

## DRAFT LOCAL PLAN

### Planning Advisory Committee - 19 June 2018

Report of	Chief Planning Officer
Status	For information
Also considered by	Cabinet - 12 July
Key Decision	No

---

**This report supports the Key Aim of Protecting the Green Belt.**

**Portfolio Holder** Cllr. Robert Piper

**Contact Officer** Hannah Gooden, Ext. 7178

---

**Recommendation to the Planning Advisory Committee:** That the Planning Advisory Committee recommend to Cabinet that the Draft Local Plan 2015 - 2035 document be agreed for public consultation and the Local Plan timetable (LDS) be agreed.

#### **Recommendation to Cabinet: To**

- (a) agree the Draft Local Plan 2015 - 2035 document for public consultation; and
  - (b) delegate the finalisation of any non-substantive text amendments required in the document to the Chief Planning Officer following consultation with the Planning Portfolio Holder
  - (c) agree the Local Plan timetable (LDS)
- 

**Reason for recommendation:** To enable progression of the draft Local Plan

---

#### **Executive Summary**

This report provides a summary of the draft Local Plan, which we aim to issue for public consultation this summer. It covers the main elements of the housing, employment, retail and gypsy and traveller strategies, together with an update on the potential housing figure and further information on the potential 'Exceptional Circumstances' sites. It also provides an update on the recent member briefings, where we outlined the sites that would be included in the consultation and the proposed public and stakeholder consultation strategy.

---

## Overview

- 1 As a reminder, the new Local Plan will replace the Core Strategy and ADMP and will be used to determine planning applications. It is based on local evidence and will be examined by an independent inspector, who has to be convinced that the Plan is sound and has been positively prepared. Developers and other stakeholders are able to appear at examination, regardless of whether we have decided to include their site/issue within the draft Plan
- 2 We undertook an 'Issues & Options' consultation last autumn, which attracted a large response (15,000 questionnaires - 30% of households in the District responded). We have built on this consultation to prepare the new draft Local Plan, based on the development strategy previously agreed by members, which is summarised below:
  - Maximising densities in existing settlements
  - Redeveloping sustainable brownfield sites in the Green Belt
  - Developing greenfield sites in the Green Belt only where there are convincing exceptional circumstances
- 3 In terms of the timetable going forward (see chart and programme at Appendix 1):
  - PAC 19th June, Cabinet 12th July - to agree document for consultation
  - Public consultation Summer 2018
  - Pre-submission consultation Winter 2018
  - Submission and Examination of the Local Plan Spring 2019
  - Adoption by the end of 2019
- 4 The Local Plan timetable, also known as the Local Development Scheme (LDS) (see Appendix 1) sets out this programme, for agreement by Cabinet. The LDS was previously agreed by Cabinet in July 2016 and this update has been prepared to bring the timetable up to date. The Local Development Scheme (LDS) no longer has to be submitted to the Secretary of State for approval, but an up-to-date programme has to be made available and published on the Council's website.

## Member Briefings

- 5 As previously advised, over 400 sites have been submitted as part of the 'call for sites' process, and this remains open until we submit the plan. The first version of the SHELAA was published in April 2017 (and considered sites submitted to end of 2016). The SHELAA update will be published alongside draft Local Plan (which considers sites submitted up to end of 2017). Sites

have been assessed taking into account suitability, deliverability and sustainability, and their compliance with the development strategy set out in paragraph two above.

- 6 'Green' sites are considered suitable and to be allocated in the draft Local Plan. 'Yellow' sites are potentially to be taken forward in the draft Local Plan, they conform to the development strategy, but we need more information to confirm the allocation e.g. AONB impact, heritage, AQMA, biodiversity etc. For context, of the 400+ sites submitted in the 'call for sites' process, it is proposed that 79 are taken forward. Of the 79, 28 are within existing settlement boundaries, 39 are on brownfield land in the Green Belt, and 12 are greenfield sites in the Green Belt where exceptional circumstances are proposed (inclusion of social and community infrastructure).

