

ALLOCATIONS AND DEVELOPMENT MANAGEMENT PLAN DRAFT FOR SUBMISSION

LDF Advisory Group – 31 January 2013

Report of the:	Deputy Chief Executive and Director of Community and Planning Services
Status:	For consideration
Also considered by:	Cabinet – 7 February 2013 Council – 19 February 2013
Key Decision:	No

Executive Summary:

This report brings forward the Allocations and Development Management Plan (ADMP) Pre-Submission document for consideration prior to public consultation and submission to an independent Inspector. A Pre-Submission version of the ADMP was previously considered by the LDF Advisory Group in October 2012. This required further work to resolve a number of site issues.

In addition, the ADMP is a composite of five separate draft allocation and development management consultation plans. The comments received from five consultation exercises, together with the Council's response, are reported. The Plan has been restructured to bring these draft plans together in a logical order, with consistent wording. The Plan has also 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).

The version that is now reported 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.

All the appendices are available electronically and paper copies can be provided to Members on request.

This report supports all the key aims of the Community Plan

Portfolio Holder Cllr. Mrs Davison

Head of Service Group Manager Planning – Alan Dyer

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 pre-submission publication.

Reason for recommendation: To progress the publication and adoption of the Allocations

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 the National Planning Policy Framework (NPPF), be positively prepared, justified as the most appropriate strategy and deliverable over the plan period. 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 included at **Appendix 1** and the related site allocations in **Appendices 2 – 7**. All the appendices are available electronically and paper 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:
 - 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 The comments received from these consultation exercises, together with the Council’s response, are summarised in **Appendix 9**.
- 4 The proposed timetable for adoption of the ADMP is set out below.

Date	Stage
Winter 2013 LDFAG (31 January) Cabinet (7 February) Full Council (19 February)	Committee / Cabinet/ Council sign-off of pre-submission plan
Spring 2013	Pre-submission publication consultation

Summer 2013	Submission
Autumn 2013	Independent Hearing - 'Examination'
Winter 2013	Inspectors Report
Early 2014	Adoption

Discussion at Environment Select Committee (4 September) and LDF Advisory Group (9 October)

- 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.
- 6 The LDF Advisory Group also considered the ADMP on 9 October and following discussion about a number of issues and sites the Group supported the document in the knowledge that discussions continued with local stakeholders/site promoters on site allocations in order to progress the plan to pre-submission publication. The agreed actions have been incorporated into the document and a number of site proposals amended following stakeholder discussions as set out below.
- 7 The ADMP document has been modified since its consideration by ESC and the LDF Advisory Group and the principal amendments are set out in this report.

Allocations and Development Management Plan – Update

Allocations

- 8 Since consideration by the Environment Select Committee and LDF Advisory Group, further research and policy development has been undertaken on a number of sites. Specifically, in order to inform the further assessment of four sites, consultants were appointed to consider the prospects for retaining business uses on the sites. Their report is included as a background document to this report.
- 9 The following sites have also been updated since the draft was last considered by LDF Advisory Group in October 2012, where the Council has worked with site promoters and local stakeholders to finalise the allocations:

Housing Allocations

United House, Swanley

- 10 On the basis of the consultants report, the United House site has been deleted as a housing allocation and is instead allocated for mixed use development (see below).

Manor House, New Ash Green

- 11 Consultants have recommended that part of the site could have potential for office use, but that the remainder of the site could be released from business use and developed for housing. These detailed considerations can be assessed as part of the Neighbourhood Plan for Ash-cum-Ridley Parish. On the recommendation of the LDF Advisory Group, the site is left as non-allocated land which will allow consideration through a Neighbourhood Plan or through planning applications for the site which would be considered on their merits.

