regarding Hayes campus just outside the Housing Zone)
- Global Academy
- Central Research Laboratory.

### Green and Blue Infrastructure

- Environment Agency
- Natural England
- Canal and River Trust.

### Health

- Hillingdon CCG
- Hillingdon Hospital NHS Foundation Trust
- Central and North West London NHS Foundation Trust.

### Emergency services

- Metropolitan Police
- London Ambulance Service
- London Fire and Emergency Planning Authority

## Utilities

- National Grid
- Scottish and Southern Electricity
- Affinity Water
- Thames Water
- West London Waste Partnership
- Vodafone / O2 telecoms and broadband partnership
- MBDL (3 and EE telecoms and broadband partnership).

## 7.2 Planning Recommendations

### Adopt Revised CIL Rates

Progress the adoption of the revised CIL rates as a means of securing the required infrastructure and funding.

### Update Planning Obligations SPD

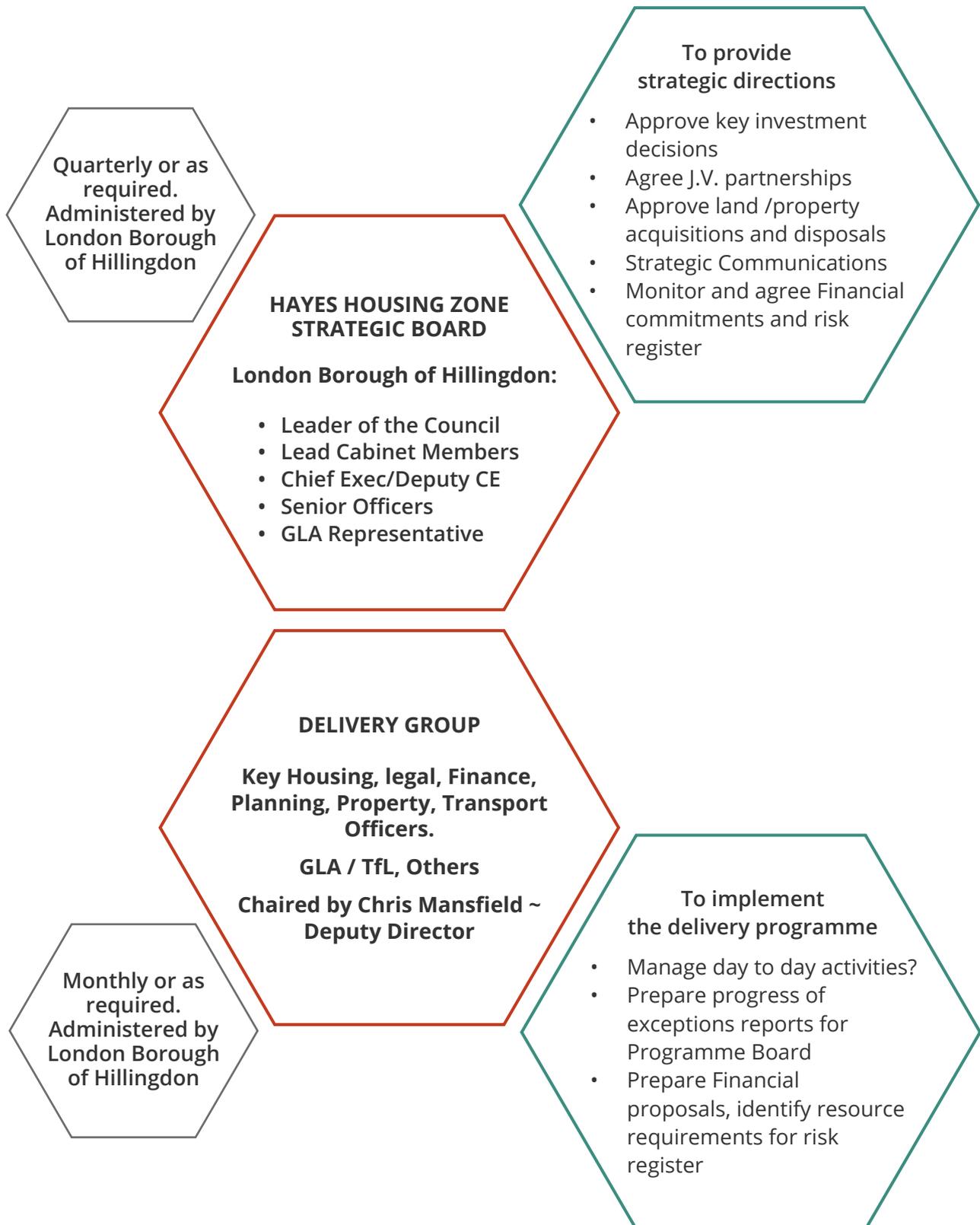
Update the Planning Obligations Supplementary Planning Document (SPD) to specifically recognise the infrastructure needs of the Housing Zone. This could include an alternative approach toward planning obligations for development in the Housing Zone including pooling arrangements for specific groups of sites.

### Develop a Planning Framework for the Hayes area

Develop a fine grain planning framework for Hayes which should be delivered with some urgency. It is recommended that this is jointly adopted by LBH and the GLA to give it formal planning status and corporate support. This could be an SPD or part of the wider Heathrow OAPF.

This planning framework should support the infrastructure recommendations in this study and demonstrate how they link with the wider opportunity area. It should demonstrate a coherent infrastructure delivery strategy to support growth in Hayes Housing Zone. It should bring together the various strands which are identified in this study as a priority regarding infrastructure provision to support growth, such as education, green and blue infrastructure, and transport and connectivity. It should set out how the London Borough of Hillingdon intends to apply its planning policies in the zone, particularly regarding air pollution and mitigation, sustainable drainage and placemaking.

