

HILLINGDON LOCAL PLAN: PART 2 - UPDATE AND DRAFT PROPOSED SITE ALLOCATIONS & DESIGNATIONS

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning, Transportation and Recycling
Officer Contact	Jales Tippell, Residents Services
Papers with report	<p><u>Due to size, all appendices to this report are circulated separately to Cabinet Members, Executive Scrutiny Committee and Party Group Offices only.</u></p> <p><u>They are also available to view on the Council's website.</u></p>

1. HEADLINE INFORMATION

Purpose of report	<p>This report:</p> <ul style="list-style-type: none"> (i) Informs Cabinet on work to date on Part 2 of the Hillingdon Local Plan and the results of the initial consultations held in April - May 2013, and (ii) Seeks approval to carry out consultations on the Draft Proposed Site Allocations and Site Designations later this year as components of Part 2 of the Local Plan.
Contribution to our plans and strategies	<p>Part 2 of the Hillingdon Local Plan will align closely with the Sustainable Community Strategy and its objectives, including maintaining the Borough's local heritage and to ensure it and the natural environment are protected and enhanced.</p> <p>It will also contribute to delivering key plans and strategies, in particular the Transport Strategy, Economic Development Strategy and Housing Strategy.</p>
Financial Cost	The cost of preparing and consulting on the Hillingdon Local Plan: Part 2 can be met from the existing revenue budget for 2013/14.
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee.
Ward(s) affected	All

2. RECOMMENDATIONS

That the Cabinet:-

- 1. Notes the work to date on Part 2 of the Hillingdon Local Plan, including the results of initial consultations held in April-May 2013.**
- 2. Agrees that the Draft Proposed Site Allocations and Site Designations attached as Appendix 2 to this report should be included in the 'Proposed Submission Draft' of Part 2 of the Hillingdon Local Plan, which is to be published for consultation later this Winter.**

Reasons for recommendation

At its meeting in November 2012 the Council formally agreed to adopt Part 1 of the Hillingdon Local Plan. It also agreed that those remaining 2007 Saved UDP Policies not superceded at the adoption of Part 1 should be retained and adopted as Part 2 of the Hillingdon Local Plan, pending the preparation and adoption of replacement detailed site specific allocations (comprising sets of Site Allocations and Site Designations) and development management policies, together with a new proposals map (now known as a "policies map").

At its meeting in March 2013 the Cabinet subsequently agreed that officers undertake the appropriate initial consultation required to prepare a Proposed Submission version of Part 2 of the Hillingdon Local Plan. That consultation took place during April and May.

These recommendations are sought to inform Cabinet of the results of that consultation and of further work undertaken by officers on Part 2 of the Hillingdon Local Plan and also to seek its approval for officers to undertake public consultation on the Draft Proposed Site Allocations and Designations as part of the 'Proposed Submission Draft' of Part 2 of the Hillingdon Local Plan, in accordance with the Government's 2012 Local Plan Regulations, to enable the Council to make meaningful progress on the Local Plan in order to meet the requirements of the National Planning Policy Framework.

It should be noted that the Hillingdon Local Plan will in due course replace the Unitary Development Plan Saved Policies, 2007. The Local Plan Part 1 Strategic Policies formally adopted in November, 2012 now provide an up-to-date strategic land use planning policy framework through to 2026 with which to determine planning applications and appeals. Part 2 of the Local Plan will contain the detailed local policies on design and land use required to do this.

Alternative options considered / risk management

The Cabinet may decline to approve the Draft Proposed Site Allocations and Site Designations for public consultation later this year as part of a draft Part 2 of the Hillingdon Local Plan. It is considered that this alternative option would prejudice progress on the preparation of the Hillingdon Local Plan as a whole, resulting in the requirements of the Government's National Planning Policy Framework for introducing an updated local planning policy framework not being met and failing to provide the council with an up-to-date statutory development plan in order to deal with future development proposals.

