

FORMER NATIONAL AIR TRAFFIC SERVICES (NATS) SITE, PORTERS WAY, WEST DRAYTON - SUPPLEMENTARY PLANNING DOCUMENT

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning and Transportation
Officer Contact	Stephen Timms / Jales Tippell, Planning & Community Services
Papers with report (all circulated separately)	<p>Appendix 1: Summary of responses to the consultation on the SPD for the former NATS site, Porters Way, West Drayton (circulated separately)</p> <p>Appendix 2: Supplementary Planning Document for the former NATS site, Porters Way, West Drayton (circulated separately)</p> <p>Appendix 3: Sustainability Appraisal (circulated separately)</p>

HEADLINE INFORMATION

Purpose of report	To seek Cabinet approval for the adoption of the Supplementary Planning Document (SPD) for the former NATS site, that has been revised following public consultation on the draft document.
Contribution to our plans and strategies	The SPD, by setting the development framework for the former NATS site and surrounding area, will help contribute to the Council's priorities of improving health and wellbeing; creating strong and active communities; protecting and enhancing the environment; making Hillingdon safer; ensuring a thriving economy; and, improving aspiration through education and learning.
Financial Cost	Inland Homes have agreed to contribute to the preparation of the SPD, including the costs associated with consultation, publication and officer time.
Relevant Policy Overview Committee	Residents' and Environmental Services
Ward(s) affected	The area covered by the SPD is located within the West Drayton ward, though any redevelopment of this large scale site is likely to have implications for the wider area.

RECOMMENDATION

That the Cabinet:

- 1. Notes the comments received during the consultation period.**
- 2. Approves the amendments made to the draft Supplementary Planning Document for the former National Air Traffic Services site, Porters Way, West Drayton.**
- 3. Adopts the Supplementary Planning Document (SPD) for the purposes of development management, along with the accompanying documents, the Sustainability Appraisal and the Summary of responses to the consultation on the draft SPD.**
- 4. Grants delegated authority to the Director of Planning and Community Services to approve any minor amendments or corrections of a factual nature, to the Supplementary Planning Document before it is formally published.**

INFORMATION

Reasons for recommendation

The purpose of the Supplementary Planning Document (SPD) is to provide planning guidance for the future use and development of the former National Air Traffic Services (NATS) site, at Porters Way, West Drayton, along with the adjoining site owned by Council. The former NATS site has been acquired by Inland Homes, who intend to redevelop it. The Porters Way Supplementary Planning Document (SPD) 2005, which covers the site, is considered to be out of date, given the number of legislative and policy changes since 2005, and needs to be updated. This SPD has been prepared to ensure that the redevelopment of the site occurs in a timely and coordinated manner, address the issues raised in the various public consultation exercises, and results in the most desirable and sustainable form of redevelopment for the site.

Alternative options considered / risk management

Not to adopt the SPD. It is considered that this would restrict the Council's ability to influence redevelopment of the site and may affect the ability to achieve wider planning, community and sustainability goals.

A number of various options have been considered in deciding the policy direction and proposals for the site as expressed in the SPD. The aspirations and expectations for the site were agreed by the Council in May 2009, in adopting the draft SPD for consultation purposes. The amendments to the SPD, as recommended by this report following the response to consultation, do not substantially alter the policy direction and overall aspirations approved by the Council. Rather, the changes reflect recent changes to Government legislation and guidance, and also strengthen the SPD in a number of areas following advice from Government departments and feedback from the community. The Cabinet may make revisions to the contents of the SPD prior to adoption.

Supporting Information

Background

1. The Council adopted planning guidance for the former RAF West Drayton/National Air Traffic Service (NATS) site at Porters way, West Drayton in December 2005. In January 2006, a public inquiry commenced to determine an appeal against the refusal of a scheme for 574 flats on the RAF West Drayton site. The Inspector considered the Council's Supplementary Planning Guidance but nevertheless allowed the appeal. There have been various changes to legislation, planning policy and guidance since 2005, and taken together with the planning history and the pressures for redevelopment of the NATS site, it is considered that the SPD needs to be updated. The most recent legislation and policy guidance will need to be incorporated into the updated Supplementary Planning Document. Of particular relevance to this site is a change in the general approach to planning and decision-making in London, in particular when dealing with the issue of 'density'. The current Mayor of London expressed some concern about the previous decision-making process for schemes, in *The Proposals for the Mayors London Plan*, released 29 April 2009, which states that:

On too many occasions in the past the clamour to achieve the maximum permissible densities has been the overriding concern for many new developments, sometimes to the detriment of their surroundings, existing environments and local social infrastructure.

