



HILLINGDON

LONDON

5 YEAR SUPPLY OF DELIVERABLE HOUSING SITES

2022/2023 - 2026/2027

March 2023

EXECUTIVE SUMMARY

- The ten year target for net housing completions in the London Borough of Hillingdon is 10,830 between 2019/20 and 2028/2029. This gives an annual average monitoring target of 1,083 completions per annum.
- Including a 5% buffer and deducting the **3,338** dwellings already delivered during the first three years of the monitoring period (2019/20 – 2021/22), the five year housing provision target for Hillingdon from 2022/23 – 2026/27 is **5,619** dwellings (rounded). This equates to an annual average of **1,123** new dwellings (rounded).
- The Council is able to identify a supply of specific deliverable sites that have the capacity to deliver **7,326** net additional dwellings over the next five years.
- This represents **130%** of the minimum five year supply target with a 5% buffer (**5,619** dwellings) or a surplus of **1,707** residential dwellings against the target.
- Hillingdon can therefore demonstrate a **6.5** year supply of deliverable housing sites (rounded), meeting the requirements for a five year supply in Paragraph 74 of the National Planning Policy Framework (2021).

1 INTRODUCTION

1.1 Purpose

This document identifies the supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing (and appropriate buffer) against the housing requirement set out in the London Borough of Hillingdon's Development Plan. The document establishes that there are sufficient sites available to meet the housing requirement set out in adopted strategic policies for the next five years.

1.2 The five-year period

The five-year supply period is measured from the end of the financial year for which there are published housing completion figures. The last set of completion figures are between the 1st April 2021 to 31st March 2022. Therefore, this report assesses housing land supply for the five-year period, starting 1st April 2022 to 31st March 2027.

The document was prepared in March 2023, with information taken from on the 1st March 2023 unless stated otherwise.

1.3 What counts as a completion?

For the purposes of calculating five year land supply, housing completions include new build dwellings, conversions, changes of use and demolitions and redevelopments. Completions are net figures, so will offset any demolitions.

1.4 Policy Context

Paragraph 74 of The National Planning Policy Framework (NPPF) (2021) sets out the requirement for local planning authorities to identify and update annually a supply of specific deliverable sites to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.

The London Plan (2021) is part of the Development Plan for the London Borough of Hillingdon and its strategic policies are less than five years' old. Table 4.1 sets the ten-year targets for net housing completions that each local planning authority should plan for.

To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered

within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

In addition, the NPPF outlines the supply of specific deliverable sites should include a buffer of:

- a) 5% to ensure choice and competition in the market for land; or
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

The London Borough of Hillingdon has a record of persistently meeting and exceeding its housing target. The Council’s Housing Delivery Test measurement for 2021 was 173% (A Housing Delivery Test measurement for 2022 has not yet been published by the Government). The completion figures showing delivery above the Council’s Development Plan target for the previous three years have been provided in Table 1. Therefore, there has been no significant under delivery of housing and there is no requirement for a 20% buffer. The London Borough of Hillingdon has not notified the Planning Inspectorate of an intention to submit an annual position statement and thus the 10% is also not applicable. The London Borough of Hillingdon is satisfied that it would be able to demonstrate a 5-year land supply if required as part of an application or appeal.

Table 1 – Past 3-year Housing Delivery Performance

	HFR Return	HDT Delivery Figure	Target	Difference
FY21	909	906*	1083	-176
FY20	739	730	1083	-353
FY19	1707	1702	1083	+619

*The HDT figure for FY21 is provisional and has been calculated by the Policy Team using the Government’s guidance because the HDT figure for 2022 has not yet been released by the Government. This figured will be updated if necessary once the Government release the official HDT figures.

The table includes the net additional number of dwellings in the official Housing Flows Reconciliation (HFR) return. It also includes the figure that forms the net number of homes delivered part of the Housing Delivery Test (HDT) measurement. The discrepancies are assumed to be from the adjustments made by the Department for Levelling Up, Housing and Communities (DLUHC), however these adjustments are not published so this cannot be

confirmed. For the purpose of this document and calculating the five-year supply of housing, it has been assumed that the adjustments have been made correctly and the delivery figure within the HDT measurement is the appropriate figure to use. It should be noted that the ratios applied by the DLUHC mirror those in Paragraph 4.1.9 of the London Plan (2021).

