

HILLINGDON LOCAL PLAN: PART 2 - DRAFT DEVELOPMENT MANAGEMENT POLICIES, SITE ALLOCATIONS AND DESIGNATIONS AND POLICIES MAP

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning, Transportation and Recycling
Officer Contact	James Gleave: Residents Services
Papers with report	<p><u>Circulated separately from main agenda to Cabinet, Executive Scrutiny Committee and reference copies in Group Offices:</u></p> <p>Appendix1</p> <ul style="list-style-type: none"> • Local Plan Part 2 Draft Proposed Submission Version - Development Management Policies • Local Plan Part 2 Draft Proposed Submission Version - Site Allocations and Designations

1. HEADLINE INFORMATION

Purpose of report	This report explains the outcome of recently completed evidence base studies which were approved by Cabinet in March. It seeks approval to make further changes to the Local Plan Part 2 documents, before they are issued for further public consultation and submitted to the Secretary the Secretary of State for public examination.
Putting our Residents First	<p>These policies contribute to the Council's key objectives of: <i>Our People; Our Built Environment; Our Natural Environment; Our Heritage and Civic Pride.</i></p> <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. 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 2015/16.
Relevant Policy Overview Committee	Residents' and Environmental Services
Ward(s) affected	All

2. RECOMMENDATION

That the Cabinet:-

- 1. Agrees the proposed further changes to the Development Management Policies document and the Site Allocations and Designations documents at Appendix 1 of this report.**
- 2. Instructs officers to issue the amended Development Management Policies document, Site Allocations and Designations document and Policies Map for a 6 week period of public consultation to seek views on all proposed changes.**
- 3. Notes the requirement to undertake a Sustainability Appraisal of the proposed changes.**
- 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 editing and textual changes to the Draft Development Management Policies, Sites Allocations and Designations and Policies Map.**
- 5. Instructs officers to report back to a future meeting of Cabinet on the outcome of the public consultation exercise and to make recommendations on any necessary changes to the Development Management Policies document, Site Allocations and 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 on 19th March 2015, Cabinet agreed a number of recommendations relating to the Local Plan Part 2 documents. Officers were instructed to make changes in response to comments received during the publication process at the end of 2014 and also to commission a study of nature conservation sites in the Borough.

The March Cabinet Report granted 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 editing and textual changes to the Local Plan Part 2 documents. However, additional changes are proposed which fall outside the scope of the officer delegation and therefore require further Cabinet approval.

Alternative options considered / risk management

Cabinet may decline to approve the additional changes to the Proposed Submission documents. Officers are of the view that this would increase the length of the public hearing sessions associated with the examination process and the likelihood that the Local Plan Part 2 is found to be unsound.

A further option would be to instruct officers to submit the Local Plan for examination without undertaking further consultation on the proposed changes. In this instance it is likely that the Council would be requested to re-consult on the proposed changes, or withdraw the document from submission.

Comments of Policy Overview Committee(s)

None at this stage, though as a Policy Framework document, the Residents' & Environmental Services Policy Overview Committee will be involved in the consultation phase.

3. INFORMATION

Background

1. The Schedule of Representations and Officer Responses presented to Cabinet in March 2015 recommended a number of changes to the Proposed Submission version of the Local Plan Part 2, in response to comments received during the publication process at the end of 2014. The approved changes have now been incorporated into the documents at Appendix 1 (circulated separately from this agenda) and are shown as either red text for additions or red strikethrough for deletions.

2. This report seeks approval to make additional changes to these documents, which are highlighted as either blue text for additions or blue strikethrough text for deletions. The proposed additional changes can be summarised as follows:

- Proposed amendments to the Development Management Policies document, which are mainly required to ensure consistency with newly emerging London Plan policies and National Planning Guidance. These changes are summarised in Table 1.
- The inclusion of additional sites for new housing in the Site Allocations and Designations document (identified in Table 2) and the changes that are identified in paragraphs 5 and 6 of this report.
- Proposed amendments to the Site Allocations and Designations document to reflect the conclusions of the study of nature conservation sites, which was commissioned in accordance with recommendation 3 of the March 2015 Cabinet Report. An explanation of the results of this study can be found in Tables 3 and 4 below.

3. Subject to the approval of the additional changes, it is proposed to undertake a 6 week period of public consultation on all proposed amendments to the Local Plan Part 2, prior to the documents being submitted to the Secretary of State for Public Examination.