2. The Mayor expects that quality concerns will influence all development in London no matter the size. The Council is very keen to ensure that any future development on the NATS site and surroundings respect the local context and communities, and that opportunities to enhance the aesthetic appeal of the area, and infrastructure needs of the community are realised through appropriate redevelopment.

3. The statutory basis for the preparation of the SPD is London Plan Policy 3A.7 (Large Residential Developments) which states that "Boroughs should prepare planning frameworks for all large residential sites of 5 hectares or more, or that are capable of accommodating more than 500 dwellings."

4. The SPD has been prepared within the context of the Hillingdon Unitary Development Plan Saved Policies September 2007 and other agreed Council standards, regional and national guidance. It will be consistent with draft overarching Local Development Framework (LDF) documents and when adopted as a SPD, will be a material consideration in the assessment of any planning application. The SPD will also help to realise a number of Hillingdon's Sustainable Community Strategy objectives. Accompanying the draft SPD is the Sustainability Appraisal (SA) which evaluates the SPD and ensures it meets the government's wider objectives for sustainable development.

5. Due to the development pressures on this site, the SPD has been brought ahead of other relevant overarching draft Local Development Framework (LDF) documents.

Public Consultation

6. At the meeting of 28th May 2009, Cabinet agreed to approve the former NATS site draft Supplementary Planning Document (SPD) for public consultation. The draft SPD and its accompanying Sustainability Appraisal (SA) were then placed on public consultation for a period of 6 weeks from 1st of July to 12th August 2009. The consultation period was advertised and notified in accordance with the Council's Statement of Community Involvement (SCI), as detailed below.

7. A statutory advertisement and a ¼ page colour advertisement appeared in the Uxbridge Leader on Wednesday 1st July, along with a ¼ page colour advert and an article in the Uxbridge & West Drayton Gazette. A total of 1,798 leaflets/questionnaires were delivered to residents and businesses surrounding the site. All elected members (64) were posted a letter explaining the consultation process and an accompanying CD-ROM, with a hard copy of the SPD, SA and consultation documents delivered to the group offices, with additional hard copies delivered upon request. A letter and CD-ROM was sent to local MP's (total of 3), along with members of the Local Strategic Partnership (LSP) (total of 27), and local nature conservation groups (13). An email was also sent to our database of interested people (total 323) with instructions and links to the planning documents. Additional questionnaire/leaflets were delivered to other groups upon request, and were also made available at all public meetings held during the consultation period. All statutory consultees (a total of 95 as listed in Appendix B of the council's adopted Statement of Community Involvement) were sent a letter explaining the consultation process and a CD-ROM containing the planning documents (SPD, SA and consultation summary), and this was followed up with phone-calls and e-mails. A meeting was held with the Greater London Authority (GLA), Transport for London (TfL) and the Environment Agency (EA), and further correspondence with a number of other key government agencies including English Heritage, Natural England and others. In addition, copies of the documents were also placed at the borough libraries, Hayes One Stop Shop and the Civic Centre (Planning Reception). The draft documents were also placed on the Council's website. An 'Open House' (invitation to speak to Council staff) was held at the Bell Farm Christian Centre on Thursday 16 July 3.30 – 7.00pm and Saturday 18 September 10.00am – 1.30pm and attended by about 30 people.

8. Officers also met with the Youth Council, Mobility Forum, Assembly for People with Physical Disabilities and Sensory Impairments, FORCE group, and the Local Strategic Partners Executive (LSP). A public meeting was also hosted by MP John McDonnell and attended by the project officer to discuss the draft SPD and the proposals for the site. The various public meetings were relatively well attended and have been very valuable in gaining feedback on the draft planning document and proposals for the site and the wider area. All submissions and comments made at public meetings have been considered in refining the SPD, and various amendments have been made to the draft SPD as a result of the consultation. The issues raised and the response to those issues have been summarised in Appendix 1.