Comments of Policy Overview Committee(s)

None at this stage.

3. INFORMATION

Background - Findings of the Inspector's Report on Part 1 of the Local Plan

1. The Inspector's Report included the following key points:
 - The Council had been in an unusual position in that the Government published its National Planning Policy Framework (NPPF) during the Examination on Part 1. This revised the form and content of local plans. The previous requirement to produce a suite of documents within a Local Development Framework was replaced and Councils are now required to produce a single local plan for their area.
 - In Hillingdon's case, the Inspector found Part 1 to have been prepared to a standard which met the requirements of the NPPF. He did not support holding up its adoption by the Council pending the preparation of the other remaining parts of the Plan. These comprise sets of site specific allocations and development management policies together with a policies map (formerly known as a proposals map).
 - The Inspector stressed the urgency for the Council to move as quickly as possible to bring forward the remaining Part 2 components of the Local Plan, so as to meet with the Government's requirements on local plan policy preparation set out in the NPPF.
 - As regards the preparation of Part 2 of the Local Plan, the Inspector noted in particular that proposed site allocations for housing should take into account local infrastructure provision and public transport accessibility. A detailed site analysis would be required for gypsy and traveller site provision; a Borough-wide townscape character assessment would also be necessary; and there should be an analysis of major developed sites in the Green Belt.

The consultation on the Part 2 Local Plan

2. Following the Cabinet decision in March, an initial consultation for Part 2 (under Regulation 18 of the 2012 Local Plan Regulations) took place between 19 April - 31 May 2013. This involved sending out approximately 3,000 letters and emails including a résumé of what the Council intends to include in its Local Plan Part 2. This was publicised on the Council's website and comments were invited from Borough residents, local businesses and other stakeholders on what they think should be included in the Plan.
3. Responses were received from 89 organisations, statutory bodies and individual members of the public and these are listed in Appendix 1 (a) to this report. These raised over 300 individual representations. A summary of the responses and officers' proposed responses are included in Appendix 1 (b) and details of proposals received in the call for sites at Appendix 1 (c). The key issues raised included the following:
 - Any proposed releases of employment land should be clearly identified and criteria set out for assessing proposed changes of use from employment land.
 - Employment sites near Heathrow Airport should be retained.
 - Part 2 policies should be sufficiently flexible to allow new employment uses to be set up when market demand seeks alternative uses.

- Empty office space should be reused before the Council permits new office development.
- New hotel developments should be steered towards existing town centres rather than around the Heathrow perimeter.
- Policies for retail centres and parades should be flexible to allow quick changes of use to avoid units staying empty for long periods.
- All standards for housing (e.g. car parking provision, floorspace standards, lifetime home requirements) should be applied flexibly on a site by site basis and allow for viability to be considered.
- House conversions should be avoided in conservation areas and buildings of special interest to avoid the visual clutter which can result.
- More options to provide affordable homes should be considered.
- Social and community facilities generally need to be protected; there is a particular need to provide more places of worship for the different communities now resident in the Borough due to its changing demographic character.

4. Various site specific proposals were also put forward by respondents to the consultation. A full schedule of these and officers' suggested comments are set out at Appendix 1 (b) to this report. These included the following key sites:

- Nestles Factory Site, Hayes
- Land to south of Hayes & Harlington Station
- Rainbow and Kirby Industrial Estates and adjacent land, Yiewsley
- Former Arla Foods Site, South Ruislip
- Enterprise House, Blyth Road, Hayes
- Chailey Industrial Estate, Pump Lane, Hayes
- Mount Vernon Hospital
- 24 hectares of Green Belt land at Long Lane Farm, Ickenham near Northolt Airport
- Holloway Lane Quarry, Sipson
- Westland Industrial Estate, Millington Road, Hayes
- Green Lane / Station Approach, Northwood
- Harefield Grove Farm, Harefield
- Fassnidge Memorial Hall, Harefield Road, Uxbridge
- Land at Bath Road between Nobel Drive and Malvern Road
- Frog's Ditch Farm, Shepiston Lane, Harlington
- London Gaelic Athletic Association Sports Ground, West End Road, South Ruislip

