3.3 REFERENCE NO - 16/508521/FULL

APPLICATION PROPOSAL

Conversion of former storage building (originally built for agricultural purposes) into 1 No. 2 bed dwelling and 1 No. 3 bed dwelling with associated parking and amenity space

ADDRESS Tranquility Otterham Quay Lane Upchurch Kent ME8 7UT

RECOMMENDATION Refuse

SUMMARY OF REASONS FOR REFUSAL

The application site lies within an unsustainable countryside location and the applicant has failed to sufficiently demonstrate that there is no demand for an alternative use of the building for employment or community purposes or that the building would be undesirable or unsuitable for a non residential use in its own right.

REASON FOR REFERRAL TO COMMITTEE

Called in by Cllr John Wright

WARD Hartlip, Newington	PARISH/TOWN COUNCIL	APPLICANT Mr C Agley	
And Upchurch	Upchurch	AGENT Richard Baker Partnership	
DECISION DUE DATE	PUBLICITY EXPIRY DATE		
04/04/17	28/02/17		

RELEVANT PLANNING HISTORY (including appeals and relevant history on adjoining sites):

App No	Proposal	Decision	Date
15/506513/FULL	Conversion of existing redundant building to form one no. two bedroom dwelling and one no. three bedroom dwelling with associated amenities.	Refused	27.07.2016
SW/13/1119	Change of use to dwelling; alterations to window and door configuration; and internal alterations.	Refused	18.11.2013
SW/06/0520	Outline application for the demolition of 12 garages and workshop and closure of existing access road, and the erection of four detached houses, the conversion of the old social club into two semi detached cottages and the construction of a new access road to adoptable standards.	Refused and subsequently dismissed at Appeal	26.07.2006
SW/00/0219	Erection of 10 four & five-bedroom houses, each with either integral or detached double garages, combined with the construction of a new road.	Refused and subsequently dismissed at Appeal	03.05.2000
SW/76/0309	Continued use as workshop for car repairs.	Refused	08.06.1976

1.0 DESCRIPTION OF SITE

- 1.01 The application site is located in the countryside to the west of Upchurch and comprises a now vacant two storey building, situated amongst a number of other buildings.
- 1.02 The building measures approximately 18m in length and ranges between 5.6m and 4.3m in width. It is 4.5m to the eaves and 6.1m to the ridge. The building is orientated approximately north to south and is agricultural in character with a roller shutter door in the northern flank.
- 1.03 On the southern end of the building it adjoins a terrace known as Hubbards Cottages. The garden for No.3 abuts the full length of the host building and the access track and parking area abuts the northern and eastern flanks.
- 1.04 A row of 12 detached garages are located to the east of the building, on the other side of the access track and a detached workshop sits to the north. The dwelling known as 'Tranquility' is situated to the northeast, behind the garages.
- 1.05 The site is accessed by a track which runs form the northwestern corner and there is a large are of open grass / paddock behind the garages, to the south of Tranquillity.

2.0 PROPOSAL

- 2.01 This application seeks planning permission for the change of use of the existing redundant building to 1 x 2 bedroom dwelling and 1 x three bedroom dwelling with 2 existing garages allocated to the new dwellings in addition to 6 parking spaces. External amenity space 13m in width and ranging between 10 11m in depth is provided on the opposite side of the garages to the building.
- 2.02 The application proposes to insert two windows onto the eastern elevation and to remove the roller shutter door on the northern elevation and to inset a section of glazing.
- 2.03 A number of internal alterations are also proposed which would create a lounge / diner, kitchen and w.c. at ground floor level for each dwelling and then bedrooms and a bathroom for each dwelling at first floor level.

3.0 PLANNING CONSTRAINTS

3.01 None

4.0 POLICY AND OTHER CONSIDERATIONS

- 4.01 The National Planning Policy Framework (NPPF) and the National Planning Policy Guidance (NPPG) both advocate provision of new residential development within sustainable urban locations close to local shops and services, subject to good design and no serious amenity issues being raised.
- 4.02 Development Plan: Policies ST1, ST3, DM3, DM7, DM14 and DM16 of Bearing Fruits 2031: The Swale Borough Local Plan 2017.
 - Policy DM3 The rural economy is central to this application and I set out the relevant parts as follows:

'Planning permission for residential development will not be permitted where this would reduce the potential for rural employment and/or community facilities unless the site/building(s) is demonstrated as having no demand for such purposes or its use would be undesirable or unsuitable.'

