

# HILLINGDON LOCAL PLAN: PART 2 - DRAFT DEVELOPMENT MANAGEMENT POLICIES

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning, Transportation and Recycling
<b>Officer Contact</b>	Jales Tippell: Residents Services
<b>Papers with report</b>	Appendix 1 – Draft Development Management Policies  <b>Due to size, this Appendix will be circulated separately to Cabinet Members, Executive Scrutiny Committee and Party Group Offices only. It will be available to view and download on the Council's website.</b>

## 1. HEADLINE INFORMATION

<b>Purpose of report</b>	This report seeks approval to carry out consultations on draft proposed Development Management Policies document and the Policies Map commencing in March 2014 as components of Part 2 of the Local Plan.
<b>Contribution to our plans and strategies</b>	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. It will also contribute to delivering key plans and strategies, in particular the Transport Strategy, Economic Development Strategy and Housing Strategy.
<b>Financial Cost</b>	The cost of preparing and consulting on the Hillingdon Local Plan: Part 2 can be met from the existing revenue budget for 2013/14.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee.
<b>Ward(s) affected</b>	All

## 2. RECOMMENDATION

That the Cabinet:-

- 1. Agrees that the draft Development Management Policies document at Appendix 1 to this report, should be included in the 'Proposed Submission Draft' of Part 2 of the Hillingdon Local Plan to be published for consultation for six weeks commencing in March 2014.**

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2. **Agrees that the proposed changes to the existing Unitary Development Plan Proposals Map (which will draw together all the relevant proposed Site Allocations and Designations so far agreed by Members) should be included in the 'Proposed Submission Draft' of Part 2 of the Hillingdon Local Plan to be published for consultation for six weeks commencing in March 2014.**
3. **Notes the Evidence Base Studies that have been undertaken to support the preparation of the draft Development Management Policies document.**
4. **Grants delegated authority to the Deputy Chief Executive and Corporate Director of Residents Services to agree, in conjunction with the Cabinet Member for Planning, Transportation and Recycling, any minor editing and textual changes to the Draft Development Management Policies document.**
5. **Instructs officers to report back to a future meeting of Cabinet the outcome of public consultation and recommendations for changes to the Development Management Policies document, Site Allocations and Site Designations document and the Policies Map prior to its formal submission to the Department of Communities and Local Government.**

### **Reasons for recommendations**

At its meeting in November 2012 the Council formally agreed to adopt Hillingdon's Local Plan Part 1: Strategic Policies. It also agreed that the remaining 2007 Saved UDP Policies not superseded 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 October 2013 Cabinet agreed that a set of draft proposed Site Allocations and Site Designations should be published for consultation. This report seeks approval to consult on the draft proposed Development Management Policies document as an up to date set of policies that will be used determine of planning applications in the Borough and a revised Policies Map, setting out site allocations and designations.

It is intended that the Site Allocations and Site Designations document together with the Development Management Policies and the Policies Map will be issued for consultation for a six week period at the end of March 2014, as Hillingdon's Local Plan Part 2. Once adopted and combined with the Part 1 Strategic Policies, these documents will comprise the Local Plan for Hillingdon to replace the current Unitary Development Plan 2007 Saved Policies Document. The consultation process is necessary to meet the requirements of the Government's 2012 Local Plan Regulations and critical to the objective of ensuring that Hillingdon has an up to date Local Plan.

### **Alternative options considered / risk management**

The Cabinet may decline to approve the draft proposed Development Management Policies for public consultation as part of the 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**

1. Further to the report to Cabinet in October 2013 this report provides Members with:
  - an analysis of the main findings of the key evidence base studies commissioned to support the preparation of Part 2 of the Local Plan; and
  - a set of draft proposed Development Management Policies.
2. Officers are now seeking agreement from Cabinet to carry out public consultation on a full 'Proposed Submission Draft' of Part 2 for six weeks commencing in March 2014.

#### **Evidence Base Studies by Consultants**

3. Consultants have completed three evidence base studies which are key to the preparation of Part 2, covering:
  - Townscape Character;
  - Archaeological Assessment; and
  - Employment Land.
4. These evidence base studies, which can be viewed on the Council's website, add significant local information to support the draft policies and resulted 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.

