ALLOCATIONS AND DEVELOPMENT MANAGEMENT PLAN DRAFT FOR SUBMISSION AND DRAFT GREEN BELT SUPPLEMENTARY PLANNING DOCUMENT

Council – 19 February 2013

Report of the: Deputy Chief Executive and Director of Community and Planning

Services

Status: For decision

Also considered by: LDF Advisory Group – 31 January 2013

Cabinet - 7 February 2013

Key Decision: No

Executive Summary:

This report brings forward the Allocations and Development Management Plan (ADMP) Pre-Submission document for approval 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 which 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. This version of the ADMP was considered by the LDF Advisory Group on 31 January and their views will be reported to Cabinet orally. A formal decision to publish this pre submission version of the ADMP will be made through Cabinet and Full Council.

The report also contains a draft Green Belt Supplementary Planning Document (SPD) for approval prior to public consultation. When adopted, the SPD will supplement the ADMP with more details about how the Council will consider applications in the Green Belt but it will not contain separate policies.

This report supports all the key aims of the Community Plan

Portfolio Holder Cllr. Mrs Davison

Head of Service Group Manager Planning – Alan Dyer

Recommendations

- a) that the Pre-Submission version of the Allocations and Development Management Plan be approved by Cabinet and Full Council for pre-submission publication
- b) that the Cabinet approve the draft Green Belt Supplementary Planning Document for public consultation
- c) the Portfolio Holder be authorised to agree minor presentational changes and detailed amendments to assist the clarity of the document; and
- (d) copies be made available for sale at a price to be agreed by the Portfolio Holder.

Reason for recommendations: To progress the publication and adoption of the Allocations and Development Management Plan and the Green Belt SPD.

Background

- 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.**
- 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
- 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 and consultation on the SPD is set out below.

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

- 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 mixeduse.
- 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.
- The LDF Advisory Group also considered the ADMP on 31 January and following discussion recommended a redefined western side of the ASDA retail unit (from Primary to Secondary Retail Frontage) and the removal of an area from the Green Belt at Hextable. The Group recommended that the revised ADMP, as proposed to be amended, be noted and supported and recommended to Cabinet and Full Council for pre-submission publication.

8 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

- 9 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.
- 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

11 The full revised list of housing allocations and the approximate capacity for each site is set out in Policy H1 of the ADMP and is reproduced below:

POLICY H1: RESIDENTIAL DEVELOPMENT ALLOCATIONS

The following sites, as defined in Appendix 3, are allocated for residential development purposes to deliver the Core Strategy housing requirements (3,300 units) over the period until 2026.

These sites will provide for a range of housing types, density, mix and tenure and will be subject to the site areas and design guidance as set out in detail at Appendix 3.

REF	SETTLEMENT/SITE ADDRESS	APPROXIMATE
		NO. UNITS
	Sevenoaks Urban Area	
H1(a)	Car Park, Hitchen Hatch Lane	17
H1(b)	Cramptons Road Water Works, Cramptons Road	50
H1(c)	Sevenoaks Gasholder Station, Cramptons Road	35
H1(d)	School House, Oak Lane & Hopgarden Lane	19
H1(e)	Johnsons, Oak Lane & Hopgarden Lane	18
H1 (f)	Greatness Mill, Mill Lane	20
	Sub Total	159
	Swanley	
H1(g)	Bevan Place	46
H1(h)	Bus Garage/Kingdom Hall, London Road	30
H1(i)	Land West of Cherry Avenue (mixed housing and open	50
	space)	
	Sub Total	126

H1(j) H1(k) H1(l)	Other Settlements 57 Top Dartford Road, Hextable Foxs Garage, London Road, Badgers Mount Land adjacent to London Road, Westerham	14 15 30
H1(m) H1(n) H1 (o)	Currant Hill Allotments, Westerham Land at Croft Road, Westerham Warren Court, Halstead Sub Total	20 15 15 109
	GRAND TOTAL	394

United House, Swanley

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

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

14 The full revised list of housing allocations and the approximate capacity for each site is set out in Policy H2 of the ADMP and is reproduced below:

POLICY H2: MIXED USE DEVELOPMENT ALLOCATIONS

The following sites (0.2 hectares or greater), as defined in Appendix 5, are allocated for mixed use development that incorporates an element of residential development.

These sites will provide for a range employment, retail and community facilities in addition to housing types, density, mix and tenure considered appropriate.