The relevant sections of the supporting text to this policy are as follows:

"A factor affecting the development of the rural economy is the limited availability of land and buildings. Such locations are often an attractive and more lucrative prospect for residential use. To retain the availability of rural buildings for employment, the Council will only grant planning permission for their residential use where evidence is provided that shows that there is no demand for them to be used for employment, or if they are wholly unsuitable for any employment use. Evidence of demand should include the results of efforts made to market the building, normally with a planning permission, as available for employment use."

And:

"Even if the site or building is currently vacant, evidence will need to show that it is neither viable nor likely to become viable and that alternative employment uses have been robustly tested. This will also include the applicant having marketed the enterprise or the property for its commercial/community use for a reasonable period in a manner and at a price that reflects that use."

4.03 Supplementary Planning Documents: Supplementary Planning Guidance – The Conservation of Traditional Farm Buildings.

5.0 LOCAL REPRESENTATIONS

5.01 Surrounding occupiers were sent a consultation letter and a site notice was displayed close to the site. 2 letters of support were received stating that the site should be allowed to be converted to residential use and that these occupiers would object to an industrial or commercial development.

6.0 CONSULTATIONS

6.01 **Clir John Wright** stated "I believe this redundant farm building due to its location and position attached to existing residential buildings would make a fine residential development.

Industrial or community uses would NOT be suited due to the building being attached to existing residential buildings, and backing onto their amenity space.

It is in a sustainable position with a bus service that runs and stops along that road. It is close to Rainham and other new build 200 yards along the road with all the services that one would wish to see.

An ecological report has been received and due consideration and alternative homes for bats can be conditioned and any work supervised so there is minimal disruption to their environment.

There is ample car parking and the existing windows that could over look the neighbour's garden can remain as is fixed and obscure so there is no intrusion to their amenity.

There is no objection from the neighbours or the Ward Councillor,

Therefore should there be a recommendation for refusal I would wish this application to be called in for the committee to decide and this time have a site visit to see the circumstances."

- 6.02 **Upchurch Parish Council** stated that "Councillors have considered the application and have no comment to make save neighbours' comments should be taken into consideration."
- 6.03 **KCC Biodiversity Officer** stated that "We have reviewed the ecological information submitted with the planning application and we are satisfied that it provides a good understanding of the ecological interest of the proposed development site. The bat emergence surveys have confirmed that common and soprano pipistrelle bats are roosting within the building and the works are likely to impact the bat roosts.

An outline bat mitigation strategy has been submitted and it has confirmed that the following mitigation will be incorporated in to the site:

- 2 Schwegler 2f Bat boxes to provide bat roosts during the construction works.
- Two bat tiles (with bitumen felt underneath) to provide integrated roosts

We advise that the mitigation is sufficient to retain the bat interest of the site."

The Biodiversity Officer has recommended three conditions related to bat mitigation, biodiversity and lighting design if planning permission is granted.

- 6.04 Natural England set out that "The above consultation relates to proposals for new dwellings within the zone of influence (6km) of the Thames Estuary and Marshes, Medway Estuary and Marshes, and The Swale Special Protection Areas (SPAs) and Wetlands of International Importance under the Ramsar Convention (Ramsar Sites). It is the Council's responsibility to ensure that the proposals fully adhere to the agreed approach within the Thames, Medway and Swale Estuaries Strategic Access Management and Monitoring Strategy (SAMM) to mitigate for additional recreational impacts on the designated sites and to ensure that adequate means are in place to secure the mitigation before first occupation. Subject to the above, Natural England is happy to advise that the proposals may be screened out as not having a likelihood of significant effects on the designated sites."
- 6.05 The Environmental Protection Team state that "The site lies immediately outside the boundary of an historic landfill known to take inert waste. As site investigations are known to have been undertaken at nearby properties, overlying the landfill itself, these have been consulted to obtain an idea of land conditions in relation to landfill gas. These reports have concluded that no special precautions are required to protect the proposed development from ingress of soil gases. Results of previous gas monitoring would suggest that there is a low risk that significant volumes of methane or carbon dioxide soil gas being generated from underlying made ground, although it would be prudent to ensure that all service entries are sealed into the building's floor slab. The site lies within an area where basic radon protection measures are not required for new properties, extensions or conversions."

