

## ALLOCATIONS AND DEVELOPMENT MANAGEMENT PLAN (ADMP)

LDF ADVISORY GROUP - 9 OCTOBER 2012

Report of the:	Deputy Chief Executive and Director of Community and Planning Services
Status:	For consideration
Also considered by:	Environment Select Committee – 4 September Cabinet – 8 November 2012 Council – 27 November 2012
Key Decision:	No

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### Executive Summary:

This report provides an update on the Allocations and Development Management Plan (ADMP). The ADMP has been revised to ensure it is consistent with the principles and policies set out in the Government's new National Planning Policy Framework (NPPF, March 2012). Once the ADMP is adopted as a Development Plan Document (DPD), together with the Core Strategy, it will replace all of the remaining saved policies of the Sevenoaks District Local Plan.

The comments received on the supplementary site allocations consultations (March-May and June - August 2012) are also reported, together with the Council's response to these comments. Some of these comments raised issues that required further consideration and discussion with key parties, which is covered in this report.

A pre-NPPF draft of the ADMP was previously considered by LDF Advisory Group in March 2012 and an update was reviewed in June 2012. The version that is now reported is called the Pre-Submission version, and this is the document which the Council would wish to see submitted for independent examination. A formal decision to publish this pre-submission version of the ADMP will be made through Cabinet and Full Council.

The report is accompanied by a Green Belt Supplementary Planning Document (SPD) which provides additional interpretation of the Green Belt policies set out in the Allocations and Development Management Plan.

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**This report supports all the key aims of the Community Plan**

Portfolio Holder      Cllr. Mrs Davison

Head of Service      Group Manager Planning – Mr Alan Dyer

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**Recommendation:** That the revised Allocations and Development Management Plan be noted and supported and that the Plan be recommended to Cabinet and Full Council for

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pre-submission publication.

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**Reason for recommendation:** To progress the publication and adoption of the Allocations and Development Management Plan.

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## Background

- 1 The Allocations and Development Management Plan (ADMP) contains proposals for the development of key sites and detailed development management policies which, in combination with Core Strategy policies, will provide the framework against which future development proposals will be assessed and determined. The ADMP is required to be consistent with the adopted Core Strategy and in general conformity with the National Planning Policy Framework (NPPF). Once the ADMP is adopted as a Development Plan Document (DPD), together with the Core Strategy, it will replace all of the remaining saved policies of the Sevenoaks District Local Plan. The draft document can be taken into account in determining planning applications, but is only afforded limited weight at this stage, until it has been externally examined and adopted. The document is provided at Appendix A and the related site allocations pro-forma at Appendix B. All appendices are available online and hard copies can be provided to Members on request.
- 2 Several consultation rounds have taken place on draft proposals for site allocations, development management policies and open space allocations. The most recent consultations focused on ten supplementary site allocations, which are referenced in further detail in this report:
  - January - March 2010 – Allocations (Options) consultation
  - May – August 2011 – Development Management Policies consultation
  - September – November 2011 – Open Space Allocations consultation
  - March – May 2012 – Supplementary Site Allocations consultation (10 sites)
  - June – August 2012 – Supplementary consultation on Broom Hill, Swanley
- 3 Reports on this document have been considered by Environment Select Committee, LDF Advisory Group and Cabinet earlier in 2012, which outlined that there were significant external factors that were affecting our ability to finalise the document, namely the awaited publication of the NPPF and issues with some potential site allocations. The NPPF was published on 27 March 2012 and it sets out the Government’s planning policies and how these should be applied. It replaces all previous government planning guidance (which was previously in the form of PPS/PPG) and local planning policy is required to be consistent with this Framework.
- 4 The proposed timetable for adoption of this document is set out below.