Figure 22. Housing Zone Governance



## 7.3 Strategy Development and Implementation Recommendations

### Recommendations for Education

LBH Education staff have identified that:

- A significant number of new childcare places for disadvantaged 2 year olds are required to meet current need (299 borough-wide, 109 in Townfield and 57 in Botwell), and early years provision in general for 0 to 5 year olds should also be closely monitored, as growth is likely to significantly increase demand in this area (current capacity is at 98%)
- Current school plans are based on 4500 new dwellings coming forward over the period of the local plan in Hayes Housing Zone – the likely possible growth of 5191 could increase demand further
- The Council's current primary expansion programme indicates that the existing school estate cannot be expanded to meet this identified need.
- 6 primary forms of entry needed located in or near central Hayes area
- There are limited opportunities to provide a school on Council-owned land, with options including the Squirrels Estate (which requires significant land acquisition) and Austin Road (as part of an estate regeneration) both unlikely to come forward within the timescales required.
- Other sites within the area of need therefore need to be considered and other delivery partners, such as academy trusts, free school providers and the Education Funding Agency (EFA), should be engaged. The EFA in particular can offer support in both a planning and delivery role.
- Additional secondary places are forecast to be required by 2019. There appears to be some expansion potential in schools in the south of the Borough but outside of the Hayes area. Alternatively, a new free school could provide the places needed.
- The impact of the West London Further Education Review on the Global Academy, Uxbridge College and Adult Education should be monitored.

#### *Delivery Mechanisms*

- Through an external provider such as an academy trust or free school, on a site to be identified by these organisations, or delivered in partnership with the EFA

- A site is to be identified within an area of search to be defined, using LBHs existing primary school planning areas, that will serve the demand for places arising from development in the Housing Zone.
- This site would be on a Council-owned site, on a site to be acquired by the Council, or on a development site to be identified by the Council.
- A 'sequential test' for this should be undertaken to identify all reasonable alternatives, which will be required as evidence to support any site allocation. Such evidence should include the following considerations:
  - Provide evidence that this need cannot be met through the expansion of the existing school estate
  - That a new school can or cannot be provided on Council-owned land
  - Determine whether through negotiation with developers a school can be provided on a development site, where provision could be offset against S106 or CIL contributions
  - Whether a site for a new school can be delivered via site acquisition or through a CPO.
  - Through a site allocation on a development site (through either a DPD, or SPG, or the OAPF).
- Building Bulletins 98 and 99 provide guidance for designing new primary and secondary schools, including likely floorspace and areas required. It recommends that for a 4FE primary school on a confined site with 720 pupils, where sports pitches are provided offsite, a site area of between 6,100sqm and 7,320sqm would be required. There are numerous examples of primary (and secondary) schools being delivered on constrained, urban sites, including as part of mixed use developments, including Pimlico School, Westminster; and the Bridge Academy, Hackney.
- Other criteria to be considered as part of this site selection process include the availability and proximity of playing fields, policy or planning restrictions on available sites, delivery and viability considerations, timing and phasing considerations to ensure provision when required.

## Recommendations for Transport and Connectivity

A strategy is required to ensure the development sites within the Housing Zone are well connected to jobs, services and other facilities, and that places are accessible by all modes of transport, including cycling and walking.

Specifically this connectivity strategy should ensure that developments in the housing zone to the:

- West around the Old Vinyl Factory are well-connected to the town centre along Trevor Road and Printing House Lane and/or across the sites around Clayton Road onto a footbridge over the canal (improvement works are already underway to better connect Blyth Road to Station Road). The canal-side sites should maximise the opportunity to open up a canal walkway and to benefit from the increased vibrancy and public realm improvements in / near the Old Vinyl Factory and new ASDA store
- South along Nestle Avenue are well-connected to the rest of Hayes Housing Zone, helping provide an attractive and accessible pedestrian and cycling southern route to both the station and town centre – a southern entrance to the station should be pursued as should improvements to station road and the creation of public areas on development sites bordering the road
- East around Silverdale Road feel less disconnected from the town centre by providing an inviting and accessible pedestrian route along Crown Close, the north side of the canal, Silverdale Road and Pump Lane – the latter two will be used more often in future due to the introduction of a new bus link through to the Southall gasworks site
- Bus network interchanges, stops, routes and frequency are reviewed and sufficient to accommodate growth in Hayes – for example, a bus stand and turnaround area may be needed along Nestle Avenue (buses are integral to unlocking the connectivity and measurable PTAL for the area and effectively linking with Crossrail and the rest of the borough)
- Blue ribbon network serves all the sites, to ensure islands of development do not emerge
- Parking standards for development sites are considered in relation to other transport improvements and the Air Quality Management Zone. Further work will be undertaken to determine a sustainable

parking ratio for the area.

### *Delivery Mechanisms*

- TfL have completed a transport outcome planning assessment for the Hayes Housing Zone. The projects identified are included within the DIFS schedule. Each should now be further defined and scoped in collaboration with the Council and the GLA, and inform the Transport & Connectivity Strategy. Projects should be costed so that their delivery can more accurately be quantified as part of any future tariff or delivery mechanism.

## Recommendations for Green Infrastructure (including the blue ribbon network)

- There are no significant areas of publicly accessible green space in Hayes Town Centre. The former Nestle site currently provides the largest green space in the area. It is important as much green space on the site is retained as possible and is publicly accessible, particularly in light of the fact that the zone falls within an Air Quality Management Zone. Many smaller infill sites are being provided as part of developments but it is important they link to open spaces, and seek opportunities to identify on-site green space
- The opportunities provided by the Blue Ribbon network through Hayes Town Centre from Minet Country Park to Lake Farm Country Park also require maximising
- Cranford Park is a beautiful and historic 144 acre country park situated to the south of the housing zone. Works are underway to improve vehicle access to the park. The feasibility of a pedestrian / cyclist green corridor from Hayes Town Centre should also be assessed
- LBH recently expanded West Drayton Cemetery into Hillingdon adjoining land. Hillingdon has a large Muslim population and they have a criteria to be buried as soon as possible. Cemetery supply and demand needs mapping as no evidence currently exists on need
- The implementation of sustainable urban drainage will be crucial to supporting growth in Hayes Housing Zone. To date, there have been problems due to the fact when sites were originally developed water discharge was unrestricted. Now, in order to control flows on site in accordance with national guidance, most sites are trying to use underground tanks where water then needs to be pumped up to the Thames Water sewer level.