Hillingdon Local Plan: Part 2 - Draft Proposed Site Allocations and Designations

5. Work on Part 2 of the Local Plan supports the Council's commitment to regeneration and has so far included preparation of the Draft Proposed Site Allocations and Designations document, which is attached as Appendix 2. The purpose of this document is to identify specific sites to meet the targets set out in the Local plan part 1 and in particular to:

- set out overall growth targets for Hillingdon, identified as in the Local Plan Part 1.
- identify sites suitable for providing new homes in the Borough. Some sites will be developed exclusively for housing, whilst others will bring forward new homes as part of mixed use schemes.
- designate strategic and locally important employment sites to rebalance Hillingdon's economy.
- identify sites to deliver new schools.

- safeguard sites as Green Belt, Metropolitan Open Land and Green Chains
- safeguard sites of importance for nature conservation
- identify plans for key transport interchanges
- safeguard important mineral reserves in the Borough.

6. The Draft Proposed Site Allocations and Designations document is a lengthy document which refers to some 109 sites. It identifies 30 sites for housing development, which could provide up to 6,000 new dwellings. With respect to employment land, the document refers to 4 Strategic Industrial locations and 14 Locally Significant Employment sites. There are 3 sites identified for new schools. The document also includes 19 sites where there are proposals relating to Green Belt, Metropolitan Open Land or Green Chains and 31 proposals relating to existing or new nature conservation sites. In addition there are 5 sites with proposals for transport interchanges and 3 sites for mineral safeguarding.

Hillingdon Local Plan: Part 2 - Development Management Policies

7. The Local Plan Part 2 Development Management Policies will include all the detailed development management policies to be used in future to determine planning applications and appeals, replacing the saved policies from the Unitary Development Plan. These policies are in the process of being drafted by officers. A series of four meetings were held between May and July 2013 with a Members' working group specially convened to help inform this work. Officers intend to present the draft development management policies to Cabinet in December and to seek Members' agreement that these should be published at the next "Proposed Submission Draft" consultation stage for Part 2.

Evidence Base Studies by Consultants

8. Officers are awaiting the completion by consultants of three evidence base studies which will be key to the preparation of Part 2, covering:

- Townscape Character - which includes an analysis of suitable areas with potential for tall or taller building development
- Archaeological Assessment - which identifies particular areas of importance for protecting the Borough's archaeological heritage assets
- Employment Land – which assesses current potential in the Borough for the managed release of employment land over the next decade and beyond

9. These evidence base studies will add significant local information to support the draft policies and will result in the need to introduce specific policies in the light of their findings, e.g. regarding:

- Local housing design further to the results of the townscape character study.
- The preservation of particular areas of local historic importance following the archaeological assessment.
- Appropriate alternative uses for land releases proposed in the employment land study.

10. There are two other projects also underway at present, whose findings may also be significant for the proposed Development Management Policies, namely:

- The Strategic Housing Land Availability Assessment. This is being undertaken by the Greater London Authority (GLA) in readiness for next year's London Plan review. That review is expected to result in a call for more housing sites to be identified across London due to its continuing population growth. Officers are liaising with the GLA on the outcome of this work and its implications for Hillingdon. Depending on the outcome of these

discussions officers may need to propose further Site Allocations for inclusion in Part 2 of the Local Plan prior to its publication for consultation.

- Gypsies and Travellers. Given the findings of the Inspector's report on Part 1 of the Local Plan, officers are investigating whether there is any case for the provision of further pitches or sites in the Borough.

Next Steps

11. Officers intend to report to Cabinet in December with:

- an analysis of the main findings of the key evidence base studies
- any further proposed Site Allocations or Designations and
- a set of Draft Development Management Policies.