1.5 Data sources

The housing supply target for Hillingdon is taken from the London Plan (2021). The number of applications submitted, started and completed is taken from the Planning Datahub (formerly the LDD). This is a live system monitoring planning permissions and completions. It provides good quality, comprehensive data for the GLA, London boroughs and others involved in planning for London. The data within it is comprised of a wide range of sources including:

- Building Control records
- Energy Performance Certificates
- VOA Council Tax Valuation List
- Molior Database
- Ordnance Survey Records
- Site Surveys from Planning Officers
- Information provided by applicants

2 HOUSING PROVISION TO BE DELIVERED

2.1 The Development Plan context

Paragraph 74 of the NPPF (2021) is specific in outlining that local planning authorities should identify a supply of specific deliverable sites against the housing requirement set out in adopted strategic policies. The London Plan (2021) sets housing targets for all London Boroughs. It sets the housing target for the London Borough of Hillingdon at 1,083 units per annum or 10,830 units between 2019/20 - 2028/29. This is the current adopted strategic housing target for the London Borough of Hillingdon and was adopted in the last five years. It is therefore the housing requirement for the purposes of calculating the five year housing land supply.

The London Plan (2021) also includes a new trajectory for the anticipated number of units on unidentified small sites (<0.25ha). This is set at 295 homers per annum or 2,950 units between 2019/20 - 2028/29.

2.2 The five year supply target

The calculation of the five year land supply target is set out in Table 2 below.

Table 2: Hillingdon's Housing Provision Target

	Hillingdon's Housing Provision Target	Calculation	Units
A	Minimum Ten Year Target (London Plan 2021)	n/a	10,830
B	Annual average requirement	n/a	1,083
C	Housing Delivery Performance (2019/20 – 2021/22)	n/a	3,338 ¹
D	Remaining housing required between (2022/23 - 2028/29)	A - C	7,492
E	Number of remaining plan years (2022/23 - 2028/29)	n/a	7
F	Annual minimum target for new homes required in the remaining period	D / E	1,070.29
G	Five year target (01/04/2022 - 31/03/2027)	F x 5	5,351.43
H	5% buffer	5 % of G	267.57
I	Five-year target plus 5% buffer	G + H	5,619

¹ Please see Table 1.

3 DEVELOPMENT SITES WITH THE POTENTIAL TO DELIVER HOUSING

3.1 Components of Supply

The five year minimum target will be met through the delivery of residential dwellings from different types of identified development sites.

Table 4: Housing delivery from different types of identified development sites

Item	Site Typologies	Total Number of Net Additional Homes from Identified Housing Sites	Number of Units Anticipated to Be Delivered in 5 Years
i	Sites Under Construction	4,083	3,923
ii	Sites with Unimplemented Detailed Planning Permission	1,982	1,916
iii	Sites with Approval Subject to S106 Agreement	12	12
iv	Site Allocations	2,863	0
v	Windfall Sites (<0.25ha)	2,950	1,475
TOTAL		11,669	7,326

i) Sites Under Construction

There are a total of 4,083 net additional dwellings on approved schemes that are under construction from sites greater than or equal 0.25ha. Of this figure, 3,923 net additional dwellings are expected to be built in the next five years. The 160 approved net additional dwellings that are not anticipated to be built within the next five years are on the site 'Land at Austin Road' (76550/APP/2021/4499). These have been excluded from the 5-year trajectory due to the scale of the site and their confirmed delivery phasing. Please see Appendix 3 for a full list of sites under construction.

ii) Sites with Unimplemented Detailed Planning Permission

In accordance with Annex 2 of the NPPF, all sites with detailed planning permission should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years. Accordingly, all sites greater or equal to 0.25ha with unimplemented planning permissions have been reviewed and amount to a total of 1,982 net additional dwellings. Of this figure, 1,916 net additional dwellings are expected to be built in

the next five years. The 66 approved net additional dwellings that are not anticipated to be built within the next five years are on the site 'Land at Avondale Drive' (76551/APP/2021/4502). Please see Appendix 4 for a full list of sites with unimplemented detailed planning permission.

iii) Sites with Approval Subject to S106 Agreement

There is one application that has been approved subject to the signing of a Section 106 agreement. Once agreed, this site will have detailed planning permission and would be considered deliverable. Nothing their current planning status and the likelihood of the agreement being signed shortly after the publication of this document, the site has been included within the trajectory. Information provided by the site representative indicates that the site's delivery is anticipated within the five year trajectory. The site, Denville Hall (924/APP/2022/3603), has a total capacity of 12 C2 units. Please see Appendix 5 for further details.

iv) Site Allocations

The Local Plan: Part 2 – Site Allocations and Designations documents was adopted on 16 January 2020. A number of these site allocations already have planning consents and are therefore included within i), ii) and iii). The remaining sites have the capacity to deliver a total of at least 2,863 net additional units, based on their indicative capacities in the site allocations document. Three of the allocations have not been assigned an indicative capacity but will contain residential units that increase this capacity further.