Sufficient space needs to be left for above ground SuDs in order to have a sustainable scheme. The implementation of SuDs is also important in helping achieve benefits for the Air Quality Management Area, which covers parts of Hayes

- There is a requirement for increased access to and from the Canal which is appropriately accessible (the Blue Ribbon Policy). This is proving difficult on some sites as the embankments are high and new development coming forward often leads to ramps being removed and not replaced. It is therefore a key requirement that new points of access and environmental corridors alongside, or in addition to, any Cycle corridors are identified and safeguarded
- Botwell Lane and Pump lane are shown to be at risk of surface Water flooding on the Environment Agency Flood Risk maps. Any changes to road infrastructure in these areas should provide additional space for water to deal with these issues over and above the Thames Water required sizing
- There is a need to identify other deculverting infrastructure due to there being a pressure on de-culvert rivers underground to ensure that future development does not prejudice future deculverting.
- Sustainable drainage systems, placemaking and climate change resilience projects are required to improve sustainability and air quality – the latter is a particular concern in the south of the borough

### ***Delivery Mechanisms***

- Connectivity Strategy should be developed. This would be based on the principles set out in the OAPF and the All London Green Grid, and to seek to build on the network of accessible green spaces and canal network which serve the Housing Zone.
- The Strategy should address issues of
  - Quantitative need - (using as a starting point the current OSS and the need identified in this DIFS) to identify opportunities for new open spaces
  - Accessibility - seeking to link developments to existing spaces and the canal
  - Quality - ensuring the quality agenda established through the Green Flag programme continues, and that there is a range of types of open spaces provided in and accessible to the area, including green space as well as civic space.

- The Strategy should identify a number of clearly defined, ideally costed projects, in order to be able to effectively inform the placemaking aspects of delivery and development management
- Sustainable Drainage Systems are generally provided on a site by site basis, and provided in the context of planning policy through the development management process. A greater emphasis should be put on the requirement for Sustainable drainage through development management given the issues relating to drainage in the area. Additional evidence or an advice note for development management would raise the profile of the issue and provide additional justification for their provision.

### **Recommendations for Health**

- Ensure provision of a new hub primary care health centre in Hayes Town Centre, providing at least 1500sqm, primarily for provision relating to population growth, but potentially with additional space to replace nearby GP surgeries that are not fit for purpose that can be relocated. This provision is in addition to the new health facility nearby, on the former Woodacre site. These developments are urgent as the primary care workforce is 20% down and none of the existing buildings can accommodate growth
- The impact of the closure of Ealing's children's accident and emergency unit and ward on Hillingdon's acute care infrastructure should be monitored. Ealing Accident and Emergency Unit will still treat children though those requiring overnight care of further treatment will be transferred to other hospitals in West London
- Ensure the Hillingdon Hospital estate strategy is pursued to address quality and resilience issues and that it is able to accommodate growth.

### ***Delivery Mechanisms***

- To rent, on a commercial basis, space at the OVF or Nestle Site
- Through identifying space on another development site to be delivered as part of a S106, or through CIL at peppercorn rent, or rented at commercial rates.

## **Recommendations for Community Facilities (libraries, youth centres, community space, arts and culture)**

- Analysis using the planning standards suggests that the provision for arts and culture being provided at the Vinyl Factory meets the requirements for the quantum of development identified to be coming forward in the Housing Zone. It should be ensured that the provision there, along with the theatre and other arts facilities at the Global Academy and Uxbridge College Hayes Campus, benefit the whole housing zone
- A new library may be needed to accommodate growth in Hayes Town Centre but there are no plans for this yet. This need should be assessed in relation to other community, cultural and arts spaces being brought forward through development sites
- Youth centres and young people's need and provision requires a detailed assessment, particularly in light of the deprivation, crime levels and increasing young population in the area and balanced against available budgets. No space requirements have been identified for youth services to date, but such activities could take place in flexible community space. The pressure is more likely to be on revenue expenditure than capital requirements
- The demand for community space is for flexible or provides shared spaces for community groups.

### ***Delivery Mechanisms***

- The required community shared space will be delivered on the former Nestle site and through the expansion of Townfield Community Centre to create a community hall. Management the facility and revenue for operation to be identified by LBH in partnership with the voluntary sector.

## **Recommendations for Sport and Leisure (including play space)**

- A strategy should be developed to address shortfalls in provision in the housing zone area in relation to recent studies: The Playing Pitch Strategy Assessment and the Indoor Sports Facility Study
- The provision of additional play facilities in relation to new residential development is a planning requirement outlined by the Council. Provision should be made according to guidance outlined in the Local Plan and Planning Obligations SPD
- The possible refurbishment of Botwell Leisure Centre has been muted to meet population growth in Hayes Town Centre,

and to provide sufficient parking and gym facilities. However, private-sector provided gym provision nearby should be taken into account, such as at the Hayes Campus of Uxbridge College and the new gyms being provided at the Old Vinyl Factory and the former Nestle site. It should also be assessed whether more parking would be required at Botwell Leisure Centre to accommodate growth, given there are likely to be a significant number of new households within walking distance.