### **Consultation Strategy**

- 7 It is proposed that the public and stakeholder consultation will run for 8 weeks from Monday 16<sup>th</sup> July until Monday 10<sup>th</sup> September. This period has been extended by 2 weeks to take account of the summer holidays.
- 8 The start of the consultation ties in with the publication of the summer 'In Shape' on 16<sup>th</sup> July. The draft Local Plan has been allocated a four page 'pull-out' within 'In Shape', which is distributed to all households within the District. This will publicise the consultation, briefly explain the feedback to date and the new document, detail the different consultation events and set out ways to respond.
- 9 In terms of events, we aim to host the following sessions:
  - Drop-in events for the general public
  - Development Industry Forum
  - Town/Parish Council Forum
  - Duty to Co-operate workshop with neighbouring authorities and prescribed bodies
- 10 We are working with the Communications and Communities and Business teams and the consultation strategy is currently in development. We are giving consideration as to how best to engage with hard to reach groups, such as young people, commuters and Gypsy and Travellers. We will again have a strong social media presence, hand out fliers at railway stations and directly contact interest and stakeholders groups that may have an interest in the consultation. We will also organise a media briefing in advance of the consultation period, to brief the local media on the draft Local Plan and forthcoming consultation.
- 11 We will use our website to publicise the consultation, produce FAQs to signpost information and will contact all consultees on our Local Plan mailing

list (Inovem). Posters will be sent to town/parish councils to help us publicise the consultation and we will use banners to raise awareness.

- 12 The consultation question will be common for all policies and sites i.e. ‘Do you have any comments on or suggested changes to the proposed policy/site?’. We will again be using external assistance to help sort and analyse the responses by topic, in order to maintain our programme to submission.

## Housing Strategy

- 13 In respect of identified housing need, the government has recently introduced in 2017 a standardised methodology for assessing this, which will, when confirmed, replace the previous requirement for the District Council to assess its own needs. The Local Housing Need figure provided by central government currently stands at 13,960 units (for the period 2015-35).

- 14 The development and justification of our Housing Strategy is set out in Chapter One of the draft Local Plan (Appendix 2). As set out above, we are focusing on:

- Maximising densities in existing settlements
- Redeveloping sustainable brownfield sites in the Green Belt
- Developing greenfield sites in the Green Belt only where there are convincing exceptional circumstances

- 15 Set out below is how we have arrived at the current housing figure, based on the above strategy, and the ‘green and yellow’ sites discussed with members over the past month. In summary this achieves approximately:

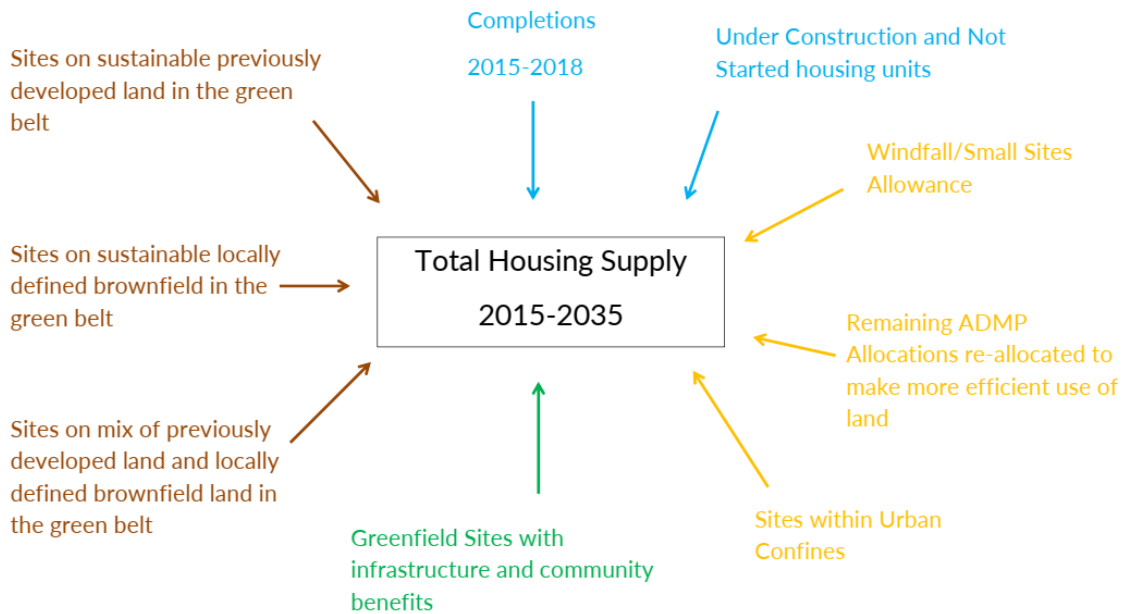
- 2,900 units as a ‘baseline’
- 2,300 units as ‘maximising supply’
- 1,300 units as ‘Brownfield’
- 100 units from sites with heritage constraints (not yet fully assessed)
  - Sub-Total 6,600 from the above elements
- 6,800 units as ‘Exceptional Circumstances’ (to be tested)