Recommend a condition related to construction hours.

- 6.06 **Kent Wildlife Trust** set out that "The presence of European Protected Species, specifically a bat roost, has been detected. In order to comply with the relevant legislation and policy, a condition should be attached to consent, should the Council be minded to grant it, requiring the developer to obtain a European Protected Species Licence from Natural England before work commences, and that the development is carried out in accordance with the details within the licence. Subject to such a condition, Kent Wildlife Trust has no objection to the application."
- 6.07 **Southern Water** "requires a formal application for a connection to the public foul sewer to be made by the applicant or developer."

7.0 BACKGROUND PAPERS AND PLANS

7.01 Application papers and correspondence related to 16/508521/FULL.

8.0 APPLICANT'S SUPPORTING DOCUMENTS

- 8.01 The application includes a Supporting Statement and a Design and Access Statement produced by the agent. This sets out the history of the building, the site, the difficulty there has been in letting the building, access and design.
- 8.02 The applicant has also submitted a statement which sets out rebuilding costs; rental marketing; planning status and planning considerations.
- 8.03 A letter from Buckey & Ward dated 5th August 2015 states that they will be removing the host property from their register as it has created no enquiries over the previous 6 months.
- 8.04 A page from the advertisement section of the Sittingbourne News Extra dated 28/9/2016 has also been submitted which reads: 'Upchurch, For rent ex-farm building. B1 statues (sic), 180 square meters. 2 Floors. 6 Month let. £4.00 per square metre.'
- 8.05 An advert from the website 'Gumtree' has also been submitted which includes a picture of the host property and is advertised as 'Ex farm building, Gillingham, £720'. It is stated on the screenshot of the webpage submitted that the advertisement has been viewed 320 times and has received two replies.

9.0 APPRAISAL

9.01 Members may recall that a similar proposal was reported to Planning Committee on 21st July 2016 under 15/506513/FULL. This application was refused for four reasons. Therefore in this current case I am of the view that the main considerations will rest upon whether these reasons for refusal have been overcome and whether any additional matters have arisen in the intervening period.

Principle of Development

9.02 The first reason for refusing the 15/506513/FULL application was as follows:

"The development site lies outside of any built up area settlement, as defined by the Swale Borough Local Plan 2008, where policies of rural restraint state that development will not be permitted unless a reasonable and sustained effort to secure an alternative re-use of the site for employment or community purposes has been demonstrated; that the building would be undesirable or unsuitable for a non

residential use or where residential use is the preferred way to retain the historic building. Furthermore, given the currently advanced stage of the Emerging Local Plan, Bearing Fruits 2031, the limited benefits of the development would not outweigh the harm caused and would result in unsustainable and unjustified residential development in the countryside in a manner harmful to its character, appearance and wider amenity value. The proposal is therefore contrary to policies E1, E6, RC6 and H2 of the Swale Borough Local Plan 2008; policies ST1, ST3 and DM14 of the Emerging Local Plan (Bearing Fruits 2031 - Proposed Main Modifications June 2016) and to the wider aim of achieving sustainable development as set out in the National Planning Policy Framework."