#### **Townscape Character Study**

5. The approach taken in this study can be summarised as having involved:
  - An assessment of the historical development of the various parts of the Borough and its key features today (topography, green belt land, transport links)
  - Analysing the main types of residential and commercial development
  - Drawing initial conclusions on possible locations for tall / taller buildings
  - Listing what the consultants suggest are the main places / neighbourhoods in the Borough with their distinctive characteristics.
6. In its conclusions, the study reaches a series of headline lessons and recommendations, notably regarding:

**Predominant character:** the Borough is characterised by large areas of two-storey suburban housing (with relatively limited other uses). Tall / taller buildings must be managed sensitively against this backdrop. Storey heights can be increased where appropriate along some main road routes and in some town centre locations where existing building heights may already be generally higher.

**Loss of Character through redevelopment:** the existing character of the Borough is under threat from a number of changes which impact on existing areas. Firstly, the redevelopment of large suburban houses or additional backland infill development threatens the character of some of the Boroughs best suburbs. Secondly, public houses across the Borough are being closed and converted to flats. Thirdly, former industrial areas are being lost to residential accommodation, particularly in areas with good public transport access. Whilst these changes may be regarded as appropriate in terms of the land use, guidance is needed to help manage the impact on the prevailing townscape character.

**Loss of front gardens and boundaries:** the loss of front gardens to parking results in weakening of the townscape character of particular housing types. Multiple car ownership per property has resulted in the conversion of front gardens to form parking spaces where they are large enough to accommodate vehicles. In some cases this is acceptable in amenity terms, but in many it is more questionable where the conversion to parking completely disrupts the intended streetscape balance. Consistent boundary treatment is important in helping to give a clear definition of the public realm and help to unify the street scene.

**Street clutter:** the presence of houses in multiple occupation and conversions of housing to flats in some areas is leading to additional street clutter and parking demands. One of the impacts of flat conversions has been the increase in the necessary utility facilities (e.g. provision for domestic waste storage; electricity, water and gas meters). The design process should consider the provision of such supporting infrastructure to avoid clutter in the local street scene.

**Legibility and townscape context:** a clear block structure and urban grain are characteristics of most of the residential housing area types found in the Borough. Any new development needs to maintain these and the scale of a development should have regard to how it fits into the overall composition of the neighbourhood - for example a street corner redevelopment of one / two housing plots for a multi-flatted scheme can significantly affect the character of an otherwise lower density housing area.

**Street trees:** as a major element of the Borough's character, street trees should be considered an essential element of the public realm associated with development. Developers should liaise with the Council on appropriate tree species and design requirements - for example to ensure positioning helps to frame views and not obscure key local buildings.

**Green network:** the Borough has significant areas of green space and linking green chains. Developments should support the Borough's objectives of providing a high quality network of green spaces and provide a good level of access to it.

**Design guidance:** a greater recognition of local character and local context is needed in the design of new development. Developments should be designed as bespoke elements which respond to the immediate surroundings, and use the established character as a

direct cue for aspects such as building line, set backs, storey heights and landscape treatment.

7. The above lessons and recommendations have informed the drafting of the proposed Development Management Policies attached at Appendix 1 to this report.

### Archaeological Assessment

8. Stage 1 of this study characterises the archaeology of Hillingdon as a whole, sub-dividing it into 10 local areas/centres:

1. Northwood
2. Ruislip
3. Harefield
4. Ickenham
5. Hillingdon & Uxbridge
6. Hayes & Yeading
7. Yiewsley
8. Cranford & West Drayton
9. Heathrow Area (including Harmondsworth, Harlington & Sipson)
10. Colne Valley Area

9. For each area the report outlines existing or proposed Archaeological Priority Areas, any Scheduled Ancient Monuments (SAMs) or Registered Parks & Gardens; the geology; archaeological work that has taken place in the area since 2003 and data recorded on the Greater London Historic Environment Record (GLHER). Brief conclusions are then drawn regarding the character of archaeological remains in each area. The report goes on to set out the potential for the preservation, nature and extent of archaeological deposits within each of the local areas/centres.