Date	Stage
Autumn 2012 ESC (4 September) LDFAG (9 October) Cabinet Full Council	Committee / Cabinet sign-off of pre-submission plan
Winter 2012/13	Pre-submission publication consultation Green Belt SPD consultation
Spring 2013	Submission
May 2013	Independent Hearing - 'Examination'
August 2013	Inspectors Report
October 2013	Adoption

#### Discussion at Environment Select Committee (4 September)

- 5 The ADMP was considered by Environment Select Committee (ESC) on 4 September. The discussion focused on two sites in Swanley – Broom Hill and United House. The discussion on Broom Hill related to the proposal to remove residential development from the site allocation and the discussion on United House related to the proposal to allocate the site for residential rather than mixed-use. Further details on these two sites are provided in the Site Allocations Update section below.
- 6 Comments were also raised at ESC regarding incorporating further details on Sustainable Urban Drainage (SUDS), rain water run-off and flooding in the Green Belt Draft SPD – these have now been incorporated.
- 7 The ADMP document has been modified since its consideration by ESC at the start of September, to include a policy on development at Fort Halstead and to report on the findings of the of the Parish Council working group, who were reviewing the proposed site allocation on the GSK site in Leigh. Further details on these two sites are again provided in the Site Allocations Update section below.

#### Discussion at Cabinet Briefing (20 September)

- 8 The ADMP was considered at Cabinet briefing on 20 September. The sites that were subject to the supplementary consultation were discussed. It was noted that there is on-going discussion with the Parish Council and local members in relation to the Bovis site in New Ash Green, as there is still local concern regarding the re-allocation of the employment site to residential. In relation to the United House site in Swanley, the allocation of the site for mixed use or purely residential was debated. It was noted that the landowners have submitted commercial/marketing

evidence to suggest there would be little interest in re-use of the site for office or warehousing space. Members noted that decisions regarding allocations should be evidence-based.

#### Development Management Policies – Update

- 9 The Development Management policies have been combined with the Site Allocations document, to produce the joint Allocations and Development Management Plan. The Development Management section of the document sets out the policies against which planning applications will be determined.
- 10 As discussed at LDF Advisory Group in June 2012, the policies have been reviewed to ensure consistency with the finalised National Planning Policy Framework (NPPF), including the presumption in favour of sustainable development and positive planning. Additional changes are set out below:
- 11 Insertion within Policy SC1 (Presumption in favour of sustainable development) of model policy wording on sustainable development provided by the Planning Inspectorate and it currently appears to be mandatory for all DPDs to include this policy. The policy summarizes the key facets of the NPPF and it states that the Council will reflect the presumption in favour of sustainable development contained in the NPPF.
- 12 Green Belt Supplementary Planning Document (SPD) has been prepared which provides additional interpretation of the Green Belt policies set out in the Allocations and Development Management Plan (see Appendix C). It covers new buildings and provides a local interpretation of NPPF Policy, which allows for limiting infilling in villages, provided it does not have an adverse impact on the openness of the Green Belt. The document also covers conversions, extensions, replacement dwellings, commercial development, agriculture, leisure, change of use and it provides design guidance and worked examples of how policies will be applied. This document will be reported back to committee for review, together with any consultation comments received, prior to its adoption.

#### Site Allocations – Update

- 13 The Council undertook a supplementary consultation (March – May 2012) on ten proposed site allocations, nine of which were previously allocated for a different use within the draft document, and one of which is a new site. Neighbouring properties, local stakeholders, statutory consultees and the LDF mailing list were all sent copies of this consultation, which was also publicised on our website and by press release. The consultation on Broom Hill Swanley was extended for six weeks (June – August 2012), following feedback from local representatives. The sites are listed below, together with the number of consultation responses received. Further information on the comments received on each site, and the Council's response to these comments is set out in the consultation statement at Appendix D.

Site Location	2010 Draft Allocation	Use Proposed in Consultation	Number of consultation comments
Bovis Manor House site, New Ash Green	Not included Current use - office	Residential	32
GSK, Leigh	'Major Developed Site' (Vacant employment site)	Residential with limited retained employment	19
Warren Court Farm, Halstead	Employment (offices and workshops)	Residential (including Green Belt amendment)	10
Broom Hill, Swanley	Allocated for Employment and open space	Employment, open space and residential	46 (plus 19 from supplementary consultation)
United House, Swanley	Allocated for mixed-use- employment & residential	Residential	28
Currant Hill Allotments, Westerham	Allotments (with reference that any future development would require replacement allotments)	Residential, with allotment re-provision on adjacent site	16
Station Approach, Edenbridge	Employment (builders merchants)	Mixed use – employment and residential	21
Leigh's Builders Yard, Edenbridge	Employment (vacant builders yard)	Residential	10
Land rear of Premier Inn, Swanley	Allocated for Residential	Employment site	6
West Kingsdown Industrial Estate	Allocated for Residential	Employment site	3

- 14 The main issues raised on the first five sites listed above through the supplementary consultations are set out below. Consultation comments on the other five sites were reported to LDF Advisory Group in June 2012.