Mixed Use Allocations

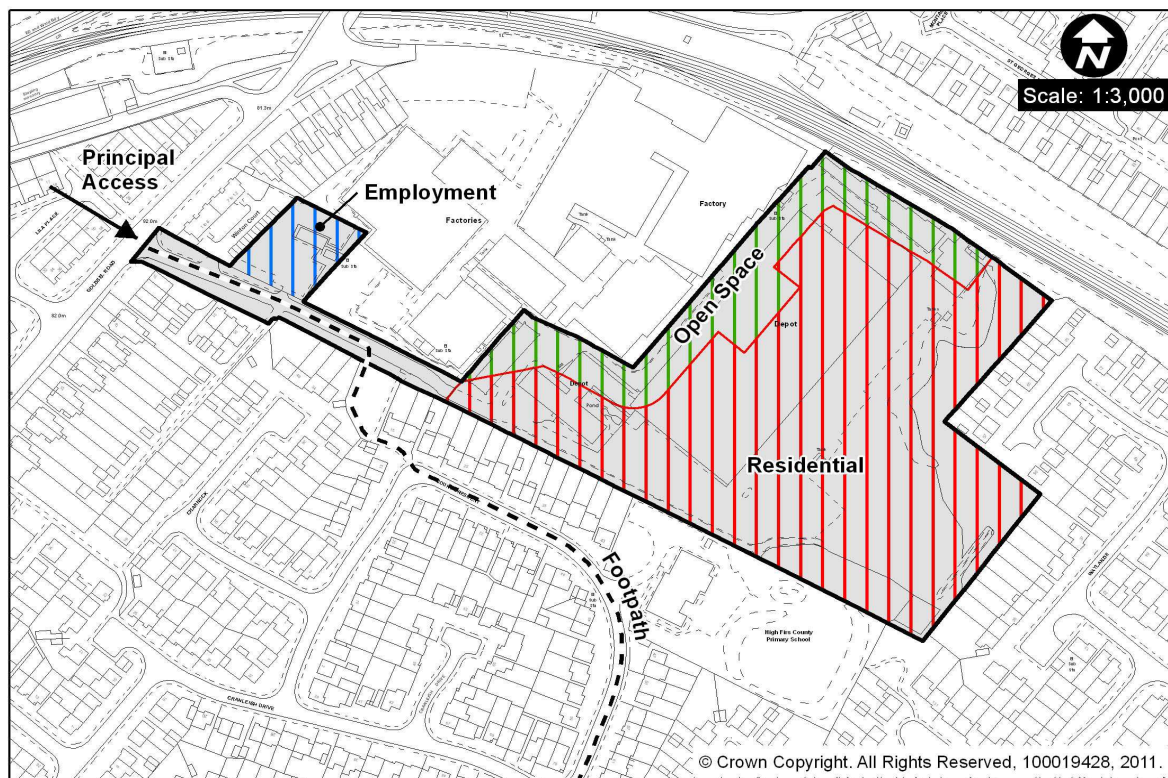
Land West of Bligh's meadow, Sevenoaks

- 12 This site now has planning permission and has been removed from the mixed use allocations.

United House, Swanley

- 13 On the basis of the consultants report, the United House site has been allocated for mixed use development.
- 14 The detailed assessment revealed the two storey Gate House and Main Office blocks were refurbished in the 1970s and contain a combination of open plan and cellular offices. There are no lifts in either building. A further ancillary office block, North Block, is located at the northern edge of the site, which was built approximately 50 years ago. Total office floorspace on the site is currently approximately 2,500 sqm. The Main Warehouse is approximately 50 years old, may also have asbestos (according to an independent report) and has relatively low eaves which are considered unsuitable for modern users and uses.
- 15 The report concludes that the site's constrained location and access do not lend themselves to logistical or manufacturing uses. Similarly, retaining the Main Office and Gate House for office use may impact negatively on marketability of site as these offices would require significant investment to bring up to modern standards by way of fitting lifts to ensure they are DDA compliant and introducing air conditioning throughout. Nevertheless, demand and supply of office uses in Sevenoaks District is broadly in balance over the long-term and existing provision should be retained on suitable sites. The recommended viable option is to allow redevelopment of most of site for residential use with new office space to be provided on the existing car park closest to Goldsel Road which has the highest visibility in the site. In relation to density, the sustainable location of the site and its context make it suitable for a density of approximately 75 dwellings per hectare.
- 16 In terms of the potential conflicts with existing adjoining employment uses, Environment Health officers have confirmed that acceptable noise mitigation measures can be achieved to allow residential development to co-exist with existing surrounding business uses. Nevertheless, residential development in this location would require a substantial on site provision of open space which should be allocated within the central part of the site creating a buffer with existing employment uses.

- 17 The recommended option is in line with the recommendation in the Employment Land Review (December 2012) and is illustrated on the plan below. This would provide new office space of circa 2,000 -2,300 square metres on the existing car park closest to Goldsel Road which is the highest visibility part of the site. Open space provision is also required (0.7ha) and is best located close to a public footpath connecting the site to the residential area to the south and abutting the adjoining industrial use and the central part of the site is allocated as public open space within in the AMDP. The recommended option is also to allow redevelopment of the remainder of the site (3.17ha) for residential uses. At a density of approximately 75 dwellings per hectare, this would give a residential capacity on the remainder of the site of approximately 185 dwellings.