10. Stage 2 assesses the existing and proposed Archaeological Priority Areas and Archaeological Priority Zones in the Borough for their archaeological character and significance. The suitability of their designation is assessed, and particular qualities and features that require safeguarding identified, including areas where development may be inappropriate. In summary, the study recommends the following action with respect to the existing and proposed Archaeological Priority Areas (APAs) and Archaeological Priority Zones (APZs) in the Borough:

- APAs to be deleted: Northolt Down Barns Farm and West Drayton Station.
- APAs to be extended: West Bedfont, Harlington, Harefield North, Harefield South, Ickenham Manor.
- APAs to be amended: Uxbridge, Hayes.
- APAs to be reduced: Harmondsworth
- APAs to remain unchanged: West Drayton, Ruislip, Ickenham Swakeleys, Ickenham Old Village, Hillingdon, Cowley, Cranford Park North, Eastcote Cuckoo Hill, Eastcote Village
- APZs to remain unchanged: Heathrow Area, Colne Valley
- Proposed new APAs: Sipson and Brackenbury Farm

### Employment Land Study

11. The study has reviewed the amount of land in active industrial use in Hillingdon. It concludes that this now totals 383.9 ha, of which 30.9 ha (approximately 8%) is reported to be

vacant. Given future likely employment land needs in the Borough, the consultants estimate that the Council might consider releasing a certain amount of employment land for other uses during the 15 years covered by the Local Plan. They suggest that the amount of land to be released for other uses would range between 16.3 ha of existing employment sites, if demand for employment land remains generally high throughout the Plan period, or up to 20.9 ha if demand remained low.

12. A surprising result of the consultants' analysis is that employment land demand in the Borough remains more buoyant than previously expected. In fact, the demand figures restrict the amount of land that can be released for other uses. This may give rise to restrictions on the amount of land that can be released for other uses. The revised Employment Land Study is currently being finalised and will be available at the time the development management policies are determined at Cabinet.

### Additional Evidence Base Studies and Technical Papers

13. Policy H3 of the Local Plan Part 1 sets out the criteria to determine planning applications for new traveller pitches and sites. In accordance with paragraph 6.37 of the Local Plan Part 1 and the specific requirements of the Government's 'Planning Policy for Traveller Sites,' the Council is currently undertaking a Gypsy and Traveller Accommodation Needs Assessment to inform the Draft Site Allocations document, approved by Cabinet for consultation in October 2013.

14. The National Planning Policy Framework (NPPF) requires all plans to be deliverable and viable. Therefore, in addition to the above, the Council will be undertaking an economic viability assessment to ensure that the sites identified in the Sites Allocations document will come forward for development and that the Development Management Policies will not stifle new development in the Borough over the period of the Local Plan.

15. Prior to consultation described in paragraphs 23 and 24 below, officers will also prepare supporting technical papers required by the Local Plan Regulations, which will include a sustainability appraisal, equality impact assessment, habitat regulations assessment and flood risk assessment. The findings of these technical papers and evidence base studies may necessitate changes to policies and sites identified in the Local Plan.

16. Depending on the outcomes and responses received to the Local Plan, officers anticipate that additional studies may be required to be prepared in the intervening period between the end of the consultation process and prior to the submission of the draft plan to the Secretary of State for Examination. These studies may include a local aggregates assessment and a further retail capacity study. Officers will provide an update on the need for these additional studies in the next report to Cabinet.

### **Draft Development Management Policies**

17. Cabinet approval was given in March 2013 to undertake an initial public consultation on Part 2 of the Local Plan, under Regulation 18 of the 2012 Local Plan Regulations. The consultation was held between 19 April and 31 May, 2013 and 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. A series of four meetings were also held between May and July 2013 with a Members' working group specially convened to help inform this work. Responses to the public consultation were received from 89

organisations, statutory bodies and individual members of the public and these raised over 300 individual representations, which were reported to Cabinet at its meeting in October 2013.

18. Taking account of the outcome of the public consultations and the Evidence Based Studies, officers have prepared a draft Development Management Policies document at Appendix 1, which includes all the detailed local policies to be used in future to determine planning applications and appeals in Hillingdon. This is to replace the Saved Policies from the Unitary Development Plan.

19. The draft Development Management Policies document is arranged in topic order to broadly reflect the arrangement of policy topics set out in Part 1 of the Local Plan. Chapter 1 introduces the document and the policies within it can be summarised as follows:

**Chapter 2 - The Economy:** sets out policies related to employment growth in the Borough, including the uses that are acceptable on designated and non-designated sites and policies related to tourism. Specific policies are also included on offices, hotel development and visitor accommodation.

**Chapter 3 - Town Centres:** contains policies related to all aspects of town centre development including maintaining the viability of local centres and parades, the Council's position on particular types of town centre uses, shop front design and the uses that will be acceptable in designated town centres.

**Chapter 4 - New Homes:** policies to ensure the delivery of new homes, including office conversions, back garden development, houses in multiple occupation and affordable housing.