### ***Delivery Mechanisms***

- To be funded partly through CIL. Leisure provision to be planned in partnership with the leisure provider, and would require further feasibility.

## **Recommendations for Utilities**

- A district heating network should be pursued. The site-wide heating network on the former Nestle site, and the site-wide heating network at Old Vinyl Factory site (which also has some spare capacity) could potentially act as a catalyst for a district wide heating network as more development in the Hayes Housing Zone is brought forward
- Close engagement should be maintained with Affinity Water given their supply / demand challenges identified and the significant growth expected
- A limited response was received from telecomms and broadband (data) providers. They should be further engaged to ensure they are planning for the growth expected in the area. Now is an opportune time to engage broadband providers, given the financial incentives for commercial providers set out in the Housing White Paper. Mobile networks are generally provided by the private sector and are demand led.

### ***Delivery Mechanisms***

- On a site by site basis, through development management
- On a strategic basis, supported by the GLA or through engaging an Energy Services Company (EsCO).

## **Recommendations for Emergency Services**

- The Metropolitan Police Service and the London Ambulance Service should be further engaged, as their new estate strategies are currently being developed and were not able to advise on infrastructure plans at this time. However, they have been made aware of the expected growth in the housing Zone.

## Socio-economic Recommendations

- Appropriate infrastructure provision should ensure that the existing community will be in a position to benefit from the opportunities that investment and growth will bring. It should also be ensured that new developments will not exacerbate existing problems in Hayes Town Centre but will support the public health of existing and new residents, and the many people that work in the area, particularly in light of the fact the housing zone falls within an Air Quality Management Area.
- The high rates of deprivation, larger than average (and increasing) youth population, significant elderly population, together with many residents with elementary occupations requires youth and adult education and support services to be prioritised if growth in

the area is going to be sustainable and benefit existing residents. A social enterprise community hub that provides an additional revenue stream for the community and opportunities for local residents would be beneficial. The co-produced nursery childcare model could be explored to ensure affordable options for the local community that also help with skills development and social capital.

- The need for specialist forms of housing for older people and vulnerable people, such as those with disabilities must also be proactively planned for, particularly given the significant population growth and that the redevelopment of Jupiter House will cause 54 family units of temporary accommodation and a foyer for 100 young single people to be lost.

## Action Plan Summary

	Action	Owner	Timescales
	Transport & Connectivity Strategy	LBH (Transport) and TfL	April - July 2017
	Parking Standards Review	LBH (Planning policy)	In line with LPP2
	School Site selection evidence	LBH (Planning policy)	April - June 2017
	Engage with education stakeholders	LBH (Education, Planning Policy)	March - April 2017
	Green and Blue Infrastructure Strategy	LBH (Urban Design)	April - July 2017
	Sustainable Urban Drainage	LBH (Planning Policy & Development Management)	Ongoing
	District Heat Network	LBH (Planning Policy & Development Management) & GLA	Ongoing
	Engagement with Emergency	LBH (Planning)	Ongoing

## 7.4 Addressing the Forecast Residual Funding Gap

The forecast residual funding gap is between £47.81m and £53.79m if Hillingdon Council is only able to use income from CIL and S106 contributions. Council Tax is allocated to ensure the delivery of day-to-day services and a cabinet decision has been made to direct the New Homes Bonus into social care until 2021/22 to make up for funding shortfalls. No net additional commercial floorspace has been assumed and therefore no business rates have been calculated for the housing zone.

CIL and S106 can go some way towards funding the required infrastructure but other ways also need identifying. It is recommended other funding sources are considered in order to fund infrastructure across the growth area.

### Mayoral-type Strategic Infrastructure Tariff

In light of the proposed new approach to developer contributions from 2020 as advocated in the CIL Review Team Recommendations, it is likely the suggested Mayoral-type Strategic Infrastructure Tariff will apply to strategic development sites across London including opportunity areas and housing zones. It is therefore recommended that this tariff be used to help fill the funding gap to fund the infrastructure required to support growth in the housing zone. It can be assumed that the hybrid system of a low level Local Infrastructure Tariff for most developments together with Section 106 negotiated for larger developments will generate income at least at the level anticipated by current CIL / S106 arrangements, though likely beyond that.

### CIL Review

*The impact of the CIL Review Team recommendations set out in A New Approach to Developer Contributions as part of the February 2017 Housing White Paper should be closely monitored. If the recommendations are implemented, the current system of CIL and S106 will be replaced with a 'hybrid system of a broad and low level Local Infrastructure Tariff (LIT) and Section 106 for larger developments,' and Combined Authorities would be enabled to set up an additional Mayoral type Strategic Infrastructure Tariff (SIT). The review recommends the transition to the new system should be completed by 2020.*

*The recommended changes aim to achieve CIL's original objectives of providing 'a faster,*

*fairer and more transparent way of collecting contributions towards the infrastructure necessitated by the impacts of development.'* The proposed twin-track approach 'allows local authorities to take advantage of the best elements of the existing CIL and Section 106 regimes in order to maintain, if not improve, the total quantum of monies flowing to infrastructure in a timescale, to speed delivery by those best placed to take the financial and construction risks and to unlock both small and large developments to get the country building. The new approach 'requires all development, even the smallest, to make a moderate payment towards the cumulative infrastructure need of an area, but it leaves the larger developments to negotiate a Section 106 agreement that is more appropriate in scale, nature and timing to the way in which those developments are carried out and their infrastructure needs arise - negotiated in the context of a strengthened Regulation 122 set of tests, policy and supporting guidance'.

