

HILLINGDON LOCAL DEVELOPMENT FRAMEWORK: CONSULTATION DRAFT CORE STRATEGY

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Planning and Transportation
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Papers with report	Appendix 1 - Local Development Framework Consultation Draft Core Strategy (hard colour copies circulated separately)

HEADLINE INFORMATION

Purpose of report	This report presents the Local Development Framework Consultation Draft Core Strategy for approval for the purposes of public consultation.
Contribution to our plans and strategies	The Consultation Draft Core Strategy aligns closely with the Sustainable Community Strategy and contributes to delivering key plans and strategies, in particular the Transport Strategy, Economic Development Strategy and Housing Strategy.
Financial Cost	The cost of preparing and consulting on the Consultation Draft Core Strategy can be met from existing revenue budgets for 2010/11.
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee.
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:-

- 1. Notes the contents of the Local Development Framework Consultation Draft Core Strategy.**
- 2. Approves the Local Development Framework Consultation Draft Core Strategy for public consultation.**
- 3. Grants delegated authority to the Director of Planning and Community Services to agree, in conjunction with the Cabinet Member for Planning and Transportation, to make any minor editing and textual changes to the Consultation Draft Core Strategy, before it is formally published.**

4. **Grants delegated authority to the Director of Planning and Community Services to agree, in conjunction with the Cabinet Member for Planning and Transportation, the Sustainability Appraisal for the Consultation Draft Core Strategy, before it is formally published.**
5. **Approves the Local Development Framework Consultation Draft Core Strategy as a material consideration for the purposes of development management.**
6. **Instructs officers to carry out a minimum 6 week public consultation on the Core Strategy and the Sustainability Appraisal in compliance with the approved Statement of Community Involvement, and for officers to report back to a future meeting of Cabinet the outcome of public consultation and recommendations for changes to the Core Strategy prior to its formal submission.**
7. **Agrees that previous draft Development Plan Documents of the Local Development Framework, summarised in paragraph 3 of the report, are rescinded to the status of background documents for the purposes of the preparation of the Local Development Framework.**
8. **Agrees the arrangements to revise the Local Development Scheme as set out in paragraph 11 of the report.**

INFORMATION

Reasons for recommendation

These recommendations are sought to enable the council to make meaningful progress on the Local Development Framework Core Strategy in order to meet targets approved by the Government Office for London in the council's Local Development Scheme.

The Core Strategy will in due course replace the Unitary Development Plan, (adopted 1998), Saved Policies 2007. Strategic policies in the Core Strategy are intended to provide a more up-to-date framework to determine planning applications forming a material consideration alongside the Unitary Development Plan and the London Plan, Consolidated with Alterations 2008, and the replacement London Plan 2009.

Alternative options considered / risk management

The Cabinet may decline to approve the Consultation Draft Core Strategy. Alternatively Cabinet may request officers to make significant changes to the Core Strategy for its subsequent approval prior to public consultation.

It is considered that these alternative options would prejudice progress on the preparation of the Local Development Framework as a whole, result in targets in the Local Development Scheme being missed, and fail to provide the council with an up-to-date statutory development plan in order to deal with major development proposals in the future.

Comments of Policy Overview Committee(s)

The Residents' and Environmental Services Policy Overview Committee have not requested to consider this report at this stage.

Supporting Information

The Local Development Framework Consultation Draft Core Strategy - Background

1. The Core Strategy is a spatial plan, providing the strategic vision and direction for new development through to 2026. It aligns closely with the Sustainable Community Strategy and conforms to the Regional Spatial Strategy – i.e. the Mayor of London's London Plan.
2. This draft version of the Core Strategy has been framed in accordance with relevant Planning legislation, national planning policy statements (PPS); on-going advice from the Government Office for London (GOL) and the Planning Inspectorate (PINS), and also from lessons learnt from professional planning bodies and agencies, in particular the Planning Advisory Service (PAS). In summary the Core Strategy has evolved from the following documents:
 - Issues and Options (Spring 2005)
 - Preferred Options (Autumn 2005)
 - Revised Preferred Options (Spring 2007)
3. From 2008 the council revised its approach to the preparation of the Local Development Framework, to comply with the new Planning Act 2008 and revised Planning Policy Statement 12 (June 2008) on plan making and to deal with the emerging issues relating to the growth of Heathrow airport, which have only recently been resolved. The Core Strategy now omits development management policies and site specific allocations, (which will follow later), and instead focuses on a long-term vision for Hillingdon grounded by infrastructure provision and delivery of strategic policies. Hence the current Core Strategy, whilst drawing up earlier work, differs radically from earlier versions. It also benefits greatly from close engagement with Hillingdon Partners from autumn 2009.
4. In order to clarify the status of these earlier documents it is recommended that they be relegated as background documents in order to avoid any confusion that they form part of the development plan.