9. A total of 23 written responses have been received, in addition to a total of 194 questionnaire responses from residents. The majority of responses are supportive of the SPD and the expected development of the site. Some concerns have been raised and these include impacts on the existing traffic network, and implications for Rutters Close, concerns about crime, safety and security in the area, impacts on infrastructure and services, requirements for community facilities, impacts during the construction phase, and that the proportion of social housing for the site should be lower than suggested in the draft SPD. These issues are detailed within Appendix 1. In light of the submissions received, officers propose amendments to the draft document. The revised SPD recommended for adoption is included at Appendix 2, with amendments marked in bold, and deleted wording with a strikethrough. This document has been circulated to Cabinet Members separately. The Sustainability Appraisal on the revised SPD is included at Appendix 3, which has been circulated separately.

Development framework

10. The SPD sets out specific requirements for the design approach to redevelopment of the site, and any applications will require a masterplan and design codes to ensure a holistic, design led approach to redeveloping the site. The main objective is to ensure a high quality development for the site that will further enhance the appearance and character of the area,

whilst being sympathetic to the largely suburban low-density context. Following comments from the GLA and other bodies, this section of the SPD has been updated and strengthened to provide guidance to future developers and a clearer vision for the new development.

11. The SPD sets out requirements to minimise impacts on the existing traffic network, improve public transport facilities, and particularly to improve the pedestrian environment and facilities for cyclists. Given the outer London location, the lack of available public transport options and low PTAL, and the feedback from local residents, it is considered important to provide adequate car parking for the development and this is reflected in the SPD.

12. The SPD also contains details to ensure a high quality landscape scheme, retaining existing trees and vegetation of high quality. Landscaping along the frontage to Porters Way is also a high priority in the SPD. A wildlife corridor is required along the boundary to the Great Western railway line, and this will also act as a visual and acoustic buffer between the expected residential properties and the railway line. The provision of useable and aesthetically appealing areas of public open space, and significant improvements to existing recreation opportunities, particularly Stockley recreation ground at Mulberry Parade, is required by the SPD.

Requirements for specific uses

13. The SPD sets out a range of specific uses for the site, with an expectation for a mixed-use residential led scheme of high quality. The SPD has not been revised following the consultation on the draft with regard to the range of uses on the site. It is likely that the site would yield a total of around 600-800 dwellings, with a mix of flats and houses, to satisfy the local housing needs. The SPD generally reflects the requirements of the London Plan, however, the requirement for 50% affordable housing on the site with a 70:30 ratio of social rented to intermediate is not considered to be suitable to this site. Feedback from the local community and council's Housing Team indicates that a high proportion of affordable housing is not warranted. In the interests of creating balanced and mixed communities, it is possible that the percentage of affordable housing may not meet the London Plan requirements, although it will be subject to a financial viability appraisal and further considerations. The SPD sets out detailed requirements and standards for housing, to comply with the council's Hillingdon Design and Accessibility Statement (HDAS) guidance, including dwelling standards and amenity space. The SPD has also been updated to include reference to the Mayor's Draft London Housing Design Guide.

14. There are requirements for detailed studies to determine the appropriate scale of any commercial development, to further improve the existing retail and employment opportunities in the immediate area, whilst ensuring there will be no adverse impact on the viability and vitality of the existing town centre, and especially the existing shops on Mulberry Parade. The requirements for community facilities generally remain the same as that proposed in the draft SPD. However the SPD has been revised to reflect the fact that the Metropolitan Police do not have a requirement for a police facility on site, although there is a requirement for provision of a doctor's surgery, nursery / pre-school facility, and some accommodation for various community uses to be provided on the site.

Sustainable Development

15. The SPD considers the important environmental and sustainable development considerations on the site looking at the need for any planning application to be accompanied by a range of environmental studies, including an Environmental Impact Assessment (EIA). The SPD contains guidance to ensure that no adverse environmental impacts will result from the redevelopment, and that a number of very positive and innovative aspirations are achieved.

The principles of the SPD were widely supported during the consultation and a number of amendments have been to the SPD to take account of the various detailed issues that were raised.