- 9.03 Since the decision was issued on the previous application, Bearing Fruits 2031: The Swale Borough Local Plan 2017 has been adopted. As a result the Council can now give full weight to the policies contained in the recently adopted development plan.
- 9.04 The application site lies outside of the defined built up area boundary and therefore lies within the countryside. In locations such as these, policy DM3 (which effectively replaces policy RC6 of the 2008 Local Plan) provides the criteria which the application will need to satisfy, as set out in the policy section above.
- 9.05 I firstly take into account the letter that has been submitted from Buckey & Ward Estate Agents, dated 4th August 2015. This is same letter that was provided as part of the previously refused application. This letter states that they will be withdrawing the premises from their register as the property 'has created no enquiries at all over the last six months'. The letter also states that 'I do feel the location has been the hindrance', however, it was noted in the Committee Report for the previously refused application that the original advertisement clearly set out that the property benefits from a 'great location'. In addition to this, the assessment of the 15/506513/FULL refused application also found that this information from Buckey & Ward had not made it clear how widely the marketing was distributed and whether this estate agent specialises in residential or commercial lettings / sales. As a result it was not felt that this satisfied the requirement for a reasonable and sustained effort to secure an alternative re-use of the building. As this same letter has now been submitted in support of the current application, in relation to this evidence I see no reason to come to a different conclusion.
- 9.06 Additional information has been submitted in support of the current application in the form of a newspaper advertisement and an advertisement posted on the website 'Gumtree'. The newspaper advertisement was displayed in the Sittingbourne News Extra, 28th September 2016 edition. I do not believe that displaying an advertisement for one week could in any way satisfy the requirements for robustly testing the employment / community use as required by the adopted policy and therefore give this supporting information extremely limited weight. In terms of the listing on the Gumtree website I firstly note that although the applicant's covering letter submitted on 1st August 2017 in relation to this states that the advert was posted from the beginning of May I can see no evidence to corroborate this. In any case, the Gumtree advertisement in my view is not a robust way in which to test the demand of the building as they are not a property agent. Furthermore, I note that the submitted screenshot of the advertisement shows that there were 2 replies to the advertisement. No details have been submitted in relation to these replies and as such I also do not believe that the submission of this advertisement would satisfy the requirement of the policy.

9.07 Policy DM3 also sets out that residential development could also be acceptable if employment and / or community facilities would be undesirable or unsuitable. I note that the applicant has included the following paragraph within their statement (which quotes the same figures as set out in the supporting statement for the 15/506513/FULL application):

"I have received quotes of the cost to convert the outbuilding into offices/workshop of between £100,000 to £200,000. With monthly repayments on a business loan and management costs/fees the building would make little profit, it any at all, and is therefore not commercially viable."

As assessed in the Committee Report for the previously refused application, it is unclear from the paragraph above whether the works are wholly necessary for the reuse of the building. Furthermore, there are no details provided as to where this figure was derived from or indeed who arrived at this. In any case, we would expect to see evidence of the basis for these quotes and a full structural survey from a suitably qualified person if this was intended to be relied upon. None of this has been forthcoming in the application and as such I take the view that the Council can not be satisfied that the building is undesirable or unsuitable for a non residential use.

- 9.08 I also note that the supporting text of policy DM3 states that "Evidence of demand should include the results of efforts made to market the building, normally with a planning permission, as available for employment use" (my emphasis). I note that the Gumtree advert describes the building as 'ex farm building', the newspaper advert suggests that it has B1 status whilst the description of the application refers to former storage and agricultural uses. The applicant's supporting statement sets out that "the building has been redundant for the past 25 years." There is clearly some uncertainty over the history of this building however, based upon the planning history as set out above, going back to 1976 there hasn't been an approval on this site. As such, I am not convinced that the property has a relevant planning permission for employment use as required for market testing and as set out the supporting text of the policy.
- 9.09 However, regardless of the lawful use of the building, I do not believe that a reasonable and sustained effort has been made to market the building for employment or community uses. Some of the evidence submitted in support of the 15/506513/FULL application has been repeated and as the aims of the newly adopted policy are comparable to the policy which the previous application was assessed against I again take the view that these details do not provide sufficient evidence that the policy has been satisfied. Although further information has been submitted, as set out in the assessment above I do not believe that they in any way constitute a robust testing of demand for either employment or community uses. As a result I am of the view that the proposal fails to satisfy policy DM3 of the adopted Local Plan and would be unacceptable as a matter of principle in this countryside location.

Visual Impact

9.10 The proposed conversion involves largely internal works and the insertion of two additional windows. The SPG, at paragraph 5.7 advises that existing windows or openings should be used and the pattern of openings should be informal to avoid a domestic appearance. In this case two additional windows are proposed on the east elevation and the replacement of the roller shutter door on the north elevation with a 4 pane section of glazing in the same sized opening. As such, I consider that the

insertion of only two new openings, which are modest in scale would not seriously harm the character of the existing building or visual amenities.

Residential Amenity

9.11 The second reason for refusing the previous application was as follows:

"The existing ground floor windows on the west elevation, located on the boundary with the private amenity space of No.3 Hubbards Cottages would give rise to an unacceptable loss of privacy and would provide opportunities for mutual overlooking of both this neighbouring property and the host property which would be significantly harmful to the residential amenities of existing and future occupiers. This would be contrary to policies E1 and E24 of the Swale Borough Local Plan 2008."

