

## ALLOCATIONS AND DEVELOPMENT MANAGEMENT PLAN (ADMP)

LDF ADVISORY GROUP 7 JUNE 2012

Report of the:	Deputy Chief Executive and Director of Community and Planning Services
Status:	For consideration
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 recent supplementary site allocations consultations (March-May 2012) are also reported, together with the Council's initial response to these comments. Some of these comments raise issues that require further consideration and discussion with key parties.

Two key sites (Land West of Blighs Meadow and Swanley Town Centre) have also been updated, where the Council has worked with site promoters to finalise the allocations.

A pre-NPPF draft of the ADMP was previously considered by the LDF Advisory Group and Environment Select Committee in March 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. It had been proposed that a formal decision to publish this pre-submission version of the ADMP would be made through Cabinet and Full Council in the summer but it is considered that some additional time is needed to address the issues raised on the supplementary site allocations and that the formal approval is delayed until the autumn.

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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 is noted and supported and that discussions continue with local stakeholders/site promoters on site allocations in order to progress the plan to pre-submission publication.

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

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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.
- 2 Several consultation rounds have taken place on draft proposals for site allocations, development management policies and open space allocations. The most recent consultation on ten supplementary site allocations is 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)
- 3 Reports on this document have been considered by LDF Advisory Group in December 2011 / Environment Select Committee in January 2012, and again in March 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. 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 that the finalised DPD is to be submitted for committee approval in autumn 2012 with Pre-submission publication in winter 2012.

Date	Stage
Autumn 2012	Committee / Cabinet sign-off of pre-submission plan
Winter 2012	Pre-submission publication consultation
January 2013	Submission
May 2013	Independent Hearing - 'Examination'
August 2013	Inspectors Report
October 2013	Adoption

## Development Management Policies – Update

- 5 The Development Management policies have now 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. All the policies have been reviewed to ensure consistency with the finalised National Planning Policy Framework (NPPF), highlighting presumption in favour of sustainable development and positive planning.
- 6 The key NPPF-related changes to the document are set out below:
- A. Insertion of Policy NPPF 1 (Presumption in favour of sustainable development). This is a model policy provided by the Planning Inspectorate and it currently appears to be mandatory for all DPDs to include this policy. The policy summarises 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.
  - B. Changes to policies on re-use of playing fields (Policy SC6) and open space (Policy GI2) to reflect the criteria set out in the NPPF, namely, redevelopment of these assets only:
    - if it is surplus to requirements;
    - the loss is mitigated by equivalent replacement provision;
    - the development is for alternative sports/recreational use
  - C. Green Belt Policy GB1 (Re-use of buildings within the Green Belt) has been revised to reflect the fact that the NPPF no longer gives priority to re-use in business or commercial use over residential. The only criteria in the NPPF

related to re-use of buildings in the Green Belt, is if they are of permanent and substantial construction. GB1 has therefore been updated to focus on these criteria.

- D. Additional policies in the Green Belt chapter to reflect the change in the NPPF whereby the extension/alteration/replacement of buildings (previously dwellings) is now not inappropriate development in the Green Belt. New Policy GB2 relates to extensions to non residential buildings in the green belt and new Policy GB3 relates to the replacement of non residential buildings in the green belt. Since the new approach covers a much wider range of potential proposals, from the extension or replacement of a small workshop to that of a very large scale warehouse, the Council does not consider that it would be appropriate to include a floor space figure to guide what is acceptable. These policies are therefore similar to the corresponding policies related to residential extensions/replacement in the Green Belt (H4 and H5) but are more design/impact led and do not include a floorspace limit figure.
- E. Green Belt boundary review – further representations have been received in relation to the land at Billings Hill Shaw, Hartley, requesting that this land be *included* in the Green Belt. The site and previous planning history have been reviewed and it is considered that there are exceptional circumstances in this instance, which relate to the character of the land, the rational boundary of the road and previous comments of the Local Plan Inspector and Council, which would warrant a change to the Green Belt boundary as proposed.
- F. The Housing chapter now includes reference to a Young Person’s Unit in Sevenoaks, as requested by the Council’s housing department. The supporting text states that the Council will work with partners and landowners to identify and bring forward a suitable site, well connected to the town centre. The supporting text also supports the provision of housing to meets the needs of older people and those in special need of help or supervision.
- G. The Transport chapter now includes a new policy on the provision of electric vehicle charging points (Policy T3). The policy aims to encourage a shift to low emission vehicles by promoting a network of charging points in appropriate locations. In order to future-proof the policy, it takes a flexible approach, with the initial emphasis being on determining suitable locations rather than imposing a rigid standard.
- H. In relation to the previous Major Developed Sites (MDS), a designation which is no longer included within the NPPF, these have now been re-classified as Major Developed Employment Sites (MDES) in the Green Belt. The ADMP identifies these MDES in a new Policy EMP2 as important employment generating sites that differ in scale from other previously developed land in the Green Belt
- I. The draft policy on Out of Centre Retail (LC6) has been deleted, as the finalised NPPF now requires the location of new retail and leisure developments to be subject to a sequential test and permission to be refused where the application fails to satisfy the sequential test. Therefore there is no need to repeat this policy in the ADMP.

