2.4 REFERENCE NO - 18/500283/FULL

APPLICATION PROPOSAL

Erection of 31 dwellings with associated access, parking and landscaping works at former oasis academy

ADDRESS Land Adjacent To Sheppey Academy East Admirals Walk Halfway Kent ME12 3JQ

RECOMMENDATION Grant, subject to signing of appropriately worded Section 106 Agreement, the conditions listed below, no objection being raised by KCC Ecology, an amended landscape drawing, and any further comments received from 3rd parties.

SUMMARY OF REASONS FOR RECOMMENDATION

The site is allocated for residential development in the Local Plan and as such the proposal would contribute to meeting the Borough's identified development target for new dwellings. I have not identified any unacceptable harm arising from the development in regards to residential, visual or highway amenity and the proposal acceptably deals with drainage issues.

REASON FOR REFERRAL TO COMMITTEE

Called in by Cllr Cameron Beart

WARD Queenborough And Halfway		PARISH/TOWN COUNCIL APPLICANT Malro Homes Lto AGENT DHA Planning			
DECISION DUE DATE		PUBLICITY EXPIRY DATE			
30/8/2018		06/08/18			
RELEVANT PLAN sites):	INING HIS	TORY (including appeals and rel	evan	t history on a	adjoining
App No	Propos	Proposal		Decision	Date
SW/02/0447	outline	Renewal of Planning Permission SW/98/1100 outline application for residential development.		Not Proceeded with	29.10.2009
SW/02/1130		Outline Application for two and three bedroom homes and access road.		Withdrawn	19.12.2002
SW/00/1140	landsca	Erection of 16 houses and associated landscaping works including reprofiling of school land.		Withdrawn	30.03.2001
SW/98/1100		Outline Application for residential development.		Approved	28.05.1999

MAIN REPORT

1.0 DESCRIPTION OF SITE

1.01 The application site is 1.28 hectares in size, broadly rectangular in shape and is located to the east of existing properties in Admirals Walk and Highfield Road, to the south of properties in Minster Drive and to the north and west of the Isle of Sheppey Academy school site.

- 1.02 The dwelling types in the surrounding area are mixed with bungalows, chalet bungalows and two storey dwellings in Admirals Walk, Highfield Road and Minster Road.
- 1.03 The site previously formed part of the school grounds although was not used for formal recreation or pitches. The last known use of the site was as a construction depot / compound for the redevelopment of the school site.
- 1.04 The site contains a landscape buffer on both the northern and the southern boundaries which contains a number of trees with the central part of the site comprising unmanaged grassland. The topography of the site can in general be described as sloping downwards from south to north. The landscaped areas close to the northern and southern boundaries have the most pronounced change in levels. From the southern part of the site to the rear boundary of the properties fronting Minster Road in the northern part of the site the site levels differ by approximately 8m.

2.0 PROPOSAL

- 2.01 The application originally sought planning permission for 34 dwellings. However, during the course of the application, after discussions between the agent and Officers, amended drawings have been received and the proposal now seeks planning permission for 31, 3 bedroom dwellings with associated access, parking and landscaping.
- 2.02 Access is to be taken from Admirals Walk and the proposed dwellings will be laid out to front onto a T shaped road layout. The approximate east / west orientation of Admirals Walk will be continued into the development and a further spur road is proposed in a south-west / north-east orientation. The proposed dwellings in the northern part of the site will front onto the continuation of the road from Admirals Walk and as such these dwellings will be orientated so that the rear elevation will face the rear of the properties in Minster Road. In the western part of the application site the rear of four of the proposed dwellings will face towards the rear of properties in Highfield Road. In all instances the proposed dwellings will front onto the new highway.
- 2.03 The dwellings will be mixture of 2 and 2 and half storeys in height, each with their own dedicated parking spaces and rear private amenity space. Including the visitor parking spaces (11 in number) the site will provide a total of 73 parking spaces.
- 2.04 The proposed height of the dwellings range between 5.1m and 6.4m to the eaves and between 8m – 10.3m to the ridge. In terms of the dwellings that are closest to existing properties, plot 1 (adjacent to No.2 Admirals Walk) will have a car port on the flank elevation closest to this property, measuring 2.2m to the eaves, the main dwelling will measure 5.2m to the eaves and 8.2m to the ridge. On the opposite side, plot 31 (adjacent to No.1 Admirals Walk) will also have a car port on the flank elevation closest to this property, measuring 2.2m to the eaves, with the main dwelling measuring 5.2m to the eaves and 8.2m to the ridge. The rear elevations of plots 24 – 27 will face the rear elevations of No.s 65, 67, 69 and 71 Highfield Road. Plots 24 and 25 will measure 5.1m to the eaves and 10.3m to the ridge with pots 26 and 27 measuring 5.2m to the eaves and 8.3m to the ridge.
- 2.05 The dwellings will be a mixture of detached (7 dwellings) and semi detached (24 dwellings). A total of 12 different house types are proposed, although a number of these are only slight variants of one another. A number of the properties will be

defined by their steeply pitched roofs and proposed use of bricks, weatherboarding and slate roofs to create a contemporary appearance.

2.06 A large amount of the vegetation in the northern and southern parts of the site will be retained. A landscaping strip in the far eastern part of the site will also be retained to allow for connectivity between the areas. Landscaping to the frontage of the dwellings will be comprised of street trees, shrubs and hedges.