However, noting that the NPPF (2021) outlines that sites allocated in a development plan should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years, these sites have not been included within the five year trajectory. Please see Appendix 6 for a full list of these sites.

v) Windfall Sites

Paragraph 71 of the NPPF (2021) outlines that where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment (SHLAA), historic windfall delivery rates and expected future trends.

The London SHLAA (2017) underpins the current adopted strategic housing target. Following revisions as part of the examination in public, a new projected figure was provided and accepted based on windfall delivery and expected future trends. Table 4.2 of the London Plan (2021) identifies an average of 295 units per annum have been delivered in Hillingdon from sites under 0.25ha. Paragraph 4.2.3 of this plan outlines that the small sites targets can be taken to amount to a reliable source of windfall sites which contributes to anticipated supply and so provides the compelling evidence in this respect require by Paragraph 71 of the NPPF (2021).

vii) Non-self-contained Accommodation

The NPPG is clear that local authorities should also take in account student housing and housing provided for older people as part of their housing land supply. The contribution should be based on the amount of accommodation released in the housing market. At present, there is not any non-self-contained accommodation specifically for students identified within the trajectory. However, there is non-self-contained accommodation for older people and also large-scale purpose-built shared living included as part of the housing land supply. These are incorporated within the relevant section above and appendices, however for clarity they are:

- 72 Units approved within RAF Uxbridge, Uxbridge North
- 182 Units approved at Harefield Road, Uxbridge North
- 376 Units (counted as 209 units when housing market contribution ratio applied) approved at Keith House, Pinkwell.

Paragraph 4.1.9 of the London Plan (2021) outlines that a consistent approach should be applied across London and that net non-self-contained accommodation for older people (C2 use class) should count towards meeting housing targets on the basis of a 1:1 ratio, with each bedroom being counted as a single home.

Paragraph 4.1.9 of the London Plan (2021) outlines that all other net non-self-contained communal accommodation should count towards meeting housing targets on the basis of a 1.8:1 ratio, with one point eight bedrooms/units being counted as a single home.

ix) Empty Homes

The NPPG also suggests that local authorities could include bringing empty homes back into use where they can ensure that these have not already been counted as part of the existing stock of dwellings. However, the London Borough of Hillingdon does not have specific evidence to provide a consistent trend for this source of supply. It should also be noted that the SHLAA (2017) elected to omit projecting capacity from long-term vacant properties returning to use, with the new London Plan confirming that that self-contained and non-self-contained properties only should count towards the housing targets, in line with the Government's Housing Delivery Test Measurement Rulebook. The return of long-term vacant properties therefore does not form part of the housing supply trajectory.

3.2 Specific deliverable sites

Appendix 1 sets out the trajectory for the supply of specific deliverable sites that have been identified as providing a minimum of five years' worth of housing against the adopted housing requirement.

4 CONCLUSIONS

This five year Supply of Deliverable Housing Sites assessment identifies a supply of specific deliverable sites in Hillingdon that have the capacity to deliver 7,326 residential dwellings within five years. This represents 130% of the minimum five year supply target (5,619 dwellings) or a surplus of 1,707 residential dwellings against the minimum target. Accordingly, the London Borough of Hillingdon has a land supply of 6.5 years (rounded).

5 MONITORING

Looking forward, the Council's next Report will be prepared by 31st December 2023, subject to parties publishing the relevant information. This will set out the five year land supply for the period 1st April 2023 to 31st March 2028.

6 APPENDICES

Appendix 1: Trajectory 1 – Supply of specific deliverable site

		2022/23	2023/24	2024/25	2025/26	2026/27
	Unidentified Windfall Sites (<0.25 ha)	295	295	295	295	295
Strategic Sites With Planning Permission/Prior Approval (≥0.25 ha)						
1	Former Allotments and Melrose Close Car Park, Belmore			112		
2	Enterprise House, Hayes Town				96	
3	The Old Vinyl Factory, Hayes Town	81	181	134		
4	Eastern End of Blyth Road Site B, Hayes Town					
5	Land to South of the Railway, including Nestle Site A, Pinkwell	80	316	310	67	201
6	Land at 3, 233-236, Nestles Avenue, Hayes Town				457	
7	Crown Trading Estate, Hayes Town			57	350	
8	Land at Austin Road, Hayes Town			80		80
9	Land at Avondale Drive, Hayes Town			30		
10	3 Viveash Close, Hayes Town			127		
11	Keith House, North Hyde Road, Pinkwell					209
12	Building 3, Hyde Park Hayes, (HPH3) Pinkwell		113			
13	Keith House, North Hyde Road, Pinkwell				150	
14	HPH4, Millington Road, Pinkwell			60	71	
15	Stanford House (Nestles Ave Site B), Pinkwell			103		
16	Harefield Grove, Harefield Village			22		
17	Bedfont Cross Stanwell Road, Heathrow Villages					