## Site Allocations – Update

- 7 The Council has recently (29 March – 10 May 2012) undertaken a consultation 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 sites are listed below, together with the number of consultation responses received and the Council’s initial response. Further information on the comments received on each site is set out in the consultation statement at Appendix C .

Site Location	2010 Draft Allocation	Proposed Allocated Use	Number of consultation comments
Bovis Manor House site, New Ash Green	Not included Current use - office	Residential	32
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	20
Leigh’s Builders Yard, Edenbridge	Employment (vacant builders yard)	Residential	10
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	45
United House, Swanley	Allocated for mixed-use– employment & residential	Residential	28

Land rear of Premier Inn, Swanley	Allocated for Residential	Employment site	6
West Kingsdown Industrial Estate	Allocated for Residential	Employment site	3

- 8 The main issues raised on the sites through the supplementary consultation are set out below:

*Bovis Manor House, New Ash Green*

- 9 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. The Parish Council and local residents objected to the proposal, primarily in relation to the loss of employment space. SDC is meeting with local representatives and the site owner to explore whether an alternative form of development, such as mixed use development (incorporating residential and employment space) may be more acceptable. There was also a degree of support for provision of housing for older people, which will be further explored.

*Current Hill Allotments, Westerham*

- 10 The consultation set out the proposal to re-allocate the lower southern portion of the allotment site for a small residential development and to re-provide equivalent allotments on the land to the north of the existing site. The main issues raised in consultation were: concern regarding access to the site and the relocation of the allotments. The Parish Council supports the allocation, but proposes some amendments in relation to phasing and map notations. SDC has amended the allocation to reflect Parish Council comments and clarified that the access will be from London Road and not from Rysted Lane.

*Station Approach, Edenbridge*

- 11 The Council considers that a mixed use scheme is an appropriate and more efficient use of this site. The consultation proposed to re-designate the site for mixed use development, comprising employment and residential uses. The main issues raised in consultation were: concerns regarding access to the site and parking, impact on existing vegetation/wildlife, impact on existing infrastructure and amenity of future occupiers due to the proximity to the railway. The Town Council was supportive of the change of use of this site from employment to mixed use. SDC has amended the allocation to reflect comments regarding access and the potential for an alternative access to the residential element of the site off Forge Croft.

*Leigh's Builders Yard, Edenbridge*

- 12 This site gained outline planning permission on 13th April 2012 (reference SE/11/02929) for a mixed use development including 7 residential units. In light of the fact that permission has been granted and the principle established for residential redevelopment, in line with other allocations that have been granted planning permission, the site has been removed from the allocations document. Housing Policy H1 states that the Council supports the implementation of existing residential planning permissions that have been granted on sites within the District. The Town Council and local stakeholders were supportive of the change of use of this site from employment to residential use.

*GSK, Powder Mills, Leigh*

- 13 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.

- 14 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, environmental impact, housing 'quota' already exceeded, flooding and construction. The Parish Council and local residents objected to the proposal and SDC is meeting with local representatives to explore whether an alternative configuration development may be more acceptable.

*Warren Court Farm, Halstead*

- 15 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, and need for improvement in footway access. The Parish Council would prefer the retention of the employment land or provision of affordable housing for local people. The site promoter would prefer the entirety of the site to be allocated for residential development. SDC will work with local representatives and the site owner to explore whether an alternative form of development may be more acceptable.

*Broom Hill, Swanley*

- 16 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 and SDC is meeting with local representatives to explore whether an alternative form of development may be more acceptable.