3.0 PLANNING CONSTRAINTS

3.01 None

4.0 POLICY AND OTHER CONSIDERATIONS

- 4.01 <u>The National Planning Policy Framework (NPPF)</u>: Paras 8 (three dimensions of sustainable development), 10, 11 (presumption in favour of sustainable development), 54, 55, 56, 57 (planning conditions and obligations / section 106 agreements) 59 (delivering a sufficient supply of homes), 124, 127, 128, 130, 131 (good design).
- 4.02 <u>National Planning Practice Guidance (NPPG)</u>: Land affected by contamination; Natural environment; Open space, sports and recreation facilities, Planning obligations.
- 4.03 <u>Development Plan:</u> Bearing Fruits 2031: The Swale Borough Local Plan 2017 Policies ST1 (Delivering sustainable development in Swale); ST2 (Development targets for jobs and homes 2014-2031); ST3 (The Swale settlement strategy); ST4 (Meeting the Local Plan development targets); ST6 (The Isle of Sheppey area strategy); CP2 (Promoting sustainable transport); CP3 (Delivering a wide choice of high quality homes); CP4 (Requiring good design); A21 (Smaller allocations as extensions to settlements, and which allocates the site for a minimum of 20 dwellings); DM6 (Managing transport demand and impact); DM7 (Vehicle parking); DM8 (Affordable housing); DM14 (General development criteria); DM17 (Open space, sports and recreation provision); DM19 (Sustainable design and construction); DM21 (Water, flooding and drainage); DM28 (Biodiversity and geological conservation); and DM29 (Woodlands, trees and hedges).
- 4.04 <u>Supplementary Planning Documents:</u> Developer Contributions (2009).

5.0 LOCAL REPRESENTATIONS

- 5.01 Letters of objection have been received from 17 separate addresses and raise the following summarised concerns:
 - The access to the site is restricted by cars parking on the highway;
 - The roads in the surrounding area are dangerous;
 - The surrounding roads do not have sufficient capacity to accommodate development-related traffic;
 - Service vehicles and construction vehicles would have difficulty accessing the site due to on-street parking;
 - Extra traffic would cause damage to the road surface;
 - Most houses have 3-4 cars, where will they park?;
 - No provision for recreational activities for children;
 - Admirals Walk suffers from surface water which will be exacerbated by the development;

- The land has been 'sold off illegally';
- Previously informed that the land does not have development potential;
- Surrounding dwellings will experience a loss of privacy and loss of light;
- The land is contaminated;
- The current foul sewerage system is at capacity;
- Drainage capacity in the area is inadequate and the surrounding area is already prone to flooding;
- What safeguards will be put in place in respect of underground streams?;
- Can the height of the dwellings and the retention of trees be guaranteed?;
- A number of animals are present on the site;
- Who will maintain the bird boxes, hedgehog nesting boxes etc.?;
- No previous applications have been approved on the site;
- A previous application to purchase the land included a covenant that it could only be used as garden land;
- It will be an issue getting on and off the driveway of existing properties;
- The development would not be in keeping with the surrounding form of development;
- Why build on this site when 1,000 houses are being built in Queenborough;
- 5.02 Subsequent to the original consultation the proposal has been reduced from 34 to 31 dwellings. I have re-consulted with neighbours with the expiry date for comments of 6th August 2018. I have received three further objections, two from addresses which responded to the initial consultation and one from an additional respondent, both raising a number of concerns that have been set out above. However additional points raised are as follows:
 - There should be another access point on the school side of the development;
 - Admirals Walk should be one way with access from Banner Way only;
 - The building work will create dust, noise and dirt;
 - The land should be used for school buildings and not more houses.
- 5.03 I will update Members at the meeting in regards to any further neighbour representations received.
- 5.04 Cllr Cameron Beart commented that *"I would like to refer this to planning committee given the large number of resident objections."*

6.0 CONSULTATIONS

- 6.01 **Environment Agency** make no comment.
- 6.02 UK Power Networks has no objection.
- 6.03 The Council's **Environmental Protection Team Leader** has commented that no objection is raised to the proposal, however, due to the proximity of existing residential properties certain issues, such as dust, noise and contaminated land will need to be adequately addressed by the imposition of related conditions.
- 6.04 **KCC Highways & Transportation** raised concern with the initial layout of the scheme especially in relation to the proposed vehicle parking, the visitor parking arrangement and the design of the car ports. The issue of the surrounding roads being at capacity in respect of on street parking was raised and as such the above issues would be to the detriment of highway safety and local amenity. In addition, the layout indicates the potential for some of the parking to overhang the pedestrian footway. The findings of the TRICS analysis are agreed with in that the development

would not represent an overbearing impact upon the local highway network. However, almost all of the additional vehicle movements would be expected to use the junction of B2008/Minster Road and Banner Way and dependant on the agreed level of development it may be required to offer works for its improvement.

Following the above comments, amended drawings were submitted which reduced the scheme to 31 dwellings, altered the design of the car ports, added additional visitor parking spaces and addressed the issue in respect of overhanging of the footway. On this basis, KCC Highways & Transportation do not require this application to deal with improvements to the junction of B2008/Minster Road and Banner Way and raise no objection to the proposal subject to conditions (which I have included below) related to a construction management plan; details of the roads, footways, verges etc.; completion of the works between the dwelling and the highway; provision and permanent retention of vehicle parking spaces and car ports prior to the occupation of the dwellings; prevention of the discharge of surface water onto the highway; provision and permanent retention of vehicle loading / unloading and turning facilities; and provision and permanent retention of cycle parking facilities.