Consultation Draft Core Strategy – Summary of Contents and Key Provisions

5. Appendix 1 of this report contains the draft Core Strategy. The format and contents of the Core Strategy are largely prescribed by the 2004 and 2008 Planning Acts and PPS12, although there is local discretion on how this is arranged and presented. In summary the draft Core Strategy comprises 9 chapters as follows:-
 - An Introduction
 - A Summary of the seven point Vision for Hillingdon
 - A Portrait of Hillingdon – Hillingdon's Characteristics; Key Facts; Main Challenges; and Major Infrastructure Projects.
 - The Vision expanded, including Strategic Objectives to deliver the Vision; the Spatial Strategy; and Key Diagram
 - Chapters 5 to 9 comprise 5 separate chapters organised into distinct spatial topics with Core Policies dealing with The Economy; New Homes; Historic and Built Environment; Environmental Management; and Transport and Infrastructure.
6. The headline provisions of the Core Strategy can be described and quantified as follows:-
 - Housing and employment growth, comprising 5,475 new dwellings and 9,000 new jobs up to 2026,

- Protection of designated employment land together with the managed release of 17.58 hectares of employment land for other uses,
- Economic regeneration and employment growth concentrated in the Hayes / West Drayton corridor, anchored by Crossrail,
- Maximising the economic benefits of Heathrow (with no 3rd Runway) and mitigating the negative environmental impacts,
- The expansion of Uxbridge town centre to accommodate 18, 855 square metres of retail floorspace,
- Enhanced District Centres with a diversified, community focused role
- Protection and enhanced accessibility to open spaces, Green Belt and Metropolitan Open Land,
- Preservation of the borough's built heritage and improvement to the built environment
- Improved north – south public transport routes and enhanced transport interchanges, together with the promotion of walking and cycling,
- Local response to Climate Change achieved through Environmental Management, including biodiversity, air quality, flooding and protection of mineral deposits

Sustainability Appraisal

7. Development Plan Regulations require all LDF Development Plan Documents, (DPDs) to undergo a Sustainability Appraisal. A Sustainability Appraisal was originally carried out on the Core Strategy in 2007, using methodology from 2004, but with the new approach to the preparation of the Core Strategy referred to in paragraph 3 above, and with new baseline information, a revised Sustainability Appraisal is required. This will assess the new strategic objectives and all new policies in the Strategy against revised sustainability objectives, but using the original sustainability framework. The Appraisal is currently being carried out and in accordance with Recommendation 4 of the report it is proposed that delegated authority be granted to the Director of Planning and Community Services in conjunction with the Cabinet Member for Planning and Transportation to approve the Appraisal for public consultation alongside the Core Strategy.

Consultation Arrangements

8. Consultation on the draft Core Strategy is planned for a period of a minimum of 6 weeks commencing in mid June. The manner of the consultation is prescribed by Regulation 25 of The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008. Consultation is also required to comply with the council's Statement of Community Involvement, 2006.

Local Development Scheme

9. The programme for the preparation of the LDF is contained in the Local Development Scheme, (LDS), approved by the Council in December 2008, and endorsed by GOL and the Mayor of London in April 2009. The programme has changed considerably over the last year, not only with in relation to the preparation of the Core Strategy, but with regard to other key DPDs such as the Development Management DPD and Site Allocations DPD. (Changes to the programme have largely been outside the council's control, for example awaiting the resolution of Runway 3 issues for the preparation of the Core Strategy). Whereas public consultation under Regulation 25 of the above Regulations for these Documents was originally programmed

for June / July 2010, it is now envisaged that this stage will be delayed to later this year or early next year.