### A Hillingdon Council mechanism to aid cashflow to fund infrastructure

It is recommended Hillingdon establish a mechanism to aid cashflow to fund infrastructure to ensure sufficient money is available at the right time, given uncertainties around when funding will be available. Options to consider include:

- **Private finance & public-private partnerships** - There is an increasing track-record of the public sector using private finance or entering into partnerships with institutional finance providers to fund infrastructure projects or build communities. It is understood that the Council would consider land acquisitions that could potentially provide opportunities for commercial income streams. The rationale for this investment is based on generating a sustainable income stream to cover the on-going costs of any infrastructure investment. The private sector role in such a partnership could vary from loans or providing finance through to being a developer-partner, or development manager, according to the requirements of the public sector partner, and its attitude towards risk or retaining or relinquishing control for the delivery and / or management of the project. It is recommended that the Council undertake an options appraisal and business case examining the potential sites which could be acquired and the delivery structures which would best meet the Council's objectives and requirements.

- **Prudential borrowing (e.g. Public Loan Works Board)** - Prudential borrowing should be considered to enable growth, seeking to make use of the potential 'Local Infrastructure Rate'. The Public Loan Works Board offers lending to local government, with money provided by an Act of Parliament, drawn from the National Loans Fund and rates of interest are determined by the Treasury. In relation to funding infrastructure, discounted interest rates are offered for infrastructure projects nominated by a Local Enterprise Partnership (LEP). In addition the government is currently consulting on a 'Local Infrastructure Rate', which will offer £1 billion of discounted lending to local authorities, available at a new Local Infrastructure Rate to support local infrastructure projects that are high value for money. Qualifying authorities would be able to access the allocation from the Public Works Loan Board for a period of three years to support upfront investment.
- **Tax Increment Financing (TIF)** - TIF is based on reinvesting a proportion of future business rates from an area back into infrastructure projects or related development. It can be used where the sources of funding available for a scheme to deliver growth cannot cover the cost of infrastructure required. A lead agency (a local authority, or public sector organisation in partnership with the private sector) raises money upfront to pay for infrastructure, on the basis that the increased business rate revenues generated by the scheme can be used to repay that initial investment. The upfront funding may be borrowed from public or private sources, or it may be provided by the developer from capital available to it.
- **Business Rate negotiation for Hayes Housing Zone and the two employment clusters: Rigby Lane and Millington Road** - if the GLA could negotiate with the Treasury for Hillingdon to retain an additional 15% of business rates from the housing zone and the adjacent two employment clusters, this is likely to generate at least an additional £18.7m. An additional 45% retention (60% business rates retention in total), would generate an additional £56.1m - enough to cover the remaining funding gap.
- **Business Rate Retention Pilot Programme** - It is likely any initial roll-out of higher business rates retention for local government will be piloted in London, and it is recommended the Hayes Housing Zone Programme Board seek to be involved in this pilot. In 2016 the

Department for Communities and Local Government (CLG) published a consultation paper titled "Self-sufficient local government: 100% business rates retention". The consultation covered a number of broad areas relating to allowing local authorities to retain 100% of the business rates they collect locally. In February 2017 a further period of consultation was announced to seek views on the implementation of the Government's commitment to allow local government to retain 100% of business rates raised locally. This specifically seeks views on some of the detailed aspects of the design of the reformed system. The consultation will run until 3rd May, 2017.

- **Heathrow Business Rates Retention** - The majority of Heathrow's business rates - which were around £118m in 2016 - go out of the borough of Hillingdon. However, given Heathrow's impact on air pollution and noise in the area, it is recommended discussions are held with The Treasury about whether a proportion can be retained to support improvements to green and sustainable infrastructure in Hayes Housing Zone to mitigate the associated risks.

### **£2.3bn Housing Infrastructure Fund**

The Housing White Paper: Fixing our Broken Housing Market (February 2017) sets out that it will target the £2.3bn Housing Infrastructure Fund at the areas of greatest housing need. The capital grant programme will be open to bids in 2017, with funding available over the next four years for a variety of infrastructure projects (including transport and utilities) where these will unlock the delivery of housing and enable economic development. Joint bids from across local authority boundaries are encouraged to open up new homes on a wide scale. It is recommended that LBH partner with a neighbouring authority to submit a bid to a joined-up approach to infrastructure delivery in areas of overlapping demand for schools, roads and open space to name but a few types of infrastructure.

### **A Strategic Infrastructure Investment Programme for London**

As set out in A City for All Londoners, the Mayor is committed to developing a Strategic Infrastructure Investment Programme for London to increase public transport investment, deliver more housing and improve London's air quality whilst moving towards a zero carbon city by 2050. Given Hayes Housing Zone falls within an Air Quality Management Area, funding opportunities should be pursued particularly related to helping meet the Mayor's objectives. It is recommended Hillingdon

engage the Local Enterprise Action Partnership for London (LEAP) to see how they could work together to demonstrate what can be achieved by focusing on making significant improvements to a pollution hotspot in London: Hayes Housing Zone and its surrounding areas.

## **London Finance Commission 2017 report**

There is an ongoing debate about how the retention of tax from development can be reinvested to support growth and meet policy objectives. The GLA are currently exploring whether there is a case for retaining stamp duty locally and what impact this is likely to have. If Hillingdon were able to retain the Stamp Duty Land Tax associated with the housing zone, the funding gap would be significantly smaller, up to only £5.92m.

In 2016, the Mayor of London reconvened the London Finance Commission (LFC) to review and assess existing arrangements for government funding of London, including capital and revenue. The need for further devolution of fiscal and service delivery powers to London's government has been made more urgent in light of the UK's vote to leave the European Union. The LFC will build on its first report published in 2013 which proposed devolving the full suite of property tax revenues – including council tax, stamp duty land tax and business rates – giving London the ability to invest in its own infrastructure and promote economic growth. In its interim report published in October, the LFC restated its endorsement of these findings and also made a number of additional proposals including assigning a proportion of Income Tax and VAT to London and devolving London's share of the apprenticeship levy to the capital. It made the case for a more ambitious programme of devolution, one which can support economic growth in London and across the UK. The LFC is currently working on the final report due to be released in early 2017.