- 6.05 **Natural England** states that "Since this application will result in a net increase in residential accommodation, impacts to the coastal Special Protection Area(s) and Ramsar Site(s) may result from increased recreational disturbance. As your authority has measures in place to manage these potential impacts through the agreed strategic solution, subject to the appropriate financial contribution being secured, Natural England is satisfied that the proposal will mitigate against the potential effects of the development on the site(s) and that the proposal should not result in a likely significant effect."
- 6.06 **KCC Developer Contributions** request £48.02 per dwelling (£1,488.62) for additional book stock to meet the extra demand as a result of the development at Minster-in-Sheppey library.
- 6.07 **Southern Water** state that the results of an initial desk top study indicates that the needs of this development cannot currently be accommodated without the development providing additional local infrastructure. Therefore, should the Local Planning Authority be minded to approve the development then a condition is recommended requiring a drainage strategy detailing the proposed means of foul disposal. An informative relating to a formal connection to the public sewerage system is also recommended.
- 6.08 **KCC Ecology** initially commented that the ecological assessment survey has assessed two trees as having a high potential for roosting bats and it is understood that these trees will be removed. As such a bat emergence / re-entry survey is required prior to the commencement of development. A condition has been suggested in relation to a lighting design strategy. In regard to reptiles, the site is a suitable habitat for reptiles and therefore a reptile survey is required prior to the determination of the planning application. The site also contains suitable habitat for breeding birds and therefore if permission is granted then an informative regarding nesting birds is recommended. It is unlikely that there are great crested newts on the site, although hedgehogs and other mammals may be present. Therefore any areas where mammals could be sheltering should be hand searched and excavations should not be left open for mammals to fall into, or plants of wood left for animals to climb out. Advised that all retained trees should be protected. The site lies within 1.9km of the Swale SPA, Ramsar and SSSI and developer contributions to a Borough wide mitigation strategy should be provided. The generic recommendations

for ecological enhancements are supported and a condition recommended requiring a Biodiversity Management Plan.

Further to the above comments a reptile survey and an ecological mitigation statement was submitted which identified slowworms and lizards on the site. KCC Ecology were re-consulted and the need for a bat emergence / re-entry survey was reiterated. Further to this, although the proposed reptile mitigation was accepted in principle, there was concern about the proposed receptor site and whether it would be sufficiently large enough. As such, further information was requested in the form of an updated reptile mitigation strategy.

On receipt of the bat emergence / re-entry survey, I have again consulted with KCC Ecology who are now satisfied that the two trees in question only offer negligible potential for roosting bats and as such no further survey work is required in respect of these. However, a third tree - which is to be retained - is considered to be suitable for roosting bats and it is recommended that this tree, along with the others to be retained are protected during construction in line with standard arboricultural best practice.

- 6.09 The **NHS Swale Clinical Commissioning Group** requests a contribution of £360 per new resident, calculated as 2.4 residents per each new dwelling. This equates to a total of £26,784 (74.4 x £360).
- 6.10 The Council's **Greenspaces Manager** initially requested a contribution of £15,164 for play equipment at Abbey Rise Play Area and £20,162 towards the sports pitch at Castlemere Avenue. However, with the reduction in the number of units this was revised to £13,826 for play equipment and £18,383 for formal sports. Following discussions with the agent the amount requested by the Greenspaces Manager has been further reduced to £4,000 for play equipment and £4,000 for formal sports.
- 6.11 KCC Lead Local Flood Authority state that the drainage scheme for the proposed development is considered adequate but notes that the drainage proposal would involve the construction of a surface water sewer outside of the redline of the application site. Therefore the Local Planning Authority should be satisfied that this can be delivered. They have recommend three conditions relating to a sustainable surface water drainage scheme; operation and maintenance manual; and a verification report.

7.0 BACKGROUND PAPERS AND PLANS

- 7.01 The application has been supported with the following submitted documents:
 - Site Layout Plan;
 - Elevations;
 - Floorplans;
 - Site Sections;
 - Streetscenes;
 - Planning Statement;
 - Flood Risk Assessment;
 - Contaminated Land Assessment;
 - Ecological Scoping Report;
 - Transport Statement;
 - Hard and soft Landscaping drawings.

8.0 APPRAISAL

Principle of Development

8.01 The application site is allocated in the adopted Local Plan under policy A21 for a minimum of 20 dwellings and is situated within the built-up area boundary. The application proposes 31 dwellings, which would contribute towards the Council's housing supply. On this basis I am of the firm view that the principle of this development on this site is accepted.

The quantum of housing and mix of units

- 8.02 The application site measures 1.28 hectares in size and proposes 31 units, this equates to a density of 24 dwellings per hectare. The pattern of the immediately surrounding residential development is predominately comprised of detached and semi detached properties with reasonably generous gardens. As such, a proposed density of 24 dwellings per hectare, each with their own dedicated parking spaces and private amenity space would in my opinion be acceptable and satisfy the specific requirement of policy CP3 where it states that proposals will *"Use densities determined by the context and the defining characteristics of the area"*. I also take into account the change in levels in certain parts of the site which means that the area of developable land is reduced.
- 8.03 The overall aim of policy CP3 is to deliver a wide choice of high quality homes. In this case all of the proposed dwellings have 3 bedrooms. However, paragraph 5.3.21 of the supporting text to the policy sets out that on the Isle of Sheppey the demand is greatest for family housing and in addition to this, paragraph 5.3.9 of the supporting text states that 3 bedroom dwellings are most in demand. On the basis of the above, I take the view that the proposal is acceptable in terms of the mix of units.

Visual Impact

- 8.04 As discussed above, the site is bounded by residential development to the north and west and by the school grounds to the south and east. The surrounding pattern of development is mixed, with the area of Admirals Walk closest to the application site defined by bungalows and chalet bungalows, although there are two storey dwellings in Admirals Walk further to the east. Minster Road to the north is comprised of bungalows, chalet bungalows and two storey dwellings.
- 8.05 The application proposes a mixture of 2 and 2 and a half storey dwellings which will in my view provide a distinctive development, especially in comparison to the closest residential properties in Admirals Walk and Highfield Road. A conscious decision has clearly been made to differentiate the development from the immediately surrounding dwellings. In respect of this, paragraph 5.4.5 of the supporting text to policy CP4 of the Local Plan states that *"Where strong local distinctiveness is not apparent, the objective should be to uplift the quality of the area through imaginative use of architecture, detail and landscape design that is, itself, locally distinctive."* This policy thrust is also reflected in the recently published revised NPPF. As such, the acceptability of this design approach is in my opinion dependant on two matters, the character of the surrounding area and the appearance of the proposed development.
- 8.06 As discussed above, the surrounding pattern of development is mixed, because of this I do not believe that a particularly strong sense of local distinctiveness is apparent and as such the principle of departing from this is in my opinion acceptable.