18	Master Brewer and Hillingdon Circus Site B, Hillingdon East			61	118	335
19	Former Garage Site Rear of 6-16 Nelson Road, Hillingdon East	6				
20	37 The Drive, Ickenham and South Harefield			7		
21	Denville Hall, Northwood			12		
22	Land to East of London School of Theology, Northwood			15		
23	Northwood and Pinner Cottage Hospital & Northwood Health Centre, Northwood			70		
24	Bourne Court, South Ruislip	54	33			
25	401 Uxbridge Road, Hayes, Wood End		20			
26	Chailey Industrial Estate Site A, Hayes Town	133	112			
27	RAF Uxbridge, Hillingdon West	72	100	67	201	
28	Harefield Road, Uxbridge			182		
29	Randalls Building, Uxbridge					
30	Bridge House, Riverview House & Waterside House, Uxbridge		319			
31	Allport House, 1 Cowley Business Park, Uxbridge	28	9			
32	Try House, 2 Cowley Business Park, Uxbridge			20		
33	Waterside House, 4 Cowley Business Park, Uxbridge			51		
34	Otter House, 5 Cowley Business Park, Uxbridge			36		
35	Weir House, Uxbridge			20		
36	Woodbridge House, Uxbridge					
37	Maple And Poplar Day Centre, Yeading		34			
38	Padcroft Works Site A, Yiewsley					
39	Padcroft Works Site B, Yiewsley			105		
40	Land to Rear of Horton Road, Yiewsley					
41	Morrisons Supermarket 41-67 High Street, Yiewsley				144	

Total	749	1532	1976	1949	1120
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Appendix 2: Sites Considered Deliverable: Detailed Planning Permission - Started

	Site	Main Application Reference	Remaining Capacity
2	Enterprise House, Botwell	11623/APP/2013/3606	96
3	The Old Vinyl Factory, Botwell	59872/APP/2012/1838 + 59872/APP/2019/3852	396
4	Eastern End of Blyth Road Site B, Botwell	68974/APP/2018/2146	118
5	Land to South of the Railway, including Nestle Site A, Botwell	1331/APP/2017/1883 + 1331/APP/2019/1666 + 1331/APP/2019/2314	1473
9	Harefield Grove, Harefield	28301/APP/2013/3104	24
11	Former Garage Site Rear of 6- 16 Nelson Road, Hillingdon East	72704/APP/2017/1068	6
14	Bourne Court, South Ruislip	11891/APP/2020/20	96
15	401 Uxbridge Road, Hayes, Townfield	23799/APP/2017/4648	20
17	Chailey Industrial Estate Site A, Townfield	2102/APP/2018/4231	331
18	RAF Uxbridge, Uxbridge North	585/APP/2009/2752	557
19	Randalls Building, Uxbridge South	41309/APP/2019/1265	58
20	Bridge House, Riverview House & Waterside House, Uxbridge South	40050/APP/2018/1737 + 40050/APP/2020/1009 + 40050/APP/2020/999	257

22	Allport House, Uxbridge South	46104/APP/2019/2606 + 46104/APP/2020/789	37
23	Woodbridge House, Uxbridge South	20590/APP/2017/3413	10
26	Padcroft Works Site A, Yiewsley	45200/APP/2017/327	130
27	Padcroft Works Site B, Yiewsley	24843/APP/2018/269	104
29	Land to Rear of Horton Road, Yiewsley	71582/APP/2016/4582	87

		2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Capacity within 5 years
Strategic Sites With Planning Permission/Prior Approval (≥ 0.25 ha)								
2	Enterprise House, Hayes Town					96		96
3	The Old Vinyl Factory, Hayes Town		81	181	134			396
4	Eastern End of Blyth Road Site B, Hayes Town	105						0
5	Land to South of the Railway, including Nestle Site A, Pinkwell	367	80	316	310	67	201	974
6	Land at 3, 233-236, Nestles Avenue, Hayes Town					457		457
7	Crown Trading Estate, Hayes Town				57	350		407
8	Land at Austin Road, Hayes Town				80		80	160
15	Stanford House (Nestles Ave Site B), Pinkwell				103			103