REF	SETTLEMENT/SITE ADDRESS	INDICATIVE
	,	SITE
		CAPACITY
		NO. UNITS
_		
H2(a)	BT Exchange, South Park, Sevenoaks	25
H2(b)	United House, Goldsel Road, Swanley	185
H2(c)	Swanley Centre, Nightingale Way, Swanley	0
	(only as part of regeneration proposals)	

H2(d)	Station Approach, Edenbridge	20
H2(e)	New Ash Green Village Centre, New Ash Green	50
	(only as part of regeneration proposals)	
H2(f)	Powder Mills (Former GSK Site), Leigh	60
TOTAL		340

Land West of Bligh's meadow, Sevenoaks

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

United House, Swanley

- On the basis of the consultants report, the United House site has been allocated for mixed use development.
- 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.
- 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 the 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.
- 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.
- 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

- 21 Following consultant reports on the GSK Major Developed Emoployment 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.
- 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

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

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

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

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:

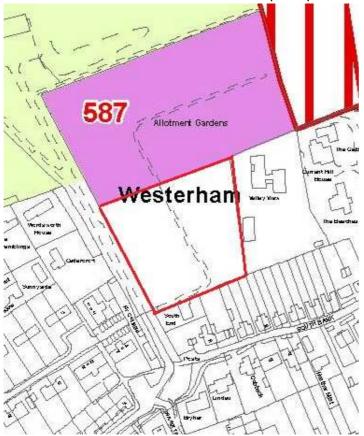
Additional area of natural and semi natural open space in Swanley at Broom Hill

The area shaded blue on the map below replaces a potential housing allocation contained in the Supplementary Site Allocations consultations in 2012 with an open space designation 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.

Additional area of natural and semi natural open space: Broom Hill, Swanley

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

For consistency with the housing allocation H1(m) the area outlined in red on the map below is to be removed from the draft open space designation.



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 outlined in red on the map below 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

- 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.
- 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 – Loss of Open Space	Both policies sought to protect against the loss of open space with the

Policy GI2 - Open Space		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

- 29 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 74-80 (Allocations Options consultation) and 145 - 153 (Development Management Policies consultation) in Appendix 9.
- The Council concluded that there are three 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.
- 31 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
- c) Land at College Road and Crawfords, Hextable, as defined in Map 5, is removed from the Green Belt

(Maps of the relevant areas are included in the ADMP)

Fort Halstead

32 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 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 amended Policy EMP3 (Fort Halstead) which states the broad principles that will apply when redevelopment proposals are being considered.

Green Belt SPD

- A 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 10). 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 committees and Cabinet for review, together with any consultation comments received, prior to its adoption
- The SPD was considered by Environment Select Committee on 4 September and the LDF Advisory Group on 9 October and, in conjunction with the Allocations and Development Management Plan, was noted and supported and recommended to Cabinet. Presentational amendments are now incorporated in this SPD.

Conclusion and Next Steps

- 35 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.
- It is recommended that the Pre-Submission version of the Allocations and Development Management Plan be approved by Cabinet and Full Council for presubmission publication and that that the Cabinet approve the draft Green Belt Supplementary Planning Document for public consultation.
- Following publication of the ADMP there will be a further opportunity to make representations before submission for independent examination to confirm the soundness of the plan.

Options

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

Key Implications

Financial

39 Budgetary provision has been made for the cost involved in preparing the ADMP and Green Belt SPD. 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. Combining the consultation on the AMDP and SPD also represents the most efficient use of resources.

Community Impact and Outcomes

- These issues are addressed in the preparation of the documents concerned.
- 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 presubmission plan.

Legal, Human Rights etc.

The preparation of an LDF is a requirement under planning legislation. The adopted Allocations and Development Management Plan and Green Belt SPD 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

The Council has undertaken an Equalities Impact Assessment (EQIA) of the ADMP Pre-Submission document, and by association the SPD, 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.

Question	1	Answer	Explanation / Evidence
-	Does the decision being made	No	The EQIA concludes that the ADMP and
((((or recommended through this caper have potential to disadvantage or discriminate against different groups in the community?	No	by association the SPD do not have a differential impact which will adversely affect any groups in the community.
b. [Does the decision being made or recommended through this paper have the potential to promote equality of apportunity?	Yes	The ADMP and by association the SPD are expected to have a positive impact on those people within the community who share the following characteristics: Age: 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. 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. 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. Some housing allocations have been identified as potentially suitable for older people/those with special needs. 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.

The Council has undertaken an Equalities Impact Assessment (EQIA) of the ADMP Pre-Submission document, and by association the SPD, 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.

Question	Answer	Explanation / Evidence
C. What steps can be taken to mitigate, reduce, avoid or minimise the impacts identified above?		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.

Sustainability Checklist

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

Risk Assessment Statement

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 (Separate Document)

Appendix 2 - Policy H1 - Housing Allocation Maps and Development Guidance (Separate Document)

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

Appendix 4 – Policy H2 - Mixed Use Development Allocation Maps (Separate Document)

Appendix 5 - Policy Emp2 - Major Developed Employment Sites In the Green Belt (Separate Document)

Appendix 6 - Town And Local Centre Maps (Separate Document)

Appendix 7 - Policy Lc4 - Neighbourhood and Village Centre Maps (Separate Document)

Appendix 8 – Policy Gi2 - Open Space Allocations (Separate Document)

Appendix 9 - Summary of Public Consultation (Separate Document)

Appendix 10 – Draft Green Belt Supplementary Planning Document (Separate Document)

Background Papers:

Core Strategy, adopted February 2011

Sustainability Appraisal, January 2013

Duty to Cooperate Statement, January 2013

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

Contact Officer(s):

Tony Fullwood Ext 7178

Kristen Paterson

Deputy Chief Executive and Director of Community and Planning Services