Close to the application site there are also a number of large flat roof dormer windows prominent in the streetscene which in design terms is not an approach which I believe should be followed.

- 8.07 Secondly, I consider that the design of the proposed properties, a number of which are defined by their steeply pitched roofs and use of bricks and weatherboarding will have the impact of uplifting the quality of the area to some degree. The use of weatherboarding is common throughout many parts of Sheppey and as such I believe that this is an appropriate use of materials in the wider context. As such, in respect of the design of the properties I am of the opinion that the proposal will satisfy the specific requirement of policy CP4 and the aims of the recently published revised NPPF as set out above. I have recommended a condition requiring specific details of materials to ensure that this element of the scheme is acceptable.
- 8.08 The use of soft landscaping will also be key in providing a scheme which has a positive impact in visual terms. The landscaping drawing that has been submitted shows a mixture of street trees, hedging and lawn. In an overall sense I believe that the landscaping has been adequately considered and will provide a good level of amenity. The landscaping will also in my opinion be important in order to break up some of the surface areas of car parking which are provided in the eastern and southern parts of the site. However, in respect of this I do have some minor concerns in respect of the area of the surface parking in the eastern part of the site. In this case, although the site layout shows a tree breaking-up the car parking spaces this is not reflected in the landscaping drawing. As such, I believe that to provide some visual relief that this should be delivered and I have requested from the agent an amended drawing to show this. I also note that although the majority of the species chosen are native, there are two tree species which are not indigenous and therefore in the interests of supporting biodiversity I have also requested amended details in regards to this. I am awaiting these details and will provide Members with an update in respect of this at the meeting.
- 8.09 One area where I believe special attention needs to be paid to is how the transition between the proposed development and the existing singe story properties on the northern side of Admirals Walk, which sit at a lower level than the southern side of the highway. The closest property to the application site on the northern side of Admirals Walk to the application site is No.2 Admirals Walk. The proposed property adjacent to this is two storey but will have a catslide roof on the flank elevation closest to No.2. Therefore I am of the view that the transition from the single storey existing property at No.2 to the two storey property adjacent property in the proposed development is acceptable. In addition to this, the next adjacent property is also a two storey dwelling followed by a two and a half storey dwelling. As such, I take the view that this stepped increase in height has been appropriately dealt with.

Residential Amenity

- 8.10 I note the concerns raised by surrounding occupants in relation to a loss of light and privacy. Due to the proximity of surrounding residential units and the change in site levels in the surrounding area the impact upon residential amenities will need to be carefully considered.
- 8.11 On the western boundary of the application site, the closest proposed property (unit 1) to No.2 Admirals Walk would sit approximately 3.5m forward of the front elevation of this existing property. However, I take into account that there would be a 6m gap between the properties and as such do not believe that any significant loss of outlook or that the relationship would be overbearing to any significantly harmful degree. On

the opposite side of Admirals Walk, the closest proposed element of plot number 31 would be broadly in line with the front elevation of No.1 Admirals Walk. When this is combined with the separation distance being 4m at the closest point I am of the view that the proposal would not give rise to unacceptable harm to visual amenities in this regard.

- 8.12 In terms of overlooking, I note that the rear of four of the dwellings in the western part of the application site would face towards the rear of No.s 65, 67, 69 and 71 Highfield Road. In this respect, the closest rear to rear separation distance is 29m, rising to 35m. The Council would usually expect a minimum rear to rear distance of 21m and although two of these properties do also have windows in the roofspace (effectively at second floor level), these do not serve habitable rooms. As such, as the distances quoted above are comfortably in excess of the minimum separation distance, I am of the view that this element of the proposal would not give rise to an unacceptable loss of privacy or harmful levels of overlooking. Notwithstanding this opinion, to improve the situation further I have requested that trees be planted in the rear gardens of plots 26, 27 and 31 and await an amended landscaping drawing to show this. I will update Members at the meeting.
- 8.13 In the northern part of the site, the rear of 14 proposed units would face towards the rear of a number of properties on the southern side of Minster Road. 11 of these proposed properties are 2 and a half storeys (i.e. rooms in the roofspace). The relationship between the existing and proposed properties also includes a fairly pronounced change of levels, with the floor levels of the properties in Minster Road sitting approximately 6m lower than the proposed dwellings. However, the separation distances are all in excess of 50m and there is a reasonable amount of vegetation that exists and that will be retained between the rear of gardens of the existing and proposed dwellings. I also take into account that of the 11 properties that are 2 and a half stories, 6 of these have windows at what is effectively second storey level which do not serve habitable rooms. Therefore, although there will be properties where none currently exist, on the basis of the above and in particular the separation distance between these properties I do not believe that the levels of overlooking would be unacceptable. Furthermore, although details in regards to site sections have been provided, to further ensure that the amenities of existing residents are protected I have included a condition requiring details of finished floor levels of all the dwellings.
- 8.14 Due to the layout of the development, opportunities for overlooking between future occupants of the development is limited. In respect of this, I have identified an opportunity from the rear of unit 20 towards the private amenity space of unit 17. However, this view would be sideways and there would be a distance of 16m from the rear of unit 20 to the central part of the garden of unit 17. As such, on balance I believe that this distance is sufficient to not give rise to significantly harmful levels of overlooking. There is a similar arrangement between the rear of plot 30 and the private amenity space of unit 27. However, this sideways view would be a distance of 17m to the central part of the garden and as such, on the basis of the above assessment I consider this to be acceptable. All of the proposed dwellings would benefit from private outdoor amenity space at a minimum depth of 10m and as such I am of the opinion that this would provide an acceptable level of amenity for future occupants.