**Bovis Manor House, New Ash Green (P.34/35 of Appendix B)**

This is a site that was not included in the 2010 allocations consultation. It is currently in employment use, but Bovis have indicated that they wish to re-locate elsewhere in the district. The proposal that was subject to consultation was to allocate the Manor House site for residential development. The main issues

raised in consultation were: concern regarding loss of employment space, impact on surrounding residential area, impact on infrastructure, particularly highways and parking issues, and concern over density. SDC has met with local stakeholders to explore whether an alternative form of development may be more acceptable and the allocation now incorporates the following revisions:

- Density reduced to better reflect density of surrounding housing (30 dwellings per ha, previously 50) and properties should reflect local building heights.
- Reference to Tree Preservation Orders on the site and that development should not result in the loss or harm to any of these trees.
- Highlighted that parking will need to be provided within the site.
- Note referencing the village covenant

Allocation of the site for employment was not considered appropriate since the site was not originally identified in the Council's Employment Land Review, SDC's updated employment land forecast (2011) suggests no growth is required in B1 office space and there are more sustainable office locations within the District. It is considered that a commercial site in this location is unlikely to attract a substantial office occupier. The option of mixed use development was discounted due to the limited size of the site and questionable viability of this proposal. The allocation of the site for a care home was considered too specific with limited evidence to support this use, although reference is made in the allocation that the site may be suitable for housing for older people – which will be further explored through the parish's neighbourhood planning process. The site allocation for New Ash Green village centre states that proposals should include employment development.

#### **GSK, Powder Mills, Leigh (P.50/51 of Appendix B)**

This site was previously designated as a 'Major Developed Site' (MDS) in the Sevenoaks District Local Plan (2000) and was carried forward in the Core Strategy (adopted February 2011). This designation was applied because of the built-up form of the commercial site, located in the Green Belt. GSK recently ceased their pharmaceutical operations and have closed the site. The Council commissioned independent consultants URS to consider the potential for re-use of the site in employment use. The report concluded that complete take-up of the site in employment use is very unlikely to be achievable or viable, and that residential redevelopment with the retention of a smaller portion of the site for employment would be the most sound option based on current and future employment trends.

Therefore the consultation proposed to re-designate the site for residential-led mixed use development. The main issues raised in consultation were: remoteness (sustainability) of site, lack of/impact on local infrastructure including schools and highways and environmental impact. The Parish Council and local residents objected to the original proposal and SDC has worked with these local representatives to explore modifications to the allocation. The allocation has been revised to refer to additional marketing of the site for employment purposes and includes a recommendation that any residential development should be low density and generally not more than two storeys in height. It also states that the

woodland areas surrounding the site should be protected and enhanced, via a management strategy, with appropriate levels of public access, and that open space and green buffer zones should be incorporated into the development site. The stakeholder working group has accepted these proposed amendments but has highlighted that they would prefer a lower density development.

#### **Warren Court Farm, Halstead (P.36/37 of Appendix B)**

The consultation proposed that this site be reallocated from employment to residential development, with a concurrent amendment of the green belt boundary to bring this site within the village envelope. The recommendation was based on the fact that the revised allocation would result in the regeneration of an existing poor quality commercial site without having an adverse impact upon the character and openness of the Green belt. The main issues raised in consultation were: concerns regarding loss of employment space, the need for improvement in footway access and support for a woodland buffer. The Parish Council stated a preference for the retention of the employment land or provision of affordable housing for local people.