Approximately 6,600 - 13,400 units in Total (see below for explanation of range)

- 16 The above range reflects the fact that the potential Exceptional Circumstances sites (greenfield sites with proposed infrastructure and community benefits) are yet to be tested and therefore it is currently unknown which sites will be taken forward into the final draft of the Local

Plan. 6,600 represents the number of units that would be delivered if none of the 'exceptional circumstances' sites are included, whereas 13,400 represents the number of units that would be delivered if all of the 'exceptional circumstances' sites are included in the draft Local Plan.

17 Detailed site appraisals for each of the sites are set out at Appendix 3.



Housing Supply Option	Description	Approximate Units	
"Baseline"	Completions 2015-2018	1104	
	Sites with Planning Permission (Under construction/Not Started housing units as at 31/03/2018)	1784	
	Sub-total	<b>2888</b>	
"Maximising Supply"	Windfall/Small Sites Allowance (inc. allowance for additional rural exception sites)	700+160*	
	Re-allocated sites (ADMP allocations reassessed for most efficient use of land) - within existing settlements	822	
	Sites within existing settlements	608	
	Sub-total	<b>2290</b>	
"Brownfield"	Sites on sustainable previously developed land in the green belt	318	
	Sites on sustainable locally defined brownfield land in the green belt	276	
	Sites on mix of previously developed land and locally defined brownfield land in the green belt (including an additional 300 units on Fort Halstead though higher density scheme than existing permission for 450 units)***	726	
	Sub-total	<b>1320</b>	
	Indicative 100 units for sites with heritage constraints not yet fully assessed****	100	
	<b>Sub-total for Baseline, Maximising Supply and Brownfield</b>	<b>6,598</b>	
Exceptional Circumstances - Greenfield sites with proposed infrastructure and community benefits (to be tested)	Edenbridge	Four Elms or Crouch House Road or Breezehurst Farm	400**
		Land west of Romani Way and Hever Road	80
	Sevenoaks Northern	Sevenoaks Quarry	600
	Westerham	Land north and east of Westerham (Which Way Westerham)	600
	Swanley	Land between Beechenlea Lane and Highlands Hill***	750
	Pratts Bottom	Broke Hill Golf Course	800
	Hartley	Corinthians Golf Club Banckside	800
	Farningham	Pedham Place Golf Course and land	2500
	Dunton Green	Land east of London Road	240
Chipstead	Land West of Chevening Road	30	
	<b>Sub-total for Exceptional Circumstances</b>	<b>6,800</b>	
<b>TOTAL</b>		<b>6,598 - 13,410</b>	

\*Rural exceptions sites figure included in windfall at 10 x 16 years)

\*\*400 at Edenbridge is average of three submitted sites

\*\*\*Fort Halstead received to call for sites 31/5/18 / Revised Swanley submission received 4/6/18

\*\*\*\* Site capacities are to be confirmed in cases where there are heritage constraints that require additional information in order to be assessed appropriately