Table 1: Summary of the main additional changes to the Development Management Policies Document

Proposed Change	Area of document affected by change	Justification
Addition of updated Policy DME 3: Office Development	Chapter 2: The Economy	To ensure policy is consistent with office growth areas identified in the Site Allocations and Designations document.
Deletion of some Local Parades from Table 1.2. Specifically, these are West Drayton Road, Romney Parade, Romney Road and Barra Hall Circus.	Chapter 3: Town Centres - Table 1.2: Local Parades.	Deleted parades have been redeveloped for other uses.
Amendment to affordable housing thresholds to reflect recent changes	Policy DMH7: Provision of Affordable Housing.	Policies are required to be consistent with latest Government

to National Planning Practice Guidance.		planning guidance.
Chapter 5 of the document has been amended to reflect guidance in the NPPF on heritage and design.	Chapter 5: Historic and the Built Environment	To ensure the document is up to date with the latest national planning policy guidance.
Insert new policy and supporting text: DMHB 15: Trees and Landscaping.	Insert after policy DMHB 14: Streets and Public Realm.	Officers have requested the inclusion of a general policy to ensure the protection of trees and also to ensure landscaping is fully integrated with development proposals.
Chapter 5: Historic and Built Environment has been updated to reflect the latest national planning guidance and Hillingdon's Design and Access Statement: Residential Extensions. Policies DMHB 22, 23 and 24 have been moved to a stand-alone Householder Development section at Appendix A	Chapter 5: Historic and the Built Environment	HDAS documents will be deleted following the adoption of the Local Plan Part 2. Key provisions have been carried forward in to the DMP. New national minimum floorspace standards have been reflected in the document.
Chapter 6 renamed Environmental Protection and Enhancement.	Chapter 6: Environmental Improvements.	Name reflects the fact that we are seeking to protect and improve Hillingdon's natural environment.
Removal of reference to BREEAM standards and the Code for Sustainable Homes in policy DMEI 1. Policy renamed Living Walls and Roofs and On Site Vegetation.	Chapter 6: Environmental Improvements.	Code for Sustainable Homes no longer exists. BREEAM standards are reflected in Building Regulations.
Amendments to Policy DMEI 9	Chapter 6: Environmental Improvements.	Amendments state that development in Flood Zone 3b will be refused in principal.
Rationalisation of policies DMEI12 - DMEI 16 relating to water use and water efficiency.	Chapter 6: Environmental Improvements.	Amendments made to avoid repetition in policies.
Insert new policy (DMEI 16) on the importation of waste material.	Chapter 6: Environmental Improvements.	To prevent soil contamination as a result of soil importation.
Rationalisation of policies MIN 1 - MIN 10.	Chapter 6: Environmental Improvements.	Remove unnecessary detail from minerals policies.
Reference to the need protect public houses, in accordance with guidance contained in the National Planning Policy Framework.	Chapter 7: Community Infrastructure	To be consistent with Government planning guidance.
Policies and guidance on Householder Development have been moved from Chapter 5 to a 'stand alone' section in Appendix A.	Addition of new Appendix A	These policies are likely to be well used and will benefit from being located in a 'stand alone' section of the document.
Additional guidance on Shopfronts.	Addition of new Appendix B.	Amendments required to incorporate key elements of the Shopfronts SPD, which will be deleted following the adoption of the Plan.

Changes to the Site Allocations and Designations Document

4. Table 2 shows changes to the housing sites identified in the 'New 'Homes' chapter of the Site Allocations and Designations document, which are proposed to be made in addition to those identified in March Cabinet Report. The changes are proposed for a number of reasons:

- Additional sites for new housing and mixed use development: Sites that have recently obtained planning permission or Prior Approval for residential development have been included in the document. Sites that do not have planning permission but are considered to be deliverable over the period of the Local Plan have also been added.
- In some cases, the phasing or number of units proposed on sites has been amended to reflect discussions with site owners.
- Deletion of housing sites: Sites are proposed to be removed where:
 - a) The landowner has stated that they would not support an allocation for residential use;
 - b) Sites are not considered to be deliverable in the period of the Plan;
 - c) Construction of the site has been completed; or
 - d) Construction of the site has started and is likely to be completed before adoption of the Plan.
- Boundary Changes and other amendments: In some cases, the boundary of an existing site has been amended to reflect discussions with landowners or a recent planning approval.