## **Sector-Specific Funding Mechanisms**

There are also a number of sector-specific funding mechanisms that could also be considered. They are:

### **Transport**

- TfL funding including the rolling Local Implementation Plan
- Highways Agency / Department for Transport funding

### **Health**

- CCG funding

- Through direct provision of space as part of a Section 106
- Through direct rental of space to be taken at a commercial rent

### **Education**

- Through developer contributions such as S106 and CIL
- Mainstream local authority capital funding
- DfE funding
- EFA
- Free schools or academy trusts

### **Emergency Services**

- Section 106
- Police - through the Metropolitan Police Estates Strategy

### **Community Facilities**

- Provision of flexible community space for a variety of users through Section 106, or CIL given this is strategic and nature and not relating to one development

### **Open space and play space**

- The funding for open space and play space is likely to come through Section 106 and / or CIL. Some of this space (particularly play space) will be provided on-site as part of the development

### **Utilities**

- Some utilities infrastructure will be provided by utilities providers as part of their cyclical business planning or asset management plan. Local connections are paid for through development.
- The Housing White Paper: Fixing Our Broken Housing Market considers how new development can be capitalised on to enhance broadband coverage. In the 2016 Autumn Statement, the government announced over £1 billion of new funding to boost the UK's digital infrastructure. In assessing bids for these trials from local authorities, DCLG will take account of which areas can demonstrate they have policies setting out how high quality digital infrastructure will be delivered in their area. (The Local Government Finance Bill published in January 17 will give a business rates tax break worth £60 million to incentivise telecommunications companies to lay full fibre broadband.)

# 8 APPENDICES

## 8 APPENDICES

### 8.1 Engagement: Infrastructure Providers and Developers

#### 8.1.1 Infrastructure Providers

Infrastructure providers were engaged between November 2016 and March 2017 by email initially. The majority were also spoken to by phone and/or at face-to-face meetings and/or workshops.

Category	Organisation	Job title	Person	Responsible for / type of Infrastructure
Transport & Connectivity	London Borough of Hillingdon	Transport & Projects Manager	David Knowles	Transport & Connectivity
		Transport & Aviation Manager	Alan Tilly	Road network, walking and cycling, public transport
		Community Engagement & Town Centres Team Leader	Helena Webster	Town centres
		Accessibility Officer	Ali Kashmiri	Accessibility
	Transport for London	West Area Manager, Borough Planning	Alison Cowie	Trunk road network, public transport, walking and cycling
	Highways England	Spatial Planning Manager	Janice Burgess / Heather Archer	Spatial planning for strategic road network
	Heathrow Airport Ltd	Town Planning Manager		Stephen Allen
			Ian Frost	Planning and transport policy

Category	Organisation	Job title	Person	Responsible for / type of Infrastructure
Energy, Utilities and Waste	National Grid	Design Analyst, Network Strategy	Ross Blake	Gas distribution
		DCO Liaison Officer, Land & Acquisitions Team	Nick Dexter	Electricity distribution
	UK Power Networks	Director of Connections	Mark Adolphus	Gas and electricity connections
		Major Connections Manager East of England	Jim Vasey	Major connections
		Infrastructure Planner	Paul Ramsbotham	Infrastructure planning
	Scottish & Southern Electricity	Asset Management Lead	Stewart Reid	Asset management
	Savills (on behalf of Thames Water) Networks	Associate Director, Savills Planning	David Wilson	Planning for Thames Water
		Senior Planner, Savills Planning	Carmelle Bell	Planning for Thames Water
	Affinity Water	Director of Asset Strategy	Mike Pocock	Water supply asset management
	London Borough of Hillingdon	Principal Environmental Officer	Ian Thynne	Decentralised energy and renewable energy
Vodafone	London Planning & Mobile Network Design Team	Kevin Curley	Mobile network coverage and capacity	
Three	RAN Property Manager	Jane Evans	Mobile network coverage and capacity	
Health	London Borough of Hillingdon	Director of Public Health	Steve Hajioff	Public health
	West London CCGs	Head of Strategic Estate Development	Sue Hardy	Primary care and out of hospital provision

Category	Organisation	Job title	Person	Responsible for / type of Infrastructure
	Hillingdon CCG	Head of Primary Care Hillingdon	Rigoberto Pizarro	Primary care in Hillingdon
	The Hillingdon Hospitals NHS Foundation Trust	Director of Strategic Estate Development & Asset Management	Robert Steele	Acute care
	Central and North West London NHS Foundation Trust	Director of Estates	Gillian Stafford	Health and community estate owner, foundations trust and service provider
<b>Education, Learning and Youth Provision</b>	London Borough of Hillingdon	Head of Business Performance, Policy & Standards (Education, Housing, Community safety & Public Health)	Daniel Kennedy	
		Policy Manager Education	Venetia Rogers	Primary, secondary and additional needs
		Adult Education Service Manager	Debbie Hunn	Adult learning
		Assistant Director, Early Intervention and Prevention Services Children and Young People's Services	Thomas Murphy	Early years
	Bilfinger GVA (on behalf of Brunel University)	Director	Nick Alston	Estate planning
		Senior Planner	Andrew Deller	Estate planning
	Uxbridge College	PA to Sara Sands, Vice Principal – Finance & Corporate Services	Joyce Dhatt	Estate planning
<b>Community and Leisure</b>	London Borough of Hillingdon	Head of Green spaces, sport and culture	Paul Richards	Leisure centre, green space, children's play space, libraries and youth centres