- 18 In terms of the sites with potential 'Exceptional Circumstances', the following sites are under consideration, which all propose social and community infrastructure in addition to housing. **We propose to consult on all of these sites, in order to receive stakeholder comments on the proposals and to give the public a further chance to give us their opinion on these proposals, which are now more clearly defined than at the Issues and Options consultation stage last year.** It should be noted that some sites in the same settlement (Edenbridge) are proposing similar infrastructure; these will all be included in the consultation as options, but will not all be included in the final draft of the plan, as clearly multiple identical facilities are not required. To re-iterate, the inclusion of these sites in the forthcoming consultation does not guarantee their inclusion in the final draft Local Plan. We are still assessing whether the infrastructure proposed meets a genuine evidenced need and whether the exceptional circumstances proposed are sufficient to warrant a Green Belt amendment, and this work will be informed by the forthcoming stakeholder and community consultation.
- 19 In relation to the potential 'Exceptional Circumstances' site in Swanley (Land between Beechenlea Lane and Highlands Hill) it should be noted that in February 2017, Cabinet determined that: '*c) some elements of the Master Vision be addressed further within a Local Plan 'Issues and Options' consultation to be undertaken during 2017 with the exception of unsupported aspects, namely.....the proposals to build 3000 houses, or any large development, on the pieces of strongly performing Green Belt and Grade 2 agricultural land at the back of Archer Way which separates the communities of Hextable, Swanley Village and Swanley*'. At that time we were gathering our evidence base together (the report to Cabinet was on the Swanley and Hextable master-vision) and we had not yet settled on a District-wide development strategy - we now have i.e. develop at higher density in existing settlements, on brownfield land, and on greenfield Green Belt land only in Exceptional Circumstances where there are social and community benefits that meet an evidenced need.
- 20 Now we are considering an actual submission from the landowner to the call for sites (as opposed to a 3,000 unit garden village concept proposed by our consultant master-planners). We are therefore **obliged** to consider the submission in line with our development strategy as it potentially fits in the latter category as it is greenfield Green Belt proposing social and community infrastructure that could potentially meet an evidenced need. Therefore, in order to be consistent with all the other sites we have assessed, this submission should be subject to public consultation to seek public and stakeholder comments.

21 The table below sets out the site, the number of units proposed by the promoter and the infrastructure proposed:

<b>Exceptional Circumstances by Settlement</b>			
<b>Site Name &amp; Reference</b>	<b>No. of units proposed</b>	<b>Site Area (ha)</b>	<b>Social and Community Infrastructure proposed as stated by the promoter</b>
<b>Sevenoaks Urban Area</b>			
Sevenoaks Quarry MX43	600	94.0	<ul style="list-style-type: none"> <li>• New leisure lake - centre for water sports</li> <li>• Mixed use lake-side facilities for sports and recreation e.g. club house / cafe</li> <li>• Lake-side park and network of green spaces for recreation, drainage and nature including a lake-side trail for running and walking and natural/adventure play areas</li> <li>• New pedestrian and cycle connections within and beyond the site</li> <li>• Linkages to improved community infrastructure around Bat and Ball station and employment opportunities on the Vestry estate (as part of the Sevenoaks Northern Masterplan)</li> <li>• Contributions towards education and health facilities</li> </ul>
Land to West of Chevening Road Chipstead MX49 HO53	26 - 30	1.7	<ul style="list-style-type: none"> <li>• Community car park (to serve primary school)</li> <li>• Community green/play space</li> <li>• Ecology Enhancement</li> <li>• Local Needs Housing</li> </ul>
Land east of London Road, Dunton Green MX50 HO70	240	8.5	<ul style="list-style-type: none"> <li>• Multi-Use Games Area (MUGA)/sport facilities relocation and additional community parking</li> <li>• Improvements to Dunton Green primary school and pedestrian/cycle links</li> </ul>
<b>Swanley</b>			
Land between Beechenlea Lane and Highlands Hill MX54 HO188	750	20.8	<ul style="list-style-type: none"> <li>• Public open space, including a leisure/cycle trail, viewpoint, allotments and children's play areas</li> <li>• Land for an extension to the existing Downsview Primary School including to facilitate new classrooms and provision of a drop off/pick up point for school-children.</li> <li>• Transport improvements including a new distributor road, closing Beechenlea Lane to the north of existing dwellings and land for a 'park and ride' facility</li> <li>• Land for a healthcare facility</li> </ul>