Table 2: Summary of Changes to the Proposed Housing Sites in the Site Allocations and Designations document

Site Name	Ward	Additional/ deleted site	No. of Units	Reason for change
Fairview Business Centre.	Botwell	Addition	119	Site is located adjacent to the Grand Union Canal and represents a good opportunity for residential led mixed use development.
Golden Cross Public House	Botwell	Addition	23	Planning permission granted in July 2014 for 23 units.
Union House, 23 Clayton Road	Botwell	Addition	46	Prior Approval granted on part of the site in March 2015 for the conversion of office to residential.
Land south of the railway including Nestle Site	Botwell	Amendments to phasing and proposed number of units	707	Amendments have been made to reflect ongoing discussions with landowners.
Western Core Site	Botwell	Deletion	60	Discussions indicate that this site is not deliverable in the Plan period.
Audit House and Bellway House	Cavendish	Addition	34	Prior Approval for the conversion of office to residential granted in January 2014 for Bellway House and September 2014 for Audit House.

Site Name	Ward	Additional/ deleted site	No. of Units	Reason for change
Former Allotments and Melrose Close Car Park	Barnhill	Addition	83	Council owned site. Planning permission granted in November 2011 for 79 units. This permission has expired but applicant intends to resubmit the application.
Royal Quay	Harefield	Amended boundary to reflect latest planning history.	87	Prior approval granted in February 2014 for the conversion of office to residential. An additional planning application for residential development on the site was approved in May 2015.
Former Masterbrewer/Hillingdon Circus	Hillingdon East	Amendments to proposed number of residential units.	250-330	The number of proposed units has been amended to reflect the latest planning submissions.
42-46 Ducks Hill Road	Northwood	Addition	10	Planning permission granted in January 2014 for 10 units.
Station Road, Northwood	Northwood Station	Additional site	TBC	Site owner is currently in discussions with the Council to agree development principles for the site. A planning application is likely to be submitted later this year.
Eagle House, The Runway, Ruislip	South Ruislip	Addition	24	Prior approval granted in April 2015 for the conversion of office to residential.
Chailey Industrial Estate	Townfield	Amended boundary	198	Site boundary amended to exclude the Matalan site from allocation.
Silverdale Road/Western View	Townfield	Amended boundary	141	Site boundary has been amended to reflect discussions with site owners.
Benlow Works	Townfield	Additional site	TBC	The conversion of this Grade 2 Listed industrial building represents a good opportunity for residential development in the Borough.
148-154 High Street Bakers Row	Uxbridge North	Amended number of units	121	The proposed number of units on the site has been amended to reflect London Plan density guidelines.
Martyns Close/Valley Road	Uxbridge North	Deleted	90	Discussions with the landowner indicate that these sites are not deliverable within the Plan period. As such, they are proposed to be removed.
Grand Union Park, Packet Boat Lane.	Uxbridge South	Addition	110-190	Three prior approvals given between December 2014 and January 2015 for the conversion of office to residential, providing a total 110 units. A proposal for the development of 190 units on the whole site was allowed on appeal in February 2015.
Fassnidge Memorial Hall	Uxbridge South	Addition	48	A planning application for the development of 48 units has been approved subject to Section 106.
Kitchener House, Warwick Road	West Drayton	Addition	23	Planning permission granted in February 2014 for 23 units.

Site Name	Ward	Additional/ deleted site	No. of Units	Reason for change
The Blues Bar, Station Road	West Drayton	Addition	38	Planning permission granted in January 2014 for 38 units.
Old Coal Depot, Tavistock Road, Yiewsley.	Yiewsley	Addition	168 - 189	Site is proposed to be allocated for mixed use development to assist in the regeneration of Yiewsley Town Centre.
Padcroft Works	Yiewsley	Amended boundary	308	Site boundary amended to reflect a recent planning application, which has been approved subject to the agreement of Section 106.
Trout Road, Yiewsley	Yiewsley	Amended boundary	143	Site boundary amended in accordance with permissions granted in July 2014. Caxton House identified as Site B to reflect separate permission granted.
26-36 Horton Road, Yiewsley	Yiewsley	Addition	50	Planning permission granted in January 2014 for 50 units.
21 High Street Yiewsley	Yiewsley	Addition	51	Planning permission granted in July 2014 for 51 units.
Uxbridge Health Centre	Yiewsley	Deleted	15	Site is unlikely to come forward for residential development.