Category	Organisation	Job title	Person	Responsible for / type of Infrastructure
		Stronger Communities Manager	Fiona Gibbs	Engagement of faith groups and other community groups about their needs and how the council can support them
	Greenwich Leisure Ltd	Partnerships Manager	Gary Starkey	Leisure centres: Botwell, Highgrove and Queensmead
<b>Green Infrastructure</b>	London Borough of Hillingdon	Flood and Water Management Specialist	Victoria Boorman	Flood risk mitigation and water management
	Environment Agency	Sustainable Places, North London	Edward Chrome	Flood management and green infrastructure development proposals in north London
	Natural England	Sustainable Development, Thames Team	Sally Harries	Biodiversity and green infrastructure
	Canal & River Trust	Planning Manager	Steve Craddock	Mooring strategy and towpath improvements
<b>Emergency Services</b>	Dron & Wright (on behalf of London Fire Service)	Associate	Mel Barlow-Graham	London Fire Service infrastructure plans
	Metropolitan Police Service	Head of Estates & Asset Manager	Tony Cooper	Estate planning
	London Ambulance Service NHS Trust	Head of Estates Assistant Director of Operations	Martin Nelhams Ian John	Estate planning Operations in Hillingdon area

## 8.1.2 Developers

Name	Area	Company	Name
Nestle site	South	Segro	Stephen Lord
		Barton Willmore	Daniel Osborne
		Barratt London	Martin Scholar
		Barratt London	Paul Kelner
		Carter Jonas	Nick Taylor
Buccleuch			
Network Rail		Network Rail	Kirsten Durie
Precis self-storage site		Jon Dingle Planning Consultant	Jon Dingle
<hr/>			
Trident House	West	Galliard Homes	Phil Clark
Blyth Road, Paradigm site		Jefferson Sheard Architects	Joanna Espin-Silvester
Gatefold building		Be Here	Simon Chatfield
Old Vinyl Factory		U + i	Rebecca Garland
Enterprise House		FBA Design	Andrew Forman
Crown Trading Estate		Simply Planning	Holly Mitchell
Fairview Trading Estate		CBRE Planning	Daniel Olliffe
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Austin Rd Estate	East	London Borough of Hillingdon	Julie Markwell
Site B Western View / Silverdale Road		Savills	Nick Green
Benlow Works		JLL	James Owens

## 8.1.3 Other

David Brough, Chair of the Hayes Town Centre Partnership and Hayes Town Centre Business Partnership.

## 8.2 Planning Standards Used to Inform Infrastructure Requirements

- Transport and Connectivity needs outlined are based on Highways Agency, TFL and Hillingdon Council analysis and planning formulas
- Community facilities needs are based on engaging Head of Green Spaces, Sport and Culture Paul Richards and Stronger Communities Manage at LBH, and a Hayes resident who is chair of the Hayes Town Centre Partnership. To aid analysis, the standards established in Chapter 9 of the Hillingdon Planning Obligations SPD were referred to. It uses the standard of 30sqm per 1,000 population as set out in the South East Public Library Tariff, Museums and Libraries Archives 2007.
- Sport and Leisure needs were informed by the Playing Pitch Strategy Assessment, the Indoor Sports Facility Study (both commissioned by LBH) and the views of Head of Green Spaces, Sport and Culture at LBH
- The GLA provides guidance as to the amount of provision of play space for new development in the Play and Informal Recreation SPG (2012), which states a benchmark of 10sqm of dedicated play space per child. The GLA provides a calculator which, using child yields for various sizes of units (1-4 bed) and tenures (affordable and market), provides a playspace figure based on this benchmark. To calculate the unit and tenure mix to input into this calculator, the housing growth projections were used. The proposed unit mix and affordable housing percentage was used on development sizes where this information was available. For sites where this information was not available, for tenure it was assumed that there is 35% social housing. For unit mix, a policy compliant unit mix was used for the social housing, based upon the Local Plan. For the market units, a unit mix was used, based upon the unit mix for those developments where the unit mix is known.
- Education early years child care needs are based on information provided by Hillingdon Families' Information Service, Early Intervention and Prevention Services - Children and Young People's Services. The team assessed the difference between places available and needed in January 17 according to Department for Work and Pensions data and DCLG population projections 2015.
- Primary and secondary school needs are based on LBH Education calculations. Hillingdon Council subscribes to the GLA School Rolls Projection Service and uses its forecasting model to generate the Hillingdon pupil forecast. The methodology is robust, having been developed over many years and uses GLA-generated population projections, as well as those created by individual LAs. It was updated in 2016. Generating pupil forecasts is a complex and specialist task but a brief description is as follows:
  - The SRP model uses a number of other data/advisory sources including Office for National Statistics (ONS) data on annual births, death and migration data and its assumptions on future trends, Department for Communities and Local Government household projections, past dwelling completions (London Development Database) & estimates of future housing development.
  - LAs provide school roll data and ward-level population projections. The model allows LAs a choice of three population projection methodologies (this is in the line with the approach taken for national projections)
  - The GLA then runs the SRP model and returns projections to LAs.
  - At the London Borough of Hillingdon, pupil forecasts also take into account confirmed housing development (this is the requirement for submission to the Department for Education). LBH are given a list of the development that meet the DfE criteria by Planning (the most recent version was provided by Hillingdon Council's planning team for the 2016 forecasts that were produced this summer).
- Further education needs were informed by engaging Brunel University, Uxbridge College and Adult and Community Learning, Residents Services at Hillingdon Council.
- Green infrastructure needs are informed by engaging the Environment Agency, Natural England, Canal and River Trust and Flood and Water Management and the Planning Environmental Officer and others at Hillingdon Council.
- Open space requirements are informed by the LB Hillingdon Open Space Strategy (OSS) 2011 – 2026. For quantity requirements, the OSS set a standard of 2ha per 1,000 of the population of unrestricted, recreational open space. This standard was based on the principle that the current amount of open

space per 1000 of the population would be sufficient to meet a minimum quantity standard in 2026. Therefore applying this standard to up-to-date assumptions regarding the current and projected population would result in a significant current deficit and therefore require an infeasible increase in open space to meet the 2ha per 1,000 standard. Therefore, the principle of this standard has been applied in that the current amount of open space per 1000 of the population (1.72ha of recreational open space) is set as the standard, and an amount of open space identified by 2026 to maintain this standard according to population projections.