GSK Major Developed Employment Site

18 Following consultant reports on the GSK Major Developed Employment site and further consideration of the functional floodplain and open space requirements, the approximate residential capacity for the site has been amended to 60 dwellings.

19 The impact of the above changes to the housing land supply is summarised below:

Summary of Housing Supply Components as at 1 April 2012	No. of units
Completions 2006 – 2012	1,360
Permissions (at 01.04.2012)	970
Permissions granted on Proposed Allocations since 01.04.12	44

Windfall Allowance Small Sites 2017 – 2026	432
Proposed Housing Allocations	394
Proposed units from Mixed Use Allocations	340
TOTAL	3,540

Land for Business

Trading Estate to the rear of Premier Inn, Swanley

- 20 The consultants report states that the site is mostly in retail use rather than office or industrial use and therefore protection as land for B1 – B8 uses under Policy EMP1 is inappropriate. For this reason it is proposed that the site should be left as non-allocated land allowing any applications for the site to be considered on their merits.

Swanley Library and Information Centre

- 21 The site is not primarily in office or industrial use and therefore protection as land for B1 – B8 uses under Policy EMP1 is inappropriate. The site is located within the designated Swanley Town Centre and any development proposals would best be considered under the town centre policy.LC2. The loss of the facilities located in this area would be protected by Policy CF2. For these reasons it is proposed to delete this area from Policy EMP1.

Lime Tree Walk, Sevenoaks

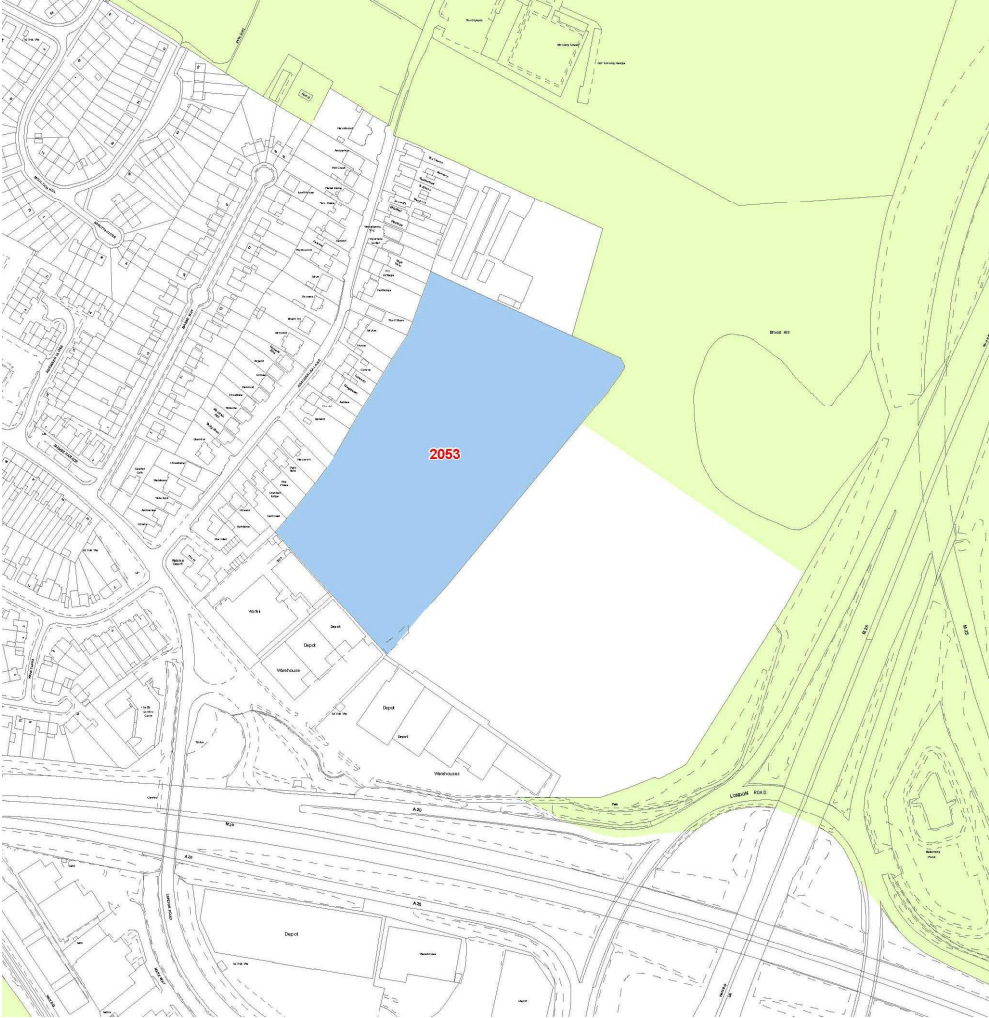
- 22 The site was surveyed and found suitable for future employment use in the Employment Land Review. The site is therefore proposed to be protected for business use under Policy EMP1.