Highways

8.15 A number of the objections received relate to highway safety and amenity issues and it was clear from my site visit that on-street parking does occur in the immediately

surrounding roads. When originally consulted on the application, although KCC Highways & Transportation did not consider that the proposal would give rise to an overbearing impact on the capacity of the local highway network, concerns were raised regarding the proposal and how the parking arrangements could cause overspill into the neighbouring streets.

8.16 As noted above, amended drawings were submitted which reduced the proposal to 31 dwellings as now proposed and further to discussions with KCC Highways & Transportation and the agent the car port design (on the 10 properties that they are included) has been amended. They are now of a lightweight construction and as such less likely to be converted in the future. The result of this is that KCC Highways & Transportation are of the view that along with the other surface car parking that is provided both on plot and also within the development site that the car ports can be considered as parking spaces. On the basis of the amended details, KCC Highways & Transportation now raise no objection to the proposal, subject to a number of conditions which I have recommended below.

Landscaping and Ecology

- 8.17 To the north and south of the proposed dwellings lies existing vegetation in the form of trees and shrubs. The area of vegetation to the north is outside of red line of the application site but within the blue line (land also within the applicant's ownership). Regardless of this, this area of vegetation is to be retained.
- 8.18 The majority of the area to the south will be retained although there is the possibility that some of the trees will be required to be removed. A Tree Survey has been submitted which confirms that no significant trees will be impacted upon by the proposal and as such I am of the view that this element of the proposal is acceptable. However, to ensure that the specified trees are retained and adequately protected I have recommended related conditions. I have also recommended a condition which requires a management plan for these specific areas and as such am of the view that this will ensure that the visual and biodiversity interest is protected. During the course of the application, I also requested that vegetation along the eastern boundary of the site is retained with links to the two retained areas to the north and south to allow for connectivity. This was reflected in the amended layout and as such I am of the view that this will provide further benefits in terms of biodiversity and visual amenity.
- 8.19 The application site is specifically referred to within policy A21 of the Local Plan and sets out the following *"May have some biodiversity interest on site. Will need to undertake ecological assessments that will also consider the presence of protected species."* An ecological scoping survey was submitted with the application which assessed two of the trees on the site as having a high potential for roosting bats and the details submitted with the application set out that these two trees will be lost. On this basis, a bat emergence and re-entry survey was recommended. This survey has been undertaken and I have re-consulted with KCC Ecology, who accept that the two trees offer negligible potential for roosting bats and as such no further survey work is required.
- 8.20 The site, being comprised of unmanaged grassland, also contains suitable habitat for reptiles and initially it was unclear as to what the impact upon these potential species could be. As such a reptile survey was requested. Further to the submission of a reptile survey it has become clear that the site supports a population of slowworms and lizards and as such necessary mitigation will be required to protect these species, a proposal for which was set out in the submitted report. Although KCC

Ecology accepted the principle of the proposed reptile mitigation, concerns were raised regarding whether the proposed receptor site, which was the retained vegetation areas within and surrounding the site, would be big enough to support the reptile population. On this basis I have referred the comments to the agent and have received additional information in regards to this. I have re-consulted KCC Ecology and will update Members at the meeting.

8.21 Further to the above, conditions have been recommended in relation to lighting, a management plan in relation to the retained areas of vegetation and mitigation areas, and a condition relating to ecological enhancements. I have recommended these conditions. As such, and subject to the above issues regarding the receptor site being resolved, I am of the view that the impact upon the protected species can be acceptably mitigated.

Drainage and Contamination

- 8.22 A number of local residents have raised concerns in relation to both foul water and surface water drainage in the surrounding area. Policy A21 of the Local Plan also recognises these issues and sets out that the site *"Has surface water drainage issues which a planning application would need to address through a connection to school network"*; and *"Any planning application for development on these sites would need to be accompanied by a flood risk assessment with appropriate mitigation measures"*.
- 8.23 A Flood Risk Assessment (FRA) has been submitted in support of the application and I have consulted with the Lead Local Flood Authority (KCC) and Southern Water. Southern Water have raised the issue that additional local infrastructure will be required to accommodate the needs of the development. Therefore, they have recommended a condition which requires a drainage strategy which details the proposed means of foul disposal. As such, Southern Water would be required to be satisfied with the details prior to the commencement of the development. In addition to this, although it would fall outside of the planning process, Southern Water would require a formal connection to the public surface water sewer and have suggested a related informative. I have recommended both the condition and the informative and as such am of the view that this will ensure that foul drainage will be adequately dealt with.
- 8.24 In regards to the surface water, the proposal includes the collection of surface water in a network of sewers before connecting to an existing manhole via a new off-site sewer constructed along Admirals Walk. Attenuation will be provided via concrete sewers in the areas of adoptable highway which will be supplemented by underground cellular tanks in communal parking areas. I note the comments of the Lead Local Flood Authority (KCC) who have commented that "The drainage scheme for the proposed development is considered adequate and does not increase the risk from surface water flooding at the site or in the surrounding area." The drainage proposal involves the construction of a surface water sewer outside of the application site and as such would be required to be delivered via S.98 of the Water Industry Act. In respect of this, although this would be delivered outside of the planning process, as the new sewer would be constructed along Admirals Walk which is controlled by KCC I am confident that it will be able to be delivered. The Lead Local Flood Authority have recommended three conditions requiring details of a detailed sustainable water drainage scheme based upon the FRA submitted with the application, a maintenance manual and a verification report. I have recommended these three conditions and on this basis I am of the view that surface water drainage can be dealt with acceptably.

