

## FORMER NATIONAL AIR TRAFFIC SERVICES (NATS) SITE - DRAFT SUPPLEMENTARY PLANNING DOCUMENT

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning and Transportation
<b>Officer Contact</b>	Stephen Timms / Jales Tippell, Planning & Community Services
<b>Papers with report</b>	Former National Air Traffic Services (NATS) site – Draft Supplementary Planning Document; Sustainability Appraisal, circulated separately.

### HEADLINE INFORMATION

<b>Purpose of report</b>	To seek Cabinet approval to undertake public consultation on the Former National Air Traffic Services (NATS) site draft Supplementary Planning Document (SPD).
<b>Contribution to our plans and strategies</b>	The Supplementary Planning Document (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.
<b>Financial Cost</b>	Inland Homes have agreed in principle to contribute to the preparation of the SPD, including the costs associated with consultation and officer time. If the offer of a gift is not agreed, the consultation process would need to be contained within the existing planning budgets.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services
<b>Ward(s) affected</b>	The area covered by the SPD is located within the West Drayton ward, though any redevelopment of this large scale site may have implications for the wider area.

### RECOMMENDATIONS

That the Cabinet:

1. Approves the Former National Air Traffic Services (NATS) site Draft Supplementary Planning Document (SPD) and the draft Sustainability Appraisal for consultation purposes;

- 2. Instructs officers to undertake a 6-week consultation exercise with interested groups and residents in the summer of 2009, and requests the Director of Planning and Community Services to report back on the responses to the consultation to a future meeting of the Cabinet.**
- 3. Grants delegated authority to the Director of Planning and Community Services to approve any minor amendments or corrections of a factual nature, as required, to the draft Supplementary Planning Document before it is formally placed on public exhibition.**

## **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 recently 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. The preparation of the revised draft SPD will encourage the engagement of the local community in the planning process. This then ensures that the Council can incorporate the comments and ideas from the community into a planning document that will become a material consideration in making planning decisions. The process also engages local residents early in the preparation of ideas and plans for the site, which is important to add value to any redevelopment, and the long term success of creating sustainable communities.

For these reasons, and the fact that the London Plan requires the preparation of planning guidance for sites of this size, it is considered necessary to update the SPD.

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

Not to proceed with updating 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.

The Cabinet may make revisions to the draft SPD prior to the public consultation. This is a valid option.

### **Comments of Policy Overview Committee(s)**

None at this stage.

## **SUPPORTING INFORMATION**

### **Introduction**

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. This can be viewed as a separate document.
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.

## **Site background**

6. The site is located on Porters Way, West Drayton, being approximately 800m east of West Drayton train station, and 1km from the West Drayton town centre. The site is located approximately 2.4km north of Heathrow Airport, and is in close proximity to Stockley Park, the M4, and other strategic routes. The site is bordered by the great western railway line to the north, Porters Way to the south, Mulberry Parade and residential buildings to the east, and residential areas of Kings Road, Hawthorne Crescent, and Holly Gardens to the west. Inland Homes have recently acquired the former NATS site, referred to as Area A in the draft SPD, which is 12.72ha in size. The council owns a parcel of land immediately adjacent to the NATS site, being 0.56ha in size and this is currently a mixed use three storey development of 12 shop units at ground floor with flats above, fronting Mulberry Parade.

## **Development framework**

7. 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. The draft 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. The draft SPD also contains details to ensure a high quality landscape scheme, retaining existing trees and vegetation of high quality. The provision of useable and aesthetically appealing areas of public open space, and significant improvements to existing recreation opportunities, particularly Stockley recreation ground on Mulberry Parade, is required by the draft SPD.