The site was identified in the Employment Land Review (2009) as the last remaining poor quality site and SDC's recent (2011) employment forecast suggests a reduction in need for light industrial B1c and no growth in B1 offices. Retaining the existing poor quality employment site in the green belt with an allocation to expand is not considered appropriate and therefore the proposed allocation is for residential development, with remediation and environmental improvements, including a woodland buffer. The environmental improvement area has been incorporated into the site boundary to facilitate management and maintenance and therefore the site capacity has been amended to 15 dwellings to reflect a modification in the boundary.

In relation to exceptions sites for affordable housing, a local needs assessment and site selection process would need to be undertaken and therefore the site cannot be allocated for this use. Existing uses on the site mean that there are likely to be viability issues in terms of whether this site would be promoted as an exceptions site solely for affordable housing.

#### **Broom Hill, Swanley (P.82/83 of Appendix B)**

The site was allocated for employment use in the Sevenoaks District Local Plan (2000) and this was carried through into the Core Strategy (2011) as a strategic allocation. The site is 8.1ha, but only 4.1ha of the site is required to be developed for employment purposes. The consultation sought to consider what other uses are appropriate on the remainder of the site (4ha). The consultation proposed to designate the site for mixed use development, comprising employment (4.1ha), open space and residential. The main issues raised in consultation were: concerns regarding the housing proposals in terms of impact on amenity and congestion on Beechenlea Lane (and wider highways network), loss of open space / habitat / wildlife on Broom Hill, pollution and buffer zone to M25. The Town Council and local residents objected to the proposal, primarily in relation to the residential element of the proposals. SDC met with local representatives to discuss the proposals and understand the strength of local opposition, in relation to the issues as set out above. On balance, and taking account of community

views, particularly in relation to the loss of open space, which provides a visual break in development, habitat and a buffer between the existing residential development and the proposed employment space/M25, the residential element has been removed from the site allocation. The western side of site will be allocated as protected open space (natural/semi-natural land) and the employment allocation (4.1ha) will be retained on the eastern side of the site.

The former nursery has not been included in the allocation, as it is not of the same environmental quality as the adjacent open space, and also there is no vehicular means of access to the site.

The consultation period on this site was extended (June –August 2012) to fully consult with affected residents and stakeholders and to allow for additional comments. SDC staff discussed options with Swanley Town Council and presented proposals at a residents' association meeting in July 2012.

#### United House, Swanley (P.16/17 of Appendix B)

The site capacity has been increased to 250 units as a result of the boundary amendment, the proposal to allocate the site purely for residential (rather than mixed use) and works/evidence presented by the owner to show how key constraints have been overcome. Therefore the proposal is to designate the site as a residential allocation with increased capacity. The main issues raised in consultation were: concerns regarding infrastructure capacity, density, loss of employment and impact on adjacent employment use, runoff and drainage, access and impact on wildlife.

Regarding the loss of an employment site, the owners have provided marketing evidence to suggest there would be little interest in re-use of the site. The site lacks a visible frontage, has limited access and contains an out-of-date facility which would need to be refurbished /redeveloped. The existing owners intend to relocate their business within Swanley.

Kent Highways Services have not raised a concern regarding transport impacts and access to this site. The allocation notes that the design, layout and orientation of the scheme is important in ensuring a satisfactory relationship with the adjacent commercial use, and that parking, landscaping and open space may be used to provide a buffer

SDC has discussed the site with the Town Council and has included references in the allocation that the site is suitable for a range of housing types, including family housing and that consideration should be given to the most suitable mix of affordable housing, including shared ownership and housing specifically designed for older people.

- 15 The following sites have also been updated since the draft was last considered by LDF Advisory Group in June 2012, where the Council has worked with site promoters and local stakeholders to finalise the allocations:

#### Fort Halstead (P.88/89 of Appendix B)



Fort Halstead is a Major Developed Site within the Green Belt that was originally a Ministry of Defence research establishment and is still occupied by defence related industries. DSTL has announced its intention to withdraw from the site by 2016. The Council is working with the owners and other interested parties to develop achievable proposals for the future use and redevelopment of the site. The Council's starting point will remain the policy framework provided by the Core Strategy and relevant national policy. The Green Belt and AONB status of the site constrains the scale of development that can acceptably be accommodated. However, there is substantial development on the site at present and it remains an important employment site. The Council will expect future redevelopment to be employment-led, though it recognises that in view of the size of the site there may be some scope for widening the mix of uses subject to policy considerations. These include the requirement for the resultant development to comply with sustainability principles, including sustainable transport proposals for accessing the site. The Council has developed draft Policy EMP3 (Fort Halstead) which states the broad principles that will apply when redevelopment proposals are being considered.