8.25 The application is supported by a phase I contamination report and I have consulted with the Council's Environmental Protection Team Leader. The contaminated land report indicates that the land was infilled with approximately 3m depth of made ground, likely associated with the previous parking and storage uses. There is also a spoil heap at the north of the site. Due to this, there is a risk of heavy contaminants being present. In addition, land fill gas monitoring is required and there is also the potential for asbestos to be present in the made ground and surrounding area from the earlier, demolished school buildings on the adjacent site. Due to this, this issue of contaminated land requires further investigation and on this basis a relevant land contamination and landfill gas condition has been recommended. I have included these conditions below and on this basis am of the view that the issue of contamination can be adequately dealt with.

Developer Contributions

- 8.26 Members will note from the consultation responses received above that in line with normal procedures for a development of this size, it would generate a requirement for financial contributions to deal with additional demand on local infrastructure. The contributions requested are as follows:
 - Libraries £1,488.62;
 - NHS £26,784;
 - SBC Play Equipment £4,000;
 - SBC Formal Sports £4,000;
 - Refuse Bins £2,852;
 - SAMM SPA recreational disturbance £9,335.34
 - Administration and Monitoring £750;
 - Total £49, 209.96
- 8.27 The applicant has agreed to pay these contributions. Members will note that the contributions for both play equipment and formal sports have been reduced from the originally requested amount. The reason for this is that the agent challenged the original contributions on the grounds that they did not meet the tests for planning obligations. These are set out at paragraph 56 of the NPPF and for clarity are as follows:
 - *"a) necessary to make the development acceptable in planning terms;*
 - b) directly related to the development; and
 - c) fairly and reasonably related in scale and kind to the development."

The agent considered that there was no accepted explanation of how the scale of the contribution for play equipment and formal sports was reasonably related to the development and that the Council had failed to explain how and why these contributions were proportionate to the additional demands arising from the development. I continued to liaise with the agent and the Council's Greenspaces Manager who has accepted a revised figure of £4,000 for play equipment and £4,000 for formal sports. I am of the view that this meets the tests for planning obligations along with the remainder of the contributions.

8.28 I am also content that a Section 106 Agreement is the best mechanism for addressing the SAMM contribution (of £301.14 per dwelling), the details of which are set out under the subheading *'The Conservation of Habitats and Species Regulations 2017'*.

The Conservation of Habitats and Species Regulations 2017

- 8.29 The application site is located within 6km of The Medway Estuary and Marshes Special Protection Area (SPA) and the Swale SPA which are European designated sites afforded protection under the Conservation of Habitats and Species Regulations 2017 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.
- 8.30 Residential development within 6km of any access point to the SPAs has the potential for negative impacts upon that protected area by virtue of increased public access and degradation of special features therein. The HRA carried out by the Council as part of the Local Plan process (at the publication stage in April 2015 and one at the Main Mods stage in June 2016) considered the imposition of a tariff system to mitigate impacts upon the SPA (£301.14 per dwelling on developments of 10 or more units, as ultimately agreed by the North Kent Environmental Planning Group and Natural England) these mitigation measures are considered to be ecologically sound.
- 8.31 However, the recent (April 2018) judgement (People Over Wind v Coillte Teoranta, ref. C-323/17) handed down by the Court of Justice of the European Union ruled that, when determining the impacts of a development on protected area, "it is not appropriate, at the screening stage, to take account of the measures intended to avoid or reduce the harmful effects of the plan or project on that site." The development therefore cannot be screened out of the need to provide an Appropriate Assessment (AA) solely on the basis of the agreed mitigation measures (SAMMS), and needs to progress to consideration under an AA.
- 8.32 In this regard, whilst there are likely to be impacts upon the SPAs arising from this development, the scale of development (31 dwellings on an allocated housing site, with access to other recreation areas) and the mitigation measures to be implemented within the SPA from collection of the standard SAMMS tariff will ensure that these impacts will not be significant or long-term. Furthermore, as the site is allocated for housing the impact arising would have been considered during the adoption process of the Local Plan. I therefore consider that, subject to mitigation, there will be no adverse effect on the integrity of the SPAs.
- 8.33 It can be noted that the required mitigation works will be carried out by Bird Wise, the brand name of the North Kent Strategic Access Management and Monitoring Scheme (SAMMS) Board, which itself is a partnership of local authorities, developers and environmental organisations, including SBC, KCC, Medway Council, Canterbury Council, the RSPB, Kent Wildlife Trust, and others. (https://birdwise.org.uk/).

Other Matters

8.34 Although a number of the matters raised in the objection letters in respect of highway concerns, matters of residential and visual amenity, drainage, ecology and contamination have been addressed by virtue of the above discussion, of those that remain I respond as follows. Firstly, in respect of matters of covenants that may relate to the land, this would be a legal matter which would fall outside of the planning process. Furthermore, I will make no comment in regards to the

unsubstantiated claims regarding the sale of the land as again this matter is not a material planning consideration. In regards to previous applications on the site, of which there have been four for residential development, one of these has been approved with the other applications being withdrawn. In respect of dwellings not being required on this site due to construction taking place in Queenborough, I comment that those allocations will not provide for the entirety of the housing need that has been identified. In response to the point made regarding an alternative access being provided through the school grounds I consider that this would not be a realistic option and in any case, I refer to KCC Highways & Transportation who are raising no objection to the scheme. Finally, there will be an element of disturbance from the construction process, however, related conditions in respect of a construction management plan and restrictions in regards to construction hours will, in my view, mean that the impact is not significantly harmful to the amenities of existing adjoining residential properties.