## **Requirements for specific uses**

8. 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. 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 draft SPD reflects the requirements of the London Plan, for 50% affordable housing on the site with a 70:30 ratio of social rented to intermediate. The provision of affordable housing will need to be appropriate to the context and specific local circumstances and needs. The draft SPD sets out detailed requirements and standards for housing, to comply with the council's Hillingdon Design and Accessibility Statement guidance, including dwelling standards, amenity space, and the like. 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. There will be requirements for community facilities to be provided. This will be addressed mostly through s106 contributions, however, the draft SPD also expects the provision of a doctors surgery on the site, and a nursery/pre-school facilities on the site.

## **Sustainable Development**

9. The draft 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 draft 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. Climate change is considered to be a key issue. The incorporation of sustainable urban drainage systems (SUDS) will be integral to the development, and landscaping requirements will be integral to the aesthetic appeal of the site, with a range of other benefits. Airport safeguarding will also need to be given due consideration through the planning process. Innovative waste management is a further requirement for the site.

## **Planning Obligations**

10. There will be a range of facilities and infrastructure improvements necessary to ensure the development does not have any adverse impacts on the surrounding area. These will include, though are not limited to:

- Transport infrastructure, to be determined through further traffic assessments. Improvements to the local road network, pedestrian and cycle facilities are expected.
- Affordable Housing, with a particular emphasis for intermediate housing
- Education contributions to support the additional child population and provision of a nursery on the site
- Health, including investment to improve all health services, and the provision of a GP surgery on the site
- Open Space, including improvements to existing recreation facilities, and on-site provision of play space for children
- Public realm improvements to the site and surrounds, particularly the existing shops, and improved links to the West Drayton town centre
- Contribution and/or provision of training and employment opportunities including construction training
- Air quality, to ensure no adverse impacts arise from the development
- Environmental improvements, including protection and improvements to landscaping and trees.

### **Financial Implications**

Inland Homes have agreed in principle to contribute to the preparation of the SPD, including the costs associated with consultation and officer time. If the offer of a gift is not agreed, the consultation process would need to be contained within the existing planning budgets.

### **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 further refinement and improvements to the SPD as necessary, following consultation with the local community and key stakeholders. 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 draft 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.

#### **Consultation Carried out or required**

Public involvement through the preparation of the 2005 SPD has informed the preparation of this draft SPD. Advice from relevant service groups has also informed its preparation. Formal consultation on the draft SPD and supporting documents will be undertaken with other service groups and specialists within Council.

In accordance with Planning Policy Statement 12 and the Council's adopted Statement of Community Involvement, this updated draft SPD will be publicised and residents and other key stakeholders will be invited to comment. It is proposed that the consultation period will be for 6 weeks, and will involve various meetings, exhibition days, and other initiatives to seek to ensure that local residents, groups, statutory bodies and all other relevant agencies are involved and listened to by the Council.

It is intended that feedback from the consultation will inform the final supplementary planning document, which will be reported to Cabinet for adoption.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

A corporate finance officer has reviewed the report and its financial implications, and is satisfied that the financial implications properly reflect the direct resource implications for the Planning & Community Services Group, 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 first step in the three main steps in the SPD procedure. The 2004 Regulations require that:

- a draft 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.

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. The weight to that will 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**

- Porters Way Planning Brief Supplementary Planning Document Dec 2005
- Porters Way Sustainability Appraisal, Dec 2005
- Planning Policy Statement 1: Sustainable development
- Supplement to PPS 1: Planning and Climate Change
- Planning Policy Statement 3: Housing
- Planning Policy Statement 6: Town Centres
- Planning Policy Statement 9: Biodiversity and Geological Conservation
- Planning Policy Guidance Note 13: Transport
- Planning Policy Guidance Note 15: Planning and the Historic Environment
- The London Plan (Consolidated with Alterations since 2004) 2008
- London Borough of Hillingdon – Adopted Unitary Development Plan (adopted 1998) Saved Policies 27 September 2007
- SPD: Affordable Housing
- SPD: HDAS: Residential Layouts
- SPD: HDAS: Accessible Hillingdon
- SPG's: Noise (2002), Planning Obligations (2008), Air Quality (2002), Community Safety by Design (2004)