12. Officers will be seeking agreement from Cabinet to carry out public consultation on a full 'Proposed Submission Draft' of Part 2 for six weeks during February and March 2014. The outcome of that consultation with any resulting Proposed Modifications will then be reported to Cabinet and to a full Council meeting as soon as possible, at which time officers would seek approval for the "Proposed Submission Draft" version of Part 2 of the Plan together with any Proposed Modifications to be submitted to the Secretary of State for formal independent examination. This would be an "Examination in Public" (or public inquiry) held by a Planning Inspector, similar to that held between March and May 2012 on Part 1 of the Plan.

13. The aim is to schedule an examination during the late Summer/early Autumn and, subject to its outcome, proceed to formal adoption of Part 2 of the Hillingdon Local Plan by the Council in late 2014.

Financial Implications

The cost of the work programme outlined above for the Hillingdon Local Plan Part 2 will be contained within the Local Development Framework Team budget, for both the internal staffing resources utilised and the externally commissioned studies and research work which are estimated to be in the region of £50k – £60k. Earmarked reserves (total of £128k) and an allowance in the Council contingency (£30k) has been made for the cost of further Examination in Public for adoption of additional development plan documents, which will now mainly be covered by the proposed Hillingdon Local Plan Part 2, and fall into the 2014/15 financial year.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The preparation of Part 2 of the Hillingdon Local Plan will be a key step in helping delivery of the Sustainable Community Strategy providing detailed site specific allocations, development management policies and a policies map for future development in the Borough over the next 15 years. Part 2 of the Local Plan will therefore have a significant impact, both short-term and long-term, upon residents, businesses, service users and all of Hillingdon's communities.

Consultation Carried Out or Required

Cabinet approval was given in March 2013 to undertake an initial consultation required for the preparation of Part 2 of the Local Plan, under Regulation 18 of the 2012 Local Plan Regulations. This involved sending out approximately 3,000 letters and emails together with a résumé of what the Council intends including in Part 2 and inviting comments from Borough residents,

local businesses and other stakeholders on what they think should be included in the Plan. The consultation was held between 19 April and 31 May, 2013.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and concurs with the financial implications set out above, noting that funding is in place to support delivery of the Hillingdon Local Plan Part 2. Assumptions contained within the Council's Medium Term Financial Forecast in relation to growth in both the Council Tax and Business Rate bases are consistent with the latest draft of the Hillingdon Local Plan.

Legal

Section 17 of the Planning and Compulsory Purchase Act 2004 requires the Council to prepare development plan documents that will form part of the Council's Local Plan. The Council has adopted its Local Plan Part 1, Strategic Policies. The Local Plan Part 2, which is the subject of this report, will contain the Site Allocations Policy, the Site Designations Policy and also more detailed Development Management Policies that will guide decision making on applications for planning permission.

In accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (SI 2012/767), the Council has carried out a consultation exercise with stakeholders as to what the Part 2 Policies should contain. Following that consultation exercise, the draft Site Allocations Policy and Site Designations Policy that form part of the Local Plan Part 2 has been prepared. This report seeks Cabinet authority to approve the consultation drafts of the Site Allocations Policy and Site Designations Policy that will form part of the Local Plan Part 2. The Development Management Policies that will also form part of the Local Plan Part 2, will be referred to Cabinet at a later date once they are developed further.

If Cabinet approve the current draft Site Allocations Policy and Site Designation Policy, the next stage in the process is for the Council to carry out a consultation exercise on those documents with stakeholders in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (SI 2012/767). The results of the consultation will then be reported back to Cabinet and approval will be sought from Cabinet on the final draft that will then be submitted to the Secretary of State. The Secretary of State will then conduct an examination in public of the proposed policies, and subject to any directions by the Secretary of State or Mayor of London, the policies will be presented to Full Council who is responsible for adopting development plan documents.

Property and Construction

Part 2 of the Hillingdon Local Plan contains specific policy and site proposals relating to Council land or property which officers support.

BACKGROUND PAPERS

NIL.