5. In addition to sites for residential development, further amendments to the Site Allocations and Designations document can be summarised as follows:

- The extent of the Colne Park Gypsy and Traveller Site is defined in Chapter 3: New Homes;
- To assist in the determination of planning applications, the boundaries of the areas identified for hotel and office growth in the Local Plan Part 1 have been specifically defined in Chapter 4: Rebalancing Employment Land.
- As part of the amendments to the Community Infrastructure chapter, two school sites, St Andrew's Park and Lake Farm, are proposed to be deleted on the basis that construction was completed in 2014.
- To meet the requirements of the National Planning Policy Framework and the London Plan, four railhead safeguarding areas are proposed for inclusion into chapter 8 'Minerals Safeguarding'. These seek to protect existing aggregate railheads from inappropriate development.

6. Both the Development Management Policies and Site Allocations and Designations documents have been amended to reflect the recommendations of the Sustainability Appraisal, undertaken as part of the Local Plan Part 2 publication process at the end of 2014.

Review of Nature Conservation Sites (SINCs)

7. In accordance with Recommendation 3 of the March 2015 Cabinet Report, officers commissioned Land Use Consultants (LUC) to undertake a review of nature conservation sites in the Borough, which are referred to in the Local Plan Part 2 as Sites of Importance for Nature Conservation (SINCs). The study assessed all proposed extensions to existing SINCs and proposed new SINCs, which were identified in the Site Allocations and Designations document, issued for public comment in September 2014.

8. The proposed SINC's were initially identified from work undertaken by the London Ecology Unit for the Mayor of London in 2005. LUC undertook a survey of these sites using the Greater London Authority's Open Space and Habitat Survey Methodology, which includes criteria such as the level of public access, bio-diversity information and the type of habitat on site. The survey concluded that many of the proposed SINC's have undergone significant changes since the 2005 survey. The condition of many of the sites was such that they no longer merit SINC status.

9. Table 3 is based on LUC's survey work and identifies the SINC's that are recommended to be included in the Site Allocations and Designations document. It specifies whether these are new sites or extensions to existing SINC's, the proposed Grade and size of the proposed allocation. Table 4 lists the SINC's that, as a result of the review, are not proposed to be carried forward.

10. The proposed SINC's have been assessed in the study as having Grade 1 or Grade 2 status according to their level of nature conservation significance. A number of less significant 'Local' sites have also been identified.

11. The proposed changes to the SINC's have been incorporated into the version of the Site Allocations and Designations document at Appendix 1 as either blue text for additions or blue strikethrough text for deletions.

Table 3: SINC's that are proposed to be retained as a result of the June 2015 Review

Site Name (updated 2015)	New/Extended SINC	Proposed Grade	Site Area (ha)
Ruislip Lido	Extension	Grade 1	24.71
West Ruislip Golf Course and Old Priory Meadows	Extension	Grade 2	9.55
Ickenham Marsh Complex	Extension	Grade 1	36.63
Yeading Brook & Minet Country Park	Extension	Grade 1	73.37
Beeches, land West of Yiewsley	Extension	Grade 1	7.6
Lower Colne, land west of Harmondsworth	Extension	Grade 1	95.34
Duke of Northumberland's River at Two Bridges Farm	Extension	Grade 2	1.15
The Dairy Farm, Harefield	Extension	Grade 2	0.46
Mount Vernon	Extension	Grade 1	0.94
River Pinn and Manor Farm Pastures	Extension	Grade 2	1.77
The Grove, adjacent to Royal Lane	Extension	Grade 2	0.78
Hitherbroom Park, Hayes	New	Local	1.16
Herlwyn Park Recreation Ground and Railway Banks, Ruislip	New	Grade 2	7.63
River Pinn Corridor near Kings College Playing Fields and Manor Farm	New	Grade 1	11.67
Cavendish Recreation Ground, Eastcote	New	Grade 2	4.1
Victoria Road Rail Banks, South Ruislip	New	Grade 2	17.89
Uxbridge and Hillingdon Cemeteries	New	Grade 2	7.74
Stockley Park Lakes and Meadows	New	Grade 2	11.59
St Georges Meadows; Southlands Arts Centre, West Drayton	New	Grade 2	2.04

Field Close Open Space Roughs, Harlington	New	Grade 2	1.5
Haste Hill and Northwood Golf Courses, and Northwood Cemetery	New	Grade 2	84.83
River Pinn Corridor near Northwood Hills	New	Grade 1	2.13
River Pinn Corridor near Eastcote	New	Grade 1	4.01
River Pinn Corridor at Swakeleys Park and Riverside Walk	New	Grade 1	17.65
Former Field Heath Nursery, South of Brunel University	New	Grade 2	10.7
Medipark Site, Harefield	New	Grade 1	8.1