16	Harefield Grove, Harefield Village				22			22
17	Bedfont Cross Stanwell Road, Heathrow Villages	52						0
19	Former Garage Site Rear of 6-16 Nelson Road, Hillingdon East		6					6
22	Land to East of London School of Theology, Northwood				15			15
24	Bourne Court, South Ruislip		54	33				87
25	401 Uxbridge Road, Hayes, Wood End			20				20
26	Chailey Industrial Estate Site A, Hayes Town	86	133	112				245
27	RAF Uxbridge, Hillingdon West	19	72	100	67	201		440
29	Randalls Building, Uxbridge	58						0
30	Bridge House, Riverview House & Waterside House, Uxbridge			319				319
31	Allport House, 1 Cowley Business Park, Uxbridge		28	9				37
36	Woodbridge House, Uxbridge	7						0
37	Maple And Poplar Day Centre, Yeading			34				34
38	Padcroft Works Site A, Yiewsley							0
39	Padcroft Works Site B, Yiewsley				105			105
40	Land to Rear of Horton Road, Yiewsley	87						0
	Total	781	454	1124	893	1171	281	3923

Appendix 3: Sites Considered Deliverable: Detailed Planning Permission - Not Started

	Strategic Sites With Planning Permission/Prior Approval (≥ 0.25 ha)	Remaining capacity within 5 years
1	Former Allotments and Melrose Close Car Park, Belmore	112
9	Land at Avondale Drive, Hayes Town	30
10	3 Viveash Close, Hayes Town	127
11	Keith House, North Hyde Road, Pinkwell	209
12	Building 3, Hyde Park Hayes, (HPH3) Pinkwell	113
13	Keith House, North Hyde Road, Pinkwell	150
14	HPH4, Millington Road, Pinkwell	131
18	Master Brewer and Hillingdon Circus Site B, Hillingdon East	514
20	37 The Drive, Ickenham and South Harefield	7
23	Northwood and Pinner Cottage Hospital & Northwood Health Centre, Northwood	70
28	Harefield Road, Uxbridge	182

32	Try House, 2 Cowley Business Park, Uxbridge	20
33	Waterside House, 4 Cowley Business Park, Uxbridge	51
34	Otter House, 5 Cowley Business Park, Uxbridge	36
35	Weir House, Uxbridge	20
41	Morrisons Supermarket 41-67 High Street, Yiewsley	144

Appendix 4: Sites Considered Deliverable: Detailed Planning Permission Subject to S106

	Site	Main Application Reference	Capacity
21	Denville Hall, Northwood	924/APP/2022/3603	12

Appendix 5: Excluded outline permissions and phased applications not deliverable within five years.

	Site	Main Application Reference	Approved Capacity Outside 5 Years
37	Land at Austin Road, Hayes Town	76550/APP/2021/4499	160
38	Land at Avondale Drive, Hayes Town	76551/APP/2021/4502	66

Appendix 6: Excluded site allocations that are not considered to be deliverable within five years.

Strategic Sites Without Planning Permission/Prior Approval (≥ 0.25 ha)		Indicative capacity
42	Remaining Land to South of the Railway, including Nestles Ave Site B, Pinkwell	270
43	Remaining Land to South of the Railway, including Nestles Ave Site C, Pinkwell	43
44	Charles Wilson Engineers, Charville	34
45	Royal Mail Sorting Office, Manor	22
46	Northwood Station, Northwood	0
47	West End Road, South Ruislip	30
48	Chailey Industrial Estate Site B, Hayes Town	0
49	Silverdale Road/Western View Site A, Hayes Town	122
50	Silverdale Road/Western View Site B, Hayes Town	119

51	Silverdale Road/Western View Site C, Hayes Town	240
52	Benlow Works, Hayes Town	36
53	High Street/Bakers Road Uxbridge	0
54	St Andrew's Park (Annington Homes Site), Hillingdon West	330
55	Master Brewer and Hillingdon Circus Site A, Hillingdon East	140
56	Cape Boards, Uxbridge	315
57	Former Vehicle Testing Station, Yeading	84
58	Hayes Bridge, Belmore	40
59	Trout Road Site A (Kirby and Rainbow Industrial Estates), Yiewsley	343
60	Former Coal Depot, Yiewsley	168
61	Fairview Business Centre Sites A & B, Hayes Town	400