The windows in question have now been annotated as obscure glazed and fixed shut. As such I take the view that this would overcome the above reason for refusing the previous application. I also note that the rooms which these windows would serve have additional openings and therefore the use of obscured glazing in these windows would not give rise to unacceptable harm to any future occupiers of the units. If I had been minded to recommend approval I would have included a condition to ensure that this was carried out. The host property is not being extended by the proposal and the majority of the remaining windows face onto an area of hardstanding. As such I take the view that the proposal would not give rise to any unacceptable harm to residential amenities.

Protected Species

9.12 The third reason for refusal under 15/506513/FULL was as follows:

"The application site which includes a redundant building has been submitted without the benefit of a Phase 1 Ecological Survey. Therefore the Council is unable to be certain that the proposal would not have a detrimental impact upon protected species and as such the application is contrary to Paragraph 99 of Government Circular (ODPM 06/2005) Biodiversity and Geological Conservation - Statutory Obligations & Their Impact Within the Planning System."

A Bat Outline Mitigation Plan has been submitted with the application and I have consulted with the County Biodiversity Officer who has raised no objection subject to conditions as set out above. Therefore I take the view that the third reason for refusal has been overcome and the imposition of relevant conditions would have mitigated against any harm to protected species if I had been minded to recommend approval.

Parking

9.13 The fourth reason for refusal in relation to the previous application related to insufficient parking provision and read as follows:

"The proposal for two dwellings includes two parking spaces within garages and four visitor spaces. The garage spaces are not considered to be parking spaces and as such with the other spaces reserved for visitors the application would not provide sufficient car parking spaces for future occupiers of the development. This would likely lead to car parking that was to the inconvenience of other road users and would be contrary to policies of E1 and T3 of the Swale Borough Local Plan 2008."

The application as now submitted includes 6 bay parking spaces with two of the garages allocated to the new dwellings. The bays satisfy the KCC size requirements and the number of parking spaces is adequate for the size and number of dwellings proposed. On this basis I take the view that the above reason for refusal has been overcome and the proposal would not give rise to unacceptable harm to highway amenity.

Impact upon SPA and Ramsar Sites

9.14 I have for completeness set out a Habitat Regulations Assessment below. This confirms that whilst mitigation could be provided by way of developer contributions, this is not considered appropriate for developments under 10 dwellings. The cost of mitigation will be met by developer contributions on developments over 10 dwellings. In view of this it is not considered that the development will have a harmful impact on the special interests of the SPA and Ramsar sites.

10.0 CONCLUSION

10.01 Although the proposal has in my view overcome three of the four reasons for refusing the previous application on the site, I take the view that the application falls someway short of robustly testing and therefore demonstrating that there is no demand for an alternative use of the building or that the building would be unsuitable for non residential use. As such the proposal is in my view contrary to policy DM3 of the adopted Local Plan. As the site lies within the countryside I believe that the proposed conversion of the building into residential use would be unacceptable in principle. For this reason I recommend that planning permission is refused.

11.0 RECOMMENDATION – REFUSE for the following reasons:

1) The development site lies outside of any built up area settlement, as defined by Bearing Fruits 2031: The Swale Borough Local Plan 2017, where policies of rural restraint apply. The application has failed to demonstrate a reasonable and sustained effort to secure an alternative re-use of the site for employment or community purposes or that the building would be undesirable or unsuitable for a non residential use. The proposal would therefore result in unsustainable and unjustified residential development in the countryside in a manner harmful to its character, appearance and wider amenity value. The proposal is therefore contrary to policies ST1, ST3, DM3 and DM14 of Bearing Fruits 2031: The Swale Borough Local Plan 2017 and to the wider aim of achieving sustainable development as set out in the National Planning Policy Framework.

Habitats Regulations Assessment

This HRA has been undertaken without information provided by the applicant. The application site is located approximately 1.3km south east of the Medway Estuary and Marshes Special Protection Area and Ramsar site which is a European designated sites afforded protection under the Conservation of Habitats and Species Regulations 2010 as amended (the Habitat Regulations).