Open Space

- 23 The Open Space sites for protection were considered by the LDF Advisory Group on 7 September 2011 prior to the public consultation during September – November 2011. The summary of comments and officer responses to the public consultation and updated maps were considered by the LDF Advisory Group on 12 March 2012. The following changes have been made to the Open Space sites for protection since March 2012:

Additional area of natural and semi natural open space in Swanley at Broom Hill

Replaces a potential housing allocation contained in the Supplementary Site Allocations consultations in 2012 as the most appropriate use for the site. This accords with the recommendation of the LDF Advisory Group in October where the case for making this change is set out.



Removal of part of allotment open space in Westerham at Currant Hill allotments

For consistency with the housing allocation H1(m)



Extension of natural and semi natural open space adjoining Bubblestone Road in Otford.
The amendment has been made in response to consultation response from Otford Parish Council Area. The site forms part of the natural and semi natural environment surrounding Bishop's Palace and should be allocated in the same way as adjoining land.



Development Management Policies

- 24 The Plan has been restructured to bring the Allocations DPD and the Development Management Policies DPD together in a logical order. The consistency of wording between and within the former two documents has been improved. The Plan has been revised to ensure it is consistent with the principles and policies set out in the Government's new National Planning Policy Framework and so that it does not repeat Core Strategy policies. As the ADMP will be read as a whole, cross-referencing of Plan policies is not necessary and has been avoided.
- 25 The following policies which overlapped have been combined. This simplification does not change the impact of the policies which will not be diminished as a result.

Former Policy	ADMP Combined Policy	Reason
Policy SC1 - Design Principles Policy SC4 – Crime and Disorder	Policy EN1 – Design Principles	Policy SC4 is covered in Policy SC2(h). Policy SC2(h) and the reasoned justification has been expanded to cover safe and secure environments.
Policy LC4 - Neighbourhood Centres Policy LC 5 – Village Centres	Policy LC4 – Neighbourhood and Village Centres	The criteria in the policies were exactly the same. The policies have now been combined.
Policy SC6 - Re-use of School Playing Fields Policy GI2 – Open Space	Policy GI2 – Loss of Open Space	Both policies sought to protect against the loss of open space with the same criteria. The policies have now been combined.
Policy LT1 – Hotels and Tourist Accommodation Policy LT2 - New Tourist Attractions and Tourist Facilities.	Policy LT1 – Tourist Accommodation and Visitor Attractions	Both policies sought to encourage hotels and tourist attractions. Former LT1 sought to protect hotels only. LT2 did not seek to protect tourist attractions. The new policy seeks to encourage tourist accommodation and facilities and to protect both types of use.

Green Belt Boundary

- 26 The Core Strategy established that Green Belt land was not required to meet the Council’s development needs up to 2026. However, in line with paragraph 4.1.17 of the Core Strategy the Council undertook a public consultation into the proposed Development Management Policies section of the emerging Allocations and Development Management Plan in May-Aug 2011. The consultation provided opportunity for land owners to promote examples of Minor Green Belt Boundary Amendments where it was felt that the land no longer contributed to Green Belt openness and where exceptional circumstances exist that would justify an amendment to the settlement boundary. At this time there was an opportunity to put forward proposals for The Council received 18 submissions for Green Belt Boundary Amendments. Following the consultation, officers considered all the comments received including the proposed Green Belt Boundary Amendments and a schedule of responses is included on Pages 63 - 71 and 74 - 80 in Appendix 9.

- 27 The Council concluded that there are two instances of sites demonstrating exceptional circumstances that warrant a minor amendment of the green belt boundary. Minor changes to the Green Belt boundary require a new policy to be added to the ADMP. No other Green Belt Boundary Amendments are proposed within the Allocations and Development Management Plan draft for submission however, all representations made regarding the draft submission will be considered by a Planning Inspector at an Independent Examination.