			<ul style="list-style-type: none"> <li>• Land for a community/local centre.</li> <li>• Land for an indoor multipurpose sports hall and outdoor sports pitch (full size for football and/or rugby use).</li> <li>• Provision/funding of a new road bridge crossing over the railway</li> </ul>
Pedham Place, Swanley MX48	C2,500	117.6	Residential-led mixed use village development, incorporating: <ul style="list-style-type: none"> <li>• Golf course, all-weather sports pitches and indoor and outdoor leisure facilities</li> <li>• Employment space including office space and hotel</li> <li>• Village Green and local centre with healthcare provision, community use buildings, retail shops and restaurants</li> <li>• Junior school, nursery and all-ages special needs (PSCN) school</li> <li>• Green infrastructure and public access open space</li> </ul>
<b>Edenbridge</b>			
Land South and East of Four Elms Road, Edenbridge HO189 & HO190 MX25 & MX26 HO223	515	24.9	<ul style="list-style-type: none"> <li>• Land for medical services (a new combined GP surgery and hospital)</li> <li>• Land for education use (a new secondary school)</li> <li>• Public open space (including allotments and provision of a linear greenway)</li> <li>• land and funding for new roundabout junction and internal spine road to the school and medical services sites</li> </ul>
Land at Crouch House Road, Edenbridge MX51 HO158	250	18.4	<ul style="list-style-type: none"> <li>• Provision of self-build plots</li> <li>• Land for primary care/GP facility</li> <li>• Land for health services</li> <li>• Land for education provision</li> </ul>
Land at Breezehurst Farm, Edenbridge MX10 HO105	450	18.0	<ul style="list-style-type: none"> <li>• Secondary School</li> <li>• Hospital/GP facility</li> <li>• Employment space</li> <li>• Open space / play areas</li> </ul>
Land West of Romani Way, Edenbridge MX44	80	6.7	<ul style="list-style-type: none"> <li>• Employment Land</li> <li>• C2 care facility</li> <li>• Limited number of Gypsy and Traveller pitches (e.g. 5)</li> </ul>
<b>Westerham</b>			
Land north and east of Westerham	600	21.8	<ul style="list-style-type: none"> <li>• A25 Relief Road</li> <li>• Common Land extensions (25 ha)</li> </ul>

(Which Way Westerham)  HO371 & HO372 HO373 & HO374 EM17			<ul style="list-style-type: none"> <li>• Environmental improvements, landscape restoration and flood risk management works (25 ha)</li> <li>• Employment space</li> <li>• Environmental landform screen to M25 - noise, light and air pollution attenuation plus renewable energy generation and storage</li> <li>• Contributions/facilities for GP surgery and primary school, including second school access road</li> <li>• Contributions for public realm and parking works in the town centre</li> </ul>
<b>Hartley</b>			
Hartley - Corinthians and Banckside  MX52 & MX53  HO162 & HO169	Corinthians 570 units  Banckside 230 units	74.6	<p>Corinthians:</p> <ul style="list-style-type: none"> <li>• Retirement village - specialist elderly care accommodation</li> <li>• satellite health centre</li> <li>• Improved sports provision including 4G pitch, golf course, indoor facilities</li> <li>• Replacement primary school &amp; Special Educational Needs (SEN) school</li> <li>• New employment floorspace, incubator and start up</li> <li>• Accessibility and Vehicle/cycle links</li> <li>• Allotments &amp; open space</li> <li>• Self-build plots</li> </ul> <p>Banckside:</p> <ul style="list-style-type: none"> <li>• New country park including pedestrian and cycle links to Longfield station, children's play area, outdoor gym, woodland trails and café</li> <li>• Relief road to improve Castle Hill</li> </ul>
<b>Pratt's Bottom</b>			
Broke Hill Golf Course  MX41	800	60.2	<ul style="list-style-type: none"> <li>• Extra care / warden-supported housing</li> <li>• Local Needs Housing</li> <li>• Local service centre (likely to include community hall, a café, health club facilities, and small-scale retail)</li> <li>• Healthcare provision</li> <li>• New Education Facilities, including Primary School, Early Years and Special Education Needs facility</li> <li>• Employment space including incubator business space</li> <li>• Self build plots</li> <li>• Gin distillery (employment and tourism)</li> <li>• Station car park</li> <li>• A Regional Sports Hub including club/changing facilities and contributions to leisure facilities</li> <li>• Public open space provision</li> </ul>

## **Employment**

22 The development and justification of the Employment Strategy is set out in Chapter Six of the draft Local Plan (Appendix 2). The strategy for identifying new sustainable employment land is as follows:

- Sites close to the existing transport network, particularly the strategic road and rail network
- Sites adjacent to or close to existing protected employment land
- Sites on the edge of existing settlements

## **Retail**

23 The development and justification of the Retail Strategy is also set out in Chapter Six of the draft Local Plan (Appendix 2). In summary, the strategy focuses on:

- Redeveloping, regenerating and intensifying existing town centres
- Allocating additional retail floorspace within suitable employment or mixed use allocations
- Providing additional retail floorspace on suitable brownfield land located close to transport hubs.