Table 4: SINCs that are not proposed to be carried forward as a result of the June 2015 Review

Site	New/ Extended SINC	Proposed Grade	Reason for not taking site forward	Site Area (ha)
St Vincent's Hospital Meadow	Extended	Grade 1	No features of particular ecological value recorded	0.9
New Years Green	Extended	Grade 1	In general grassland noted to be species-poor, with frequent disturbance from vehicles. Flytipping along hedgerows.	10
Summerhouse Lane	Extended	Grade 1	Comprises a series of parcels, including extended gardens, areas under development and small parcels of unremarkable habitat.	0.3
Summerhouse Lane Chalkpit	Extended	Grade 1	Very dense area of secondary woodland of limited value, with frequent litter and poor access.	1.06
Hill End Pond	Extended	Grade 1	Pond dry at the time of the survey, with vegetation not suggestive of particular ecological value.	0.22
St Mary's Wood End	Extended	Grade 2	Highly ornamental garden with minimal ecological value.	1.1
Wall Garden Farm Sand Heaps	New	Grade 1	No access. Viewed from the road, appears to remain an active minerals site.	1.4
Fore Street Meadows	New	Grade 1	Closely mown horse paddock with no particular features of note recorded.	0.28
Home Covert, Lowdham Field and Pole Hill Open Space	New	Grade 2	Currently supports minimal ecological interest.	26
Crane Lane Gravel Workings	New	Grade 2	Could not be accessed.	0.11
White Heath Farm and Harefield Grove	New	Grade 2	Could not be accessed.	0.26

Next Steps

12. The proposed changes identified in this report will assist in minimising the number of objections when the Local Plan Part 2 is submitted for examination. In addition, they are also required to ensure that the documents meet the tests of soundness contained in the NPPF.

13. Subject to Cabinet approval, officers will incorporate the proposed additional changes and issue the Local Plan Part 2 documents for a 6 week period of public consultation. The

consultation process will reflect statutory guidelines and the Council's statement of Community Involvement. Two evening information events will be held for Councillors at the Civic Centre and drop in sessions will be held for members of the public at local libraries in Hayes, West Drayton, Uxbridge and Ruislip Manor. It should be noted however that the scope of the consultation will be limited to the proposed changes i.e. the text currently highlighted in red and blue.

14. The proposed additional changes will need to be subject to Sustainability Appraisal before the Local Plan documents are issued for further consultation. The Sustainability Appraisal and its associated recommendations will be issued for comment with the consultation documents.

15. Whilst the proposed consultation will delay the submission of the document, it is considered that it will ultimately result in a shorter examination process which is subject to fewer objections. The following table sets out the anticipated timescale for the Local Plan Part 2 through to the public hearing sessions associated with the examination process.

Table 4: Expected delivery timetable for the Local Plan Part 2

Stage	Timescale
Approval from Cabinet to issue proposed changes for additional consultation	September 2015
Commencement of consultation on the proposed changes	October/November 2015
Close of additional consultation period	January 2016
Formulate responses to representations on proposed changes	February 2016
Cabinet approval to submit the Local Plan Part 2 for public examination	March 2016
Public hearing sessions associated with the examination	June 2016

Financial Implications

The cost of preparing and consulting on the Hillingdon Local Plan Part 2 will be contained within existing revenue budgets.

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 the 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 members 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.

Subsequent to this process, the Local Plan Part 2 documents were published under Regulation 19 of the 2012 Local Plan Regulations, from 22nd September to 4th November 2014. Further consultation is proposed in accordance with the recommendations of this report.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and confirms that there are no direct financial implications associated with the recommendations outlined above. The Medium Term Financial Forecast remains closely aligned with future development projections contained within the 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 Development Management Policies, Site Allocations and Designations and Policies Map have been drafted and consultation was undertaken on those documents under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012(SI 2012/767). Following consultation the Council intends to make proposed changes to the Development Management Policies, Site Allocations and Designations and Policies Map as set out above and now intend to undertake a public consult for a 6 week period.

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, if appropriate, 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

There are no Corporate Property and Construction implications arising from the recommendations in this report.

BACKGROUND PAPERS

- Report to Cabinet - Local Plan Part 2: Draft Development Management Policies, Site Allocations and Designations and Policies Map. March 2015
- Report to Cabinet - Local Plan Part 2: Draft Development Management Policies, February 2014
- Cabinet Decision delegated to the Leader: Proposed Amendments to the Local Plan Part 2: August 2014