Planning Obligations

16. A number of issues were raised during the public consultation about the impact of the proposed development on the surrounding area, including the local infrastructure and services. In general the need for the planning obligations as set out in the SPD was supported, although the SPD has been revised to delete references to the requirement for a police facility on site. The SPD has also been revised to include a requirement for canal improvements due to the likely impact on the canal infrastructure.

Financial Implications

This report seeks adoption of a supplementary planning document to support the Council in its statutory role of assessing planning applications and negotiating for certain aspirations for the former NATS site.

There are no direct financial implications for the authority associated with the recommendations of this report. The costs associated with the production of the SPD and the consultation have been met by the Gift funding contribution from Inland Homes, that was a subject of a previous Cabinet report in May. Any wider impacts resulting from development of the site will be subject to the planning obligations laid out in the SPD and will be met through S106 contributions.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The recommendation ensures continued community involvement in the planning process to redevelop the site, through the preparation of a Masterplan and assessment of future planning application (s) for the site. The adoption of the SPD will enhance the weight that can be attached to it as a material consideration in decision-making on any planning application.

The SPD has been prepared with consideration of existing planning policies which deal with issues associated with improving health and wellbeing; strong and active communities; protecting and enhancing the environment; making Hillingdon safer; a thriving economy and improving aspiration through education and learning.

Corporate and External Consultation Carried out

In accordance with Planning Policy Statement 12 and the Council's adopted Statement of Community Involvement, this SPD has been publicised and residents and other key stakeholders have engaged in the process and had an opportunity to comment. Feedback from the consultation has informed the final SPD.

CORPORATE IMPLICATIONS

Corporate Finance

A corporate finance officer has reviewed the report and its financial implications, and is satisfied that there are no direct financial implications for the Authority associated with the

recommendations of this report, and that there are no wider implications at this stage for the Council's resources as a whole.

Legal

There are two forms of local development documents: - supplementary planning documents and development plan documents. A supplementary planning document (SPD) is a statutory document, and the legal requirements in relation to its preparation and adoption as local development documents are prescribed by the Town and Country Planning (Local Development) (England) Regulations 2004 (the 2004 Regulations). An SPD must be produced in accordance with the 2004 Regulations

This report deals with the approval by Cabinet of the third step of the three main steps in the SPD procedure. The 2004 Regulations require that:

- a SPD is published and open to consultation for a period of not less than 4 weeks and not more than 6 weeks (regulation 17);
- the consultation responses and representations are considered by the local planning authority (regulation 18);
- the SPD is adopted by the local planning authority (regulation 19).

The council's constitution requires the Cabinet to collectively take key decisions to amend its policy framework.

Consideration of representations

A local planning authority shall not adopt an SPD until they have considered any representations made in accordance with regulation 18; and have prepared a statement setting out a summary of the main issues raised in these representations, and how these main issues have been addressed in the SPD which they intend to adopt

Procedure after resolution to adopt (if appropriate)

As soon as reasonably practicable after the local planning authority adopt an SPD they must make it available for inspection during normal office hours at the places at which the SPD was made available for consultation (and on their website)

- (i) the statement of the main issues raised in representations and how they were addressed and
- (ii) an adoption statement, and
- (iii) the SPD;

The local planning authority must also send the adoption statement to any person who has asked to be notified of the adoption of the SPD.

Decision making

Section 38 of the Planning and Compulsory Purchase Act 2004 places a duty on the local planning authority, and the Secretary of State to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.

An SPD does not form part of the development plan. However, the SPD will form part of the Local Development Framework, and it will be a material consideration for the determination of

planning applications on the former NATS site, Porters Way, West Drayton. The weight to be given to an SPD is a matter for the decision maker.

Relevant Service Groups

Corporate Property

The Head of Corporate Property does not raise any concerns with regard to the recommendations contained in this report.

BACKGROUND PAPERS

- Draft SPD for the Former National Air Traffic Services (NATS) site July 2009
- Draft Sustainability Appraisal July 2009
- Porters Way Planning Brief Supplementary Planning Document Dec 2005
- Porters Way Sustainability Appraisal, Dec 2005
- Local Development Framework Statement of Community Involvement Nov 2006