#### **Land West of Blighs Meadow, Sevenoaks (P.40/41 of Appendix B)**

This site is identified as a key development site in the Core Strategy. The Council's overall aim is to secure a comprehensive development of this site for a range of uses, compatible with the existing town centre that will enhance the overall attraction for residents and visitors. The site is appropriate for mixed use town centre development, and should comprise a mix of retail floorspace, residential apartments, car parking spaces and space for a market. The Council has now identified the site as having a capacity for 22 residential units and that the retail element may comprise a single large format store provided it meets the requirements of the allocation. The Council is currently considered a planning application of this site for a retail-led mixed use development.

#### **Swanley Town Centre (P.44/45 of Appendix B)**

Regeneration of Swanley town centre is a key proposal of the Core Strategy. The Council's aim is to secure regeneration via a comprehensive retail led redevelopment, which will include provision of retail, replacement car parking, medical and community facilities and new pedestrian/cycle link to Swanley station. In relation to housing, priority is to be given to any residential development complimenting the most appropriate mix of town centre uses, and therefore an indicative capacity for housing is not indicated in the allocation. The centre owners have previously been advocating a redevelopment extending onto the adjoining recreation ground which is controlled by Swanley Town Council. The Town Council wrote to SDC in May 2012 stating that they do not wish the recreation ground to be considered for development in relation to the expansion of the town centre. The Town Centre boundary has therefore not been amended in the ADMP and does not include any part of the recreation ground.

#### **Land East of High Street, Sevenoaks**

The Core Strategy outlines that approximately 4000sqm retail floorspace needs to be provided in Sevenoaks town centre in the plan period up to 2026. The development of the land west of Blighs Meadow is now likely to fulfil this

requirement and therefore any redevelopment of the land east of the High Street is likely to take place in the longer term, beyond the current plan period. This site has therefore been removed from the allocations document, but we will review through future monitoring whether there is a need in the longer term to bring forward any additional land for town centre development.

- 16 The proposed number of housing units from residential and mixed use development allocations is set out below (with a comparison to the number of units indicated in the 2010 consultation draft), together with a summary of the housing supply components.

PROPOSED HOUSING ALLOCATIONS (POLICY H1)			
REF	RESIDENTIAL DEVELOPMENT SETTLEMENT/SITE ADDRESS	APPROXIMATE NO. UNITS	2010 CONSULTN
Sevenoaks Urban Area			
H1(a)	Car Park, Hitchen Hatch Lane	17	10
H1(b)	Cramptons Road Water Works, Cramptons	50	55
H1(c)	Sevenoaks Gasholder Station, Cramptons	35	48
H1(d)	School House, Oak Lane & Hopgarden Lane	19	37
H1(e)	Johnsons, Oak Lane & Hopgarden Lane	18	34
H1 (f)	Greatness Mill, Mill Lane	20	20
	Sub Total	159	204
Swanley			
H1(g)	United House, Goldsel Road	250	116
H1(h)	Bevan Place	46	52
H1(i)	Bus Garage/Kingdom Hall, London Road	30	20
H1(i)	Land West of Cherry Avenue	50	75
	Sub Total	376	263
Other Settlements			
H1(k)	57 Top Dartford Road, Hextable	14	14
H1(l)	Foxs Garage, London Road, Badgers Mount	15	18
H1(m)	Land adjacent to London Road, Westerham	30	30
H1(n)	Currant Hill Allotments, Westerham	20	n/a
H1(o)	Land at Croft Road, Westerham	15	19
H1(p)	The Manor House, New Ash Green	30	n/a
H1 (q)	Warren Court, Halstead	15	n/a
	Sub Total	139	94
	<b>TOTAL</b>	<b>674</b>	<b>561</b>