9.0 CONCLUSION

- 9.01 It is firstly important to reiterate that the site is allocated for housing in the Council's adopted Local Plan for a minimum of 20 dwellings. As such the proposal for 31 dwellings would in my opinion contribute towards the Council's housing supply in a location which is accepted in principle.
- 9.02 Although the objections that have been received have been considered in detail, based upon the views of consultees and the appraisal of the application as set out above I believe that subject to the imposition of the listed conditions that the proposal would not give rise to unacceptable harm in regards to residential or visual amenity or highway safety and amenity. In addition to this, I believe that matters in respect of drainage and contamination can be adequately dealt with by virtue of the conditions recommended. The developer has also committed to the payment of the developer contributions as set out above in order to mitigate against increased demand on local infrastructure.
- **10.0 RECOMMENDATION** GRANT Subject to the conditions listed below, no objections being raised by KCC Ecology, an appropriately worded Section 106 Agreement to include the contributions as set out in this report, an amended landscape drawing and any further comments received from 3rd parties.

Conditions:

 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which the permission is granted.

Reason: In pursuance of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

The development hereby approved shall be carried out in accordance with the following drawings: 16.75.SK43B; 16.75.SK20F; 16.75.SK21F; 16.75.SK22F; 16.75.SK29C; 16.75.SK32G; 16.75.SK33C; 16.75.SK34D; 16.75.SK35A; 16.75.SK36C; 16.75.SK37C; 16.75.SK38D; 16.75.SK39A and a revised landscape drawing.

Reason: For clarity and in the interests of proper planning.

3) No development beyond the construction of foundations, shall take place until details of the external finishing materials to be used on the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority, and works shall be implemented in accordance with the approved details.

Reason: In the interest of visual amenity.

4) No development beyond the construction of foundations shall take place until details have been submitted to the Local Planning Authority and approved in writing, which set out what measures have been taken to ensure that the development incorporates sustainable construction techniques such as water conservation and recycling, renewable energy production including the inclusion of solar thermal or solar photo voltaic installations, and energy efficiency. Upon approval, the details shall be incorporated into the development in accordance with the approved details prior to the first use of any dwelling.

Reason: In the interest of promoting energy efficiency and sustainable development.

5) The development hereby approved shall not commence until a Construction Management Plan to include the following has been submitted to and approved in writing by the Local Planning Authority:

i. the parking of vehicles of site operatives and visitors

ii. loading and unloading of plant and materials

iii. storage of plant and materials used in constructing the development iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities

vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: In the interests of highway safety and amenity.

6) The proposed roads, footways, footpaths, verges, junctions, street lighting, sewers, drains, retaining walls, service routes, surface water outfall, vehicle overhang margins, embankments, visibility splays, accesses, carriageway gradients, driveway gradients, car parking and street furniture to be laid out and constructed in accordance with details which have firstly been submitted to and approved by the Local Planning Authority.

Reason: In the interests of highway safety and amenity.

7) Prior to the occupation of any dwelling, the following works between the dwellings and the adopted footway shall be completed:
(a) Footways and/or footpaths, with the exception of the wearing course;
(b) Carriageways, with the exception of the wearing course but including a turning facility, highway drainage, visibility splays, street lighting, street nameplates and highway structures (if any).

Reason: In the interest of highway safety and amenity.

8) The area shown on the drawing no.16.75.SK43B as car parking and turning space shall be provided before any of the dwellings are occupied and shall be

retained for the use of the occupiers of, and visitors to the dwellings, and no permanent development, whether permitted by the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking or reenacting that Order) or not, shall be carried out on the land so shown or in such a position as to preclude vehicular access thereto.

Reason: Development without adequate provision for the parking of cars is likely to lead to car parking inconvenient to other road users and detrimental to amenity.

9) Development shall not begin until a detailed sustainable surface water drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The detailed drainage scheme shall be based upon the flood risk assessment by DHA Environment (January 2018) and shall demonstrate that the surface water generated by this development (for all rainfall durations and intensities up to and including the climate change adjusted critical 100 year storm) can be accommodated and disposed of without increase to flood risk on or off-site. The drainage scheme shall also demonstrate that silt and pollutants resulting from the site use and construction can be adequately managed to ensure there is no pollution risk to receiving waters. The development shall be carried out in accordance with the approved scheme

Reason: To ensure the development is served by satisfactory arrangements for the disposal of surface water and to ensure that the development does not exacerbate the risk of on/off site flooding. These details and accompanying calculations are required prior to the commencement of the development as they form an intrinsic part of the proposal, the approval of which cannot be disaggregated from the carrying out of the rest of the development.

10) No building hereby permitted in any phase shall be occupied until an operation and maintenance manual for the proposed sustainable drainage scheme is submitted to (and approved in writing) by the local planning authority. The manual at a minimum shall include the following details:

- A description of the drainage system and it's key components

- An as-built general arrangement plan with the location of drainage measures and critical features clearly marked

An approximate timetable for the implementation of the drainage system
Details of the future maintenance requirements of each drainage or SuDS component, and the frequency of such inspections and maintenance activities
Details of who will undertake inspections and maintenance activities, including the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage system throughout its lifetime

The drainage scheme as approved shall subsequently be maintained in accordance with these details.

Reason: To ensure that any measures to mitigate flood risk and protect water quality on/off the site are fully implemented and maintained (both during and after construction), as per the requirements of paragraph 103 of the NPPF and its associated Non-Statutory Technical Standards.