*United House, Swanley*

- 17 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. The Town Council and local residents objected to the proposal and SDC is meeting with local representatives to explore whether an alternative configuration development may be more acceptable.

*Land rear of Premier Inn, Swanley*

- 18 The 2010 consultation proposed the allocation of the former Déjà vu site and employment area to the rear for a residential development. Since this consultation, a Premier Inn hotel and Beefeater restaurant have been built on the site of the former Déjà vu nightclub and therefore this area has been removed from the allocation. The recent consultation proposed that the remainder of the site be protected as an existing employment site. The Town Council and local stakeholders were supportive of the proposal to protect the existing employment site and not promote residential. SDC therefore propose to allocate this site as a protected employment use.

*West Kingsdown Industrial Estate*

- 19 The 2010 consultation proposed the allocation of this site for a residential development, as this was promoted by the owner of the site. However, the site is considered to be functioning well as an employment site, the site and buildings in good condition and it is of similar quality and build to the Blue Chalet Industrial Park at the northern end of West Kingsdown, which is an allocated protected employment site. Therefore the consultation proposed the allocation of the site as an existing employment site. The Parish Council were supportive of the proposal to protect the existing employment site and not

promote residential. SDC therefore propose to allocate this site as a protected employment use.

- 20 The following key sites have also been updated since the draft that was considered by committee in March 2012, where the Council has worked with site promoters to finalise the allocations:

*Land West of Blighs Meadow, Sevenoaks*

- 21 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

*Swanley Town Centre*

- 22 Regeneration of the 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, residential and new pedestrian/cycle link to Swanley station. Discussions have taken place with the site owner who has suggested that additional retail floorspace in modern unit dimensions is required to make a town scheme viable and achieve the objectives of regeneration. This would require the extension of the town centre boundary and would potentially involve building on part/all of the adjacent recreation ground. The Council has taken independent advice which suggests that an extended boundary is required to support a viable town centre redevelopment. However, no firm proposals have yet been proposed by the owner, or discussed with the town council or the local community. Therefore, the town centre boundary has not been extended, but there may be scope to modify this boundary in future, based on further evidence and a scheme to be provided by the owner. If any development is proposed on the recreation ground, replacement provision of the recreation ground and associated sports and leisure facilities would be required. Due to the on-going nature of discussions on this site, an indicative housing capacity has not been provided.

*Land East of High Street, Sevenoaks*

- 23 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.

24 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. The sites that are **highlighted** are subject to on-going discussion, further to the recent supplementary consultation on these sites.

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 Road	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)	<b>United House, Goldsel Road</b>	<b>250</b>	<b>116</b>
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)	Land rear of Garden Cottages, Leigh	13	13
H1(q)	<b>The Manor House, New Ash Green</b>	<b>50</b>	<b>n/a</b>
H1 (r)	<b>Warren Court, Halstead</b>	<b>13</b>	<b>n/a</b>
	Sub Total	170	94
	<b>TOTAL</b>	<b>705</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)	Post Office/Bt Exchange, South Park, Sevenoaks	30	n/a
H2(d)	Swanley Centre, Nightingale Way, 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	100	n/a
EMP2	Broom Hill, Swanley	30	n/a
TOTAL		252	237

\*please see the section above on Swanley Town Centre - due to the on-going nature of discussions on this site, an indicative housing capacity has not been provided.

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)	450
Permissions granted on proposed allocations since 01.04.2012	7
Proposed Housing Allocations (See Policy H1 table above)	705
Proposed units from Mixed Use Allocations (See Policy H2 table above)	252
TOTAL	3,744

## Conclusion and Next Steps

- 25 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.
- 26 It is recommended that the revised Allocations and Development Management Plan be noted and supported and that discussions continue with local stakeholders/site promoters on site allocations in order to progress the plan to pre-submission publication

- 27 Following publication there will be a further opportunity to make representations before submission for independent examination to confirm the soundness of the plan.

#### Options

- 28 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

- 29 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

- 30 These issues are addressed in the preparation of the documents concerned.
- 31 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.
- 32 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.

- 33 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**

- 34 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

B Site Allocations Pro Forma

C Supplementary consultation responses

**Background Papers:**

Core Strategy, adopted February 2011

Supplementary Site Allocations consultation  
March 2012

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