## **Gypsies and Travellers**

24 The development and justification of a Gypsy and Traveller Strategy is set out in Chapter Five of the draft Local Plan (Appendix 2). The strategy to identify locations for additional permanent pitches has been developed, subject to site sustainability and suitability, and has been endorsed by Members. The strategy does not propose the inclusion of brand new sites.

- Identifying existing temporary pitches that can be made permanent
- Identifying additional permanent pitches on sites with existing pitches within the current site boundary to achieve a higher density
- Identifying additional permanent pitches on sites with existing pitches with small scale minor boundary amendments in consultation with Local Members

## **Next Steps**

25 The draft Local Plan will be considered by PAC on 19 June and Cabinet on 12 July to agree public consultation from 16th July until 10th September 2018.

## **Other Options Considered and/or Rejected**

The option not to progress a new Local Plan would leave the Council open to reputational damage and likely Government intervention to produce a Local Plan for the District Council.

## **Key Implications**

### Financial

Production of the Local Plan will be funded from the Local Plan reserve.

### Legal Implications and Risk Assessment Statement.

Preparation of a Local Plan is a statutory requirement. There are defined legal requirements that must be met in plan making which are considered when the plan is examined by a Government Planning Inspector. Risks associated with Local Plan making are set out in the Local Development Scheme.

### Equality Assessment.

Members are reminded of the requirement, under the Public Sector Equality Duty (section 149 of the Equality Act 2010) to have due regard to (i) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010, (ii) advance equality of opportunity between people from different groups, and (iii) foster good relations between people from different groups. The preparation and adoption of a Local Plan will directly impact on end users. The impacts will be analysed via an Equalities Impact Assessment (EqIA) to be prepared alongside each key stage of plan making.

## **Conclusion**

The Sevenoaks District Local Plan 2015 - 2035 will replace the adopted Core Strategy 2011 and Allocations and Development Management Plan 2015. The document will reflect other strategic documents of the Council in particular the Corporate Plan, Community Plan and the Housing and Economic Development strategies. It is backed by a substantial evidence base and extensive public consultation and engagement, which informs the draft Local Plan, which will be issued for public consultation this summer.

**Appendices** Appendix 1 - Local Plan Timetable and LDS

[Appendix 2 - Draft Local Plan \(printed\) with appendices \(on the website\)](#)

[Appendix 3 - Site Appraisals \(on the website\)](#)

**Background Papers** PAC key progress reports:

<http://cds.sevenoaks.gov.uk/ieListMeetings.aspx?CId=326&Year=0&J=1>

[22 June 2017](#) [Local Plan - for consultation](#)

[23 Nov 2017](#) [Consultation update](#)

[14 March 2018](#) [Local Plan Update](#)

[25 April 2018](#) [Local Plan Update](#)

**Richard Morris**  
**Chief Planning Officer**

## Appendix 1

### Local Plan timetable

Date	Meeting
<b>2018</b>	
19 June	<p>Planning Advisory Committee - to consider Draft Plan for consultation - including sites submitted under the call for sites which meet our proposed strategy and ALL sites which propose social/community infrastructure (potential 'Exceptional Circumstances' sites).</p> <p><b>(it is not anticipated that there will be a site-by-site discussion at this meeting - this will take place if required at the November PAC meeting)</b></p> <p>Also considering LDS timetable and Local List Update</p>
12 July	Cabinet - to agree Draft Plan for consultation (as above)
July/August/September	Reg. 18 public consultation
September/October	Review responses/amendments to Plan
2 October	PAC - Budget (SCIAs) / CIL Spending Board review of governance / Infrastructure Delivery Plan
22 November	PAC - to consider publication of Plan
6 December	Cabinet - to agree publication of Plan
<b>2019</b>	
December/January	Reg. 19 publication
26 February	Full Council- to agree submission of Plan
February 2019	Submission
March 2019*	Pre-hearing meeting
April 2019*	Hearings
July 2019*	Inspector's report
September 2019	Adoption
*timetable at the discretion of PINS	