**Chapter 5 - Historic and the Built Environment:** sets out policies to ensure the protection of Hillingdon's heritage and all aspects of the built environment including design, high buildings, safety and security, residential amenity and space standards. This chapter also contains policies related to householder development, including policies for extensions, play space and basements.

**Chapter 6 - Environmental Improvements:** contains a range policies related to environmental protection including sustainable design standards, air, water and land quality, the natural environment, mineral extraction and green belt.

**Chapter 7 - Community Infrastructure:** policies related to community infrastructure protection and provision, including open space, education and healthcare.

**Chapter 8 - Transport and Aviation:** policies related to all aspects of the transport network, including Heathrow airport.

## Next Steps

20. Should Cabinet agree the recommendations in this report, officers will undertake to publish the following 3 documents for consultation:

- The detailed set of draft proposed Site Allocations and Site Designations approved for consultation by Cabinet in October 2013.
- The draft proposed Development Management Policies attached at Appendix 1 to this report.
- An atlas of changes to the existing Unitary Development Plan Proposals Map, which will draw together all the relevant proposed Site Allocations and Designations so far agreed by Members which will need to be incorporated in a "Policies Map" to accompany the Local Plan.

21. As described in paragraphs 14, 15 and 16 of this report additional Technical Papers will be published to support policies and sites prior to issuing the Draft Local Plan for consultation.

### Duty to Cooperate

22. As part of the production of the Local Plan the Council is required to meet the duty to co-operate requirement created under the Localism Act 2011. This places a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation and relates to strategic cross boundary matters. The Local Plan examination will test whether the duty to cooperate has been complied with.

23. Guidance is clear that the duty to co-operate goes beyond the normal consultation process. Whilst it is not considered that the consultation documents raise strategic issues, the Council will need to engage with neighbouring authorities and statutory undertakers before the formal consultation process begins to demonstrate that the duty has been met. Officers are in the process of organising meetings with key organisations and individuals and will update Cabinet further when the consultation process has been completed.

### The Consultation Process and Timescale

24. The Development Management Policies document, Site Allocations and Site Designations document and the Policies Map will be made available for consultation for a period of 6 weeks. The consultation is scheduled to commence on Monday 31<sup>st</sup> March 2014 and conclude on Monday 12<sup>th</sup> May 2014. Within this timescale, officers will brief a range of interest groups and member presentations and workshop sessions will be held to obtain feedback on the sites and policies contained in the document.

25. Prior to the commencement of the consultation period, the Council will write to a range of individuals and organisations with details of where to view the consultation documents and how to respond in accordance with Government's Local Planning Regulations and its Statement of Community Involvement. It is anticipated that approximately 2,000 consultation letters will be issued to 'statutory consultees' (including neighbouring planning authorities, the Mayor of London and Environment Agency), local MPs, businesses, local residents and residents associations.

26. The Local Plan consultation documents will be made available on a dedicated consultation page on the Council website, with appropriate forms on which to record representations. In addition, the documents will be issued to all local libraries and 1 copy will be made available for inspection at the Civic Centre.

27. The outcome of the next consultation stage, together with any resulting Proposed Modifications, will be reported to Cabinet and to a full Council meeting as soon as possible following its conclusion. Officers would then seek approval for a "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" held by a Planning Inspector, similar to that held between March and May 2012 on Part 1 of the Plan.

28. The aim of this work will be to schedule an examination during the late Summer / early Autumn 2014 and, subject to its outcome, proceed to formal adoption of Part 2 of the Hillingdon Local Plan by the Council in late 2014 / early 2015. The target date to return to Cabinet seeking approval to submit is July 2014. It should be noted that this is a challenging timetable and may

be subject to change, depending on the issues that emerge during the processes of consultation and the Examination in Public.

## **Financial Implications**

The cost of the work programme outlined above for the Hillingdon Local Plan Part 2 is 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) have been made for the cost of a 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.

Cabinet approval is now sought to hold a further consultation, under Regulation 19 of the 2012 Local Plan Regulations, during the early part of 2014 on the proposed components of Part 2 of the Hillingdon Local Plan.

## **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 Development Management Policies that form part of the Local Plan Part 2 have been prepared. This report seeks Cabinet authority to approve the consultation draft of the Development Management Policies. If Cabinet approve the current draft Development Management Policies, the next stage in the process is for the Council to carry out a consultation exercise on these 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