10. Advice from GOL is that only where the LDS is totally out of date should a council consider revising it: the priority is to ensure that the community are kept informed with real-time information about the programme on the council's web site. Also, as the LDS needs to be up-to-date at the submission stage of DPDs when the independent Inspector scrutinises the preparation of Documents it is advisable to revise the Scheme only when there is certainty that the programme can be met.

11. It is therefore considered that the LDS should be revised once the Core Strategy has been consulted on, when the priorities of the new administration have been established, and when a clearer view of the resources and capacity of the LDF Team to complete remaining DPDs has been assessed. In this respect the process should be helped by the arrival of a permanent LDF Team Manager in the near future. It is therefore suggested that Cabinet agrees that a report on the revised LDS be considered alongside the outcome of public consultation on the Core Strategy as set out in recommendation 6 of this report.

Financial Implications

The costs of producing the draft Core Strategy and carrying out public consultation is estimated to be £10,000 and will be met from the planning budget.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The draft Core Strategy will provide the overarching long-term development framework for the development of the borough up to 2026. It will be the key delivery mechanism of the Sustainable Community Strategy and will provide the context for the preparation of further Development Plan Documents (DPDs) over the next few years, including the Development Management; Site Allocations and Heathrow Opportunity Area DPDs. The Core Strategy 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

The preparation of the Core Strategy has involved the close and active involvement of Hillingdon Partners through the mechanism of an LDF Working Group. This Group held 5 meetings from September 2009 to January 2010 and was instrumental in defining the Vision, Challenges, Strategic Objectives, Key Diagram and emerging Core Policies of the Core Strategy.

Consultation with GOL has been carried out through regular liaison meetings over last year. Government Office for London has provided comments on the emerging Core Strategy and more recently at the pre-Cabinet report stage. They have been supportive of Hillingdon's approach and content of the Core Strategy and have not raised any fundamental issues.

Internal ongoing involvement of key officers has taken place during the preparation of the Core Strategy, including the council's Operational Management Group.

External consultation will be carried out as outlined in paragraph 8 above.

CORPORATE IMPLICATIONS

Corporate Finance

The cost of preparing and consulting on the Local Development Framework Consultation Draft Core Strategy, is estimated to be £10,000. Corporate Finance has reviewed this report and its recommendations and is satisfied that these costs will be contained within the planning budget.

Legal

Section 15 of the Planning & Compulsory Purchase Act 2004 places a statutory duty on the Council to prepare and maintain a Local Development Scheme ("the Scheme"). The Scheme will specify those documents that are Development Plan Documents. Regulation 7 of the Town and Country Planning (Local Development) (England) Regulations 2004 states that the Core Strategy will be a Development Plan Document.

When preparing the Core Strategy, the Local Planning Authority must comply with the consultation requirements found both in the Town and Country Planning (Local Development) (England) Regulations 2008 ("the 2008 Regulations") and the newly revised PPS 12 (Local Spatial Planning) which sets out government policy on Local Development Frameworks.

This includes the duty to consult with the specific and general consultation bodies, the requirement to place an advertisement in the newspaper and the general duty to comply with the Council's Statement of Community Involvement.

The Regulations require that any representations received must be fully considered by the decision maker, including those which do not accord with the proposals.

Corporate Property

The consultation draft Core Strategy does not contain any specific Policy or site Proposals relating to council land or property. Strategic Policies apply generally to all land and property in the borough regardless of ownership. The Strategy, including the Infrastructure Plan, has been prepared within the context of the council's asset management plan. In general terms the Plan aims to safeguard property assets in public service or community use. It also helps to identify opportunities where services need to expand, for example to respond to demographic changes. However in circumstances where community services need to be rationalised, the effect of planning policy may tend towards the retention of community facilities, which may at times restrict sales of surplus Council assets for residential development.

BACKGROUND PAPERS

Cabinet Report 18th December 2008 - Hillingdon's Local Development Framework Revised Local Development Scheme.

Statement of Community Involvement November 2006