- 28 The following Policy has been added to the ADMP:

New Policy
POLICY GB10 – GREEN BELT BOUNDARY
The Green Belt boundary will be maintained with the exception of small scale adjustments.
a) Land at Billings Hill Shaw, Hartley, as defined in Map 4, is designated as Green Belt land
b) Land at Warren Court, Halstead, as defined in Map 4, is removed from the Green Belt
(Maps of the relevant areas are included in the ADMP)

- 29 **Fort Halstead**
Fort Halstead is a Major Developed Employment 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 has worked 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 amended Policy EMP3 (Fort Halstead) which states the broad principles that will apply when redevelopment proposals are being considered.

Conclusion and Next Steps

- 30 The ADMP has been reviewed and updated in relation to progress on allocated sites, the amalgamation of plans and the publication of the NPPF. The report enables Members to consider changes to the plan.
- 31 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.
- 32 Following publication there will be a further opportunity to make representations before submission for independent examination to confirm the soundness of the plan.

Options

- 33 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

- 34 Budgetary provision has been made for the cost involved in preparing the ADMP. Combining the site 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

- 35 These issues are addressed in the preparation of the documents concerned.
- 36 The Council has undertaken Sustainability Appraisal (SA) of the 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 plan.

Legal, Human Rights etc.

- 37 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).

Equality Impacts

<p>The Council has undertaken an Equalities Impact Assessment (EQIA) of the ADMP Pre-Submission document, 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.</p>		
Question	Answer	Explanation / Evidence
<p>a. Does the decision being made or recommended through this paper have potential to disadvantage or discriminate against different groups in the community?</p>	No	<p>The EQIA concludes that the ADMP does not have a differential impact which will adversely affect any groups in the community.</p>
<p>b. Does the decision being made or recommended through this paper have the potential to promote equality of opportunity?</p>	Yes	<p>The ADMP is expected to have a positive impact on those people within the community who share the following characteristics:</p> <p>Age:</p> <p>Policy EN1: Design Principles ensures that new development is designed to a high quality and should be inclusive and make satisfactory provision for the safe and easy access of those with disabilities.</p> <p>The Town Centre and Shopping policies seek to achieve maintain vital and viable town centres in Sevenoaks, Swanley and Edenbridge that offer the quality, range and diversity of retail, services and community facilities to meet the needs of the population they serve.</p> <p>The local centre policies aim to ensure that shops and services in the defined neighbourhood and village centres provide a range of day to day facilities for local residents and, therefore, reducing the need to travel.</p>

<p>The Council has undertaken an Equalities Impact Assessment (EQIA) of the ADMP Pre-Submission document, 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.</p>		
Question	Answer	Explanation / Evidence
		<p>Some housing allocations have been identified as potentially suitable for older people/those with special needs.</p> <p>Disability: Policy EN1: Design Principles ensures that new development is designed to a high quality and should be inclusive and make satisfactory provision for the safe and easy access of those with disabilities.</p>
<p>c. What steps can be taken to mitigate, reduce, avoid or minimise the impacts identified above?</p>		<p>The EQIA concludes that the ADMP does not have a differential impact which will adversely affect any groups in the community therefore no steps are required.</p>

Sustainability Checklist

38 The ADMP is accompanied by a Sustainability Appraisal (see Background Papers).

Risk Assessment Statement

39 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 ADMP should be consistent with national policy, align with the adopted Core Strategy, be positively prepared, justified as the most appropriate strategy, and deliverable over the plan period. 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. The outcome of these processes is unknown but the Local Planning Authority has sought to comply with the tests to which the ADMP will be subjected.

Appendices

Please note: All the appendices are available electronically and paper copies can be provided to Members on request.

Appendix 1 – Allocations and Development Management Plan Pre-Submission document

Appendix 2 - Policy H1 - Housing Allocation Maps and

Development Guidance

Appendix 3 – Policy Emp1 - Land For Business Allocation Maps (Separate Document)

Appendix 4 – Policy H2 - Mixed Use Development Allocation Maps

Appendix 5 - Policy Emp2 - Major Developed Employment Sites In the Green Belt

Appendix 6 - Town And Local Centre Maps

Appendix 7 - Policy Lc4 – Neighbourhood and Village Centre Maps

Appendix 8 – Policy Gi2 - Open Space Allocations

Appendix 9 - Summary of Public Consultation

Background Papers:

[Core Strategy, adopted February 2011](#)

Sustainability Appraisal, January 2013 (Not yet complete)

Duty to Cooperate Statement, January 2013 (Not yet complete)

Employment Land Review in relation to:

- United House, Swanley
- Manor House New Ash Green
- Trading Estate to r/o Premier Inn, Swanley
- West Kingsdown Industrial Estate

URS, December 2012.

Equality Impact Assessment

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