**PROPOSED UNITS FROM MIXED USE ALLOCATIONS (POLICY H2)**

REF	MIXED USE DEVELOPMENT SETTLEMENT/SITE ADDRESS	INDICATIVE SITE CAPACITY NO. UNITS	2010 CONSULTN
H2(a)	Land West of Bligh's Meadow, Sevenoaks	22	59
H2(b)	BT Exchange, South Park, Sevenoaks	25	n/a
H2(d)	Swanley Centre, Nightingale Wav, Swanley	0	128
H2(e)	Station Approach, Edenbridge	20	n/a
H2(f)	New Ash Green Village Centre, New Ash Green	50	50
H2(g)	Powder Mills (Former GSK Site), Leigh	75	n/a
<b>TOTAL</b>		<b>192</b>	<b>237</b>

Summary of Housing Supply Components as at 1 April 2012	No. of units
Completions 2006 - 2012	1,360
Permissions (at 01.04.2012)	970
Windfall Allowance Small Sites (2017 - 2026)	432
Permissions granted on proposed allocations since 01.04.2012 (Leigh Builders Yard, Edenbridge & Garden Cottages, Leigh)	20
Proposed Housing Allocations (See Policy H1 table above)	674
Proposed units from Mixed Use Allocations (See Policy H2 table above)	192
<b>TOTAL</b>	<b>3,648</b>

**Conclusion and Next Steps**

- 17 The ADMP has been reviewed and updated in relation to the publication of the NPPF and progress on allocated site. The report enables Members to consider changes to the plan, and recent consultee representations on site allocations.
- 18 It is recommended that the revised Allocations and Development Management Plan be noted and supported and that the Plan be recommended to Cabinet and Full Council for pre-submission publication.
- 19 Following publication there will be a further opportunity to make representations before submission for independent examination to confirm the soundness of the plan.

## Options

- 20 The options are to agree, vary or reject the document. The document is considered appropriate to assist in achieving the detailed objectives of the Core Strategy.

## Key Implications

### Financial

- 21 Budgetary provision has been made for the cost involved in preparing the Allocations and Development Management Plan. Combining the Allocations and development policies into one document will achieve a significant budget saving in publication and examination costs compared with maintaining two separate DPDs.

### Community Impact and Outcomes, Equality and Sustainability Impacts

- 22 These issues are addressed in the preparation of the documents concerned.
- 23 The Council has undertaken Sustainability Appraisal (SA) of the draft sites and policies, which have been published alongside the consultation documents, to ensure that the decision-making process takes into account the Government's key objective of Sustainable Development. The purpose of this document is to appraise a number of alternative approaches to Site Allocations and Development Management Policies that have emerged (subsequent to previous iterations of the policies). The appraisal findings from this SA have informed the preparation of the pre-submission publication plan.
- 24 The Council has undertaken an Equalities Impact Assessment (EQIA) of the draft ADMP, to ensure that the decision-making process takes into account equalities issues. The EQIA assesses if there is anything in the policy document that could discriminate or put anyone at a disadvantage, particularly in relation to hard to reach groups. The EQIA concludes that the ADMP does not have a differential impact which will adversely affect any groups in the community.

### Legal, Human Rights etc.

- 25 The preparation of an LDF is a requirement under planning legislation. The adopted Allocations and Development Management Plan will form part of the "Development Plan" and has special status in the determination of planning applications. Production of DPDs is in accordance with the Town and Country Planning Local Development (England) Regulations 2004 (as amended).

## Risk Assessment

- 26 LDF documents are subject to independent examination and the principal risk involved with their preparation is that the examination finds the document to be unsound. The Allocations and Development Management Plan must be in accordance with the Core Strategy and other parts of the development plan and national planning guidance. The document will progress to publication in which the Council will be required to meet the requirements as set out in the Town and

Country Planning Local Development (England) Regulations, at which time it will formally seek the views of key stakeholders in accordance with the Council's Statement of Community Involvement.

**Appendices**

A Allocations and Development Management Plan (available online)

B Site Allocations Pro Forma (available online)

C Green Belt Supplementary Planning Document (available online)

D Supplementary consultation responses (available online)

**Background Papers:**

Core Strategy, adopted February 2011

Supplementary Site Allocations consultation March 2012

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