SPAs are protected sites classified in accordance with Article 4 of the EC Birds Directive. They are classified for rare and vulnerable birds and for regularly occurring migratory species. Article 4(4) of the Birds Directive (2009/147/EC) requires Member States to take appropriate steps to avoid pollution or deterioration of habitats or any disturbances affecting the birds, in so far as these would be significant having regard

to the objectives of this Article. The proposal therefore has potential to affect said site's features of interest.

In considering the European site interest, Natural England advises the Council that it should have regard to any potential impacts that the proposal may have. Regulations 61 and 62 of the Habitat Regulations require a Habitat Regulations Assessment. NE also advises that the proposal is not necessary for the management of the European sites and that subject to a financial contribution to strategic mitigation, the proposal is unlikely to have significant effects on these sites and can therefore be screened out from any requirement for further assessment. It goes on to state that when recording the HRA the Council should refer to the following information to justify its conclusions regarding the likelihood of significant effects; financial contributions should be made to the Thames, Medway and Swale Estuaries Strategic Access Management and Monitoring (SAMM) Strategy in accordance with the recommendations of the North Kent Environmental Planning Group (NKEPG); the strategic mitigation will need to be in place before the dwellings are occupied.

In terms of screening for the likelihood of significant effects from the proposal on the SPA features of interest, the following considerations apply:

- Due to the scale of development there is no scope to provide on site mitigation such as an on site dog walking area or signage to prevent the primary causes of bird disturbance which are recreational disturbance including walking, dog walking (particularly off the lead), and predation birds by cats.
- Based on the correspondence with Natural England, I conclude that off site mitigation is required. However, the Council has taken the stance that financial contributions will not be sought on developments of this scale because of the practicalities of securing payment. In particular, the legal agreement may cost more to prepare than the contribution itself. This is an illogical approach to adopt; would overburden small scale developers; and would be a poor use of Council resources. This would normally mean that the development should not be allowed to proceed, however, NE have acknowledged that the North Kent Councils have yet to put in place the full measures necessary to achieve mitigation across the area and that questions relating to the cumulated impacts on schemes of 10 or less will need to be addressed in on-going discussions. This will lead to these matters being addressed at a later date to be agreed between NE and the Councils concerned.
- Developer contributions towards strategic mitigation of impacts on the features of interest of the SPA- I understand there are informal thresholds being set by other North Kent Councils of 10 dwellings or more above which developer contributions would be sought. Swale Council is of the opinion that Natural England's suggested approach of seeking developer contributions on minor developments will not be taken forward and that a threshold of 10 or more will be adopted in due course. In the interim, I need to consider the best way forward that complies with legislation, the views of Natural England, and is acceptable to officers as a common route forward. Swale Borough Council intends to adopt a formal policy of seeking developer contributions for larger schemes in the fullness of time and that the tariff amount will take account of and compensate for the cumulative impacts of the smaller residential schemes such as this application, on the features of interest of the SPA in order to secure the long term strategic mitigation required. Swale Council is of the opinion that when the tariff is formulated it will encapsulate the time period

when this application was determined in order that the individual and cumulative impacts of this scheme will be mitigated for.

Whilst the individual implications of this proposal on the features of interest of the SPA will be extremely minimal in my opinion as this is for two dwellings, cumulative impacts of multiple smaller residential approvals will be dealt with appropriately by the method outlined above.

For these reasons, I conclude that the proposal can be screened out of the need to progress to an Appropriate Assessment. I acknowledge that the mitigation will not be in place prior to occupation of the dwelling proposed but in the longer term the mitigation will be secured at an appropriate level, and in perpetuity.

The Council's approach to this application:

In accordance with paragraphs 186 and 187 of the National Planning Policy Framework (NPPF), the Council takes a positive and proactive approach to development proposals focused on solutions. We work with applicants/agents in a positive and proactive manner by:

- Offering pre-application advice.
- Where possible, suggesting solutions to secure a successful outcome.
- As appropriate, updating applicants/agents of any issues that may arise in the processing of their application.

In this instance:

The application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the Committee and promote the application.

NB For full details of all papers submitted with this application please refer to the relevant Public Access pages on the council's website.

The conditions set out in the report may be subject to such reasonable change as is necessary to ensure accuracy and enforceability.