- Primary health needs were provided by the Head of Strategic Estate Development at North West London CCGs, with input from Hillingdon CCG and Public Health at LBH, together with the Central and North West London NHS Foundation Trust.

The Healthy Urban Development Unit's (HUDU) model is one method used to calculate the healthcare requirements generated by new development. The HUDU model uses the numbers of anticipated new dwellings and resulting population increase to calculate the amount of hospital beds or floor space required for that population in terms of acute elective, acute non-elective, intermediate care, mental health and primary care. The HUDU model also takes account of the evolving nature of healthcare provision, including integrated primary and community care services.

In addition, the North West London CCGs have developed their own planning model, based on population projections translated into NHS space standards. This is done through an understanding of the number of people per year who visit a GP, and how long each visit is. This equates to a number of attendances, which translates into working days and determines the number of rooms / days required for GPs based on NHS space standards. The current plans for primary healthcare are based on 2016 GLA population projections, together with the growth projections for the housing zone specifically.

- Acute health needs were provided by Hillingdon Hospital NHS Foundation Trust, with input from Public Health at LBH
- Waste needs are informed by the following documents:
  - The London Plan outlines overall waste management targets for London, the West London sub region and individual boroughs.

- Joint Municipal Waste Management Strategy 2005-20 (and the 2009 update) sets future waste and recycling plans and targets for each of the six West London boroughs. The WLWA has a stated aspiration of achieving a 70% reuse/recycling/recovery rate and zero waste to landfill, although there is no timescale for these targets.
- The West London Waste Plan 2015 (WLWP) outlines the preferred sites for waste management development in the plan area and provides a set of policies within which waste developments must conform.
- Electricity and gas needs are informed by engaging National Grid and Scottish and Southern Electricity Networks. Discussions have highlighted the following broad standards of provision for additional substations to support new residential development:
  - Additional Primary Sub-station: 5,000 new homes and Distribution Sub-station: 300 homes.
- Renewable energy needs are informed by engaging the GLA, the Planning Environmental Officer at Hillingdon and the developers of housing zone sites, together with referring to the policy framework (EU targets, London Plan, the Mayor's climate change mitigation and energy strategy and the Mayor's Transport Strategy) and the fact the London Heat Map launched in 2009 identifies opportunities at a strategic level for new heat networks. In Hillingdon, the map identified 3 intensive 'hot-spots,' one of which was Hayes.
- Water supply needs are informed by a review publicly available documents on the Affinity Water website and information provided by Flood and Water Management at LBH. Affinity Water were engaged but did not provide any additional information.
- Sewerage and drainage needs are informed by engaging Thames Water (the statutory body that deals with waste water and manages the sewerage system), additional information on the need for sustainable urban drainage systems and surface water flooding management in the Housing zone specifically has been provided by Flood and Water Management LBH and the Environment Agency.
- Emergency services needs are provided by the London Fire and Emergency Planning Authority. The London Ambulance Service and the Metropolitan Police Services have also been engaged but were not in a position to outline their infrastructure needs, as

they are in the process of developing new strategies.

All infrastructure requirements were validated at a workshop with a number of Hillingdon Council staff on 14 February, and at regular steering groups with representatives of the GLA, TFL and LBH present between November and March 2017. Wider consultation was also carried out during April 2017 before the study was formally finalised.

### **8.3 Assumptions Informing the Development Infrastructure Funding Model**

- The phasing of completions for all residential developments is as per the latest housing zone pro forma provided by the Council unless told otherwise by the developer. For non-residential developments, the floorspace is considered to be delivered on the last year of the overall development's completion (i.e. if unit completions for a development cover the period 2019-2021, the non-residential floorspace is considered completed in 2021) unless told otherwise by the developer.
- National Non-Domestic Rates (NNDR) income has been calculated with 15% retention by the Council, with 65% going to the central Government and 20% to the GLA - however, no NNDR income has been assumed due to a lack of sufficient detail on whether the housing zone will provide any net additional non-residential floorspace.
- New Homes Bonus (NHB) calculations are according to the latest proposed regulations changes with the Bonus per new home being paid for 4 consequent years from 2017.
- The national average Council tax band (Band D) has been used for Council Tax calculations.
- An average affordable housing percentage of 35% has been used for all residential developments, unless an alternative level has been agreed or is anticipated by the Council.
- The average residential unit size used by the model is 70 sqm, based on the known unit mix and London Plan space standards.
- The CIL rates are according to the draft revised CIL rates. It looks likely that the residential CIL rate south of the A40 in the borough will be around £115/sqm.
- Stamp Duty Land Tax has been calculated for one transaction per property, using the Hillingdon average values for residential properties and non-residential properties. The average percentage of rented properties has been estimated to be 5% for residential and 100% for non-residential uses, according to information provided by developers.
- Due to the context of the housing zone, the average net additional resi floorspace percentage used to calculate CIL and S106 is 100%. The average net additional non-residential floorspace percentage used to calculate CIL and S106 is 0%.
- An average S106 contribution of £1000 per residential unit has been assumed (regardless of tenure), following the BNP Paribas methodology being used to revise the CIL rates.

# 9 ANNEXURES

## **9. ANNEXURES**

### **9.1 Infrastructure Schedule**

See separate document.

### **9.2 Funding Models for the Three Development Scenarios**

See separate files.

### **9.3 Hillingdon - CIL Viability Report (BNP Paribas Real Estate)**

See separate files.