11) No building on any phase (or within an agreed implementation schedule) of the development hereby permitted shall be occupied until a Verification Report pertaining to the surface water drainage system, carried out by a suitably qualified professional, has been submitted to the Local Planning Authority which

demonstrates the suitable operation of the drainage system such that flood risk is appropriately managed, as approved by the Lead Local Flood Authority. The Report shall contain information and evidence (including photographs) of earthworks; details and locations of inlets, outlets and control structures; extent of planting; details of materials utilised in construction including subsoil, topsoil, aggregate and membrane liners; full as built drawings; and topographical survey of 'as constructed' features.

Reason: To ensure that flood risks from development to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development as constructed is compliant with the National Planning Policy Framework.

12) Development shall not commence until a drainage strategy detailing the proposed means of foul water disposal and an implementation timetable, has been submitted to and approved in writing by, the Local Planning Authority in consultation with the sewerage undertaker. The development shall be carried out in accordance with the approved scheme and timetable.

Reason: To ensure that disposal of foul water is adequately dealt with.

- 13) Prior to the occupation of any of the dwellings within the development hereby approved, a Landscape and Environmental Management Plan for the retained areas of open space within the application site (including the retained area in the northern part of the site within the blue line as shown on drawing no. 16.75.40 and 16.75.SK43B) must be submitted and approved in writing by the Local Planning Authority. The LEMP must include the following:
 - A plan demonstrating all the habitat management areas;
 - · Details of ecological enhancements;
 - A 5 year rolling management plan (following establishment);
 - Details of monitoring;
 - A timetable for implementation.

Reason: In the interests of enhancing biodiversity opportunities.

14) No development shall take place until a "lighting design strategy for biodiversity" for the site boundaries has been submitted to and approved in writing by the local planning authority. The lighting strategy shall:
a) Identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory;
b) Show how and where external lighting will be installed so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy and these shall be maintained thereafter in accordance with the strategy.

Reason: In order to protect protected species.

15) Prior to the occupation of the development hereby approved, a Biodiversity Management Plan detailing what enhancements will be incorporated in to the site will be approved in writing by the Local Planning Authority. Reason: In the interests of enhancing biodiversity opportunities.

16) All existing trees and hedges on, and immediately adjoining, the site, shall be retained, unless identified on the approved site plan (or block plan in the absence of a site plan) as being removed, except if the Local Planning Authority gives prior written consent to any variation. All trees and hedges shall be protected from damage in accordance with the current edition of BS5837. Any trees or hedges removed, damaged or pruned such that their long term amenity value has been adversely affected shall be replaced as soon as is reasonably practicable and, in any case, by not later than the end of the first available planting season, with plants of such size and species and in such positions to mitigate the loss as agreed in writing with the Local Planning Authority.

Reason: In the interests of landscape, visual impact and amenity of the area and to ensure a satisfactory appearance to the development

17) The development hereby approved shall not commence until details of tree protection in accordance with the current edition of BS 5837 have been submitted to and approved in writing by the local planning authority. All trees to be retained must be protected by barriers and/or ground protection. No equipment, plant, machinery or materials shall be brought onto the site prior to the erection of approved barriers and/or ground protection except to carry out pre commencement operations approved in writing by the Local Planning Authority. Nothing shall be stored or placed, nor fires lit, within any of the protected areas. No alterations shall be made to the siting of barriers and/or ground protection, nor ground levels changed, nor excavations made within these areas without the written consent of the local planning authority. These measures shall be maintained until all equipment, machinery and surplus materials have been removed from the site.

Reason: In the interests of landscape, visual impact and amenity of the area and to ensure a satisfactory appearance to the development.

18) All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed in writing with the Local Planning Authority.

Reason: In the interests of the visual amenities of the area and encouraging wildlife and biodiversity.

19) Upon completion of the approved landscaping scheme, any trees or shrubs that are removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced with trees or shrubs of such size and species as may be agreed in writing with the Local Planning Authority, and within whatever planting season is agreed.

Reason: In the interests of the visual amenities of the area and encouraging wildlife and biodiversity.

20) No construction work in connection with the development shall take place on any Sunday or Bank Holiday, nor on any other day except between the following times:

Monday to Friday 08:00 – 18:00 hours, Saturdays 08:00 – 13:00 hours unless in association with an emergency or with the prior written approval of the Local Planning Authority.

Reason: In the interests of residential amenity.

21) No impact pile driving in connection with the construction of the development shall take place on the site on any Saturday, Sunday or Bank Holiday, nor any other day except between the following times:-

Monday to Friday 0900-1700hours unless in association with an emergency or with the written approval of the Local Planning Authority.

Reason: In the interests of residential amenity.

22) The development hereby permitted shall not be commenced until the following components of a scheme to deal with the risks associated with contamination of the site shall have been submitted to and approved, in writing, by the local planning authority:

1) A site investigation, based on the Desk Top Study/ Phase I Risk Assessment submitted with the application to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

2) A remediation method statement (RMS) based on the site investigation results and the detailed risk assessment. This should give full details of the remediation measures required and how they are to be undertaken. The RMS should also include a verification plan to detail the data that will be collected in order to demonstrate that the works set out in the RMS are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

3) A Closure Report is submitted upon completion of the works. The closure report shall include full verification details as set out above. This should include details of any post remediation sampling and analysis, together with documentation certifying quantities and source/destination of any material brought onto or taken from the site. Any material brought onto the site shall be certified clean.

Any changes to these components require the express consent of the Local Planning Authority. The scheme shall thereafter be implemented as approved.

Reason: To ensure that issues of contamination are adequately dealt with.

23) The development hereby permitted shall not be commenced until a detailed scheme for the investigation, recording and remediation of gas has been carried out. The scheme shall comprise:

1.A report to be submitted to and approved by the Local Planning Authority. The report shall include a risk assessment and detail how on site monitoring during the investigation took place. The investigation shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a methodology that complies with current best practice, and these details reported.

2.Detailed proposals in line with current best practice for gas protection measures (the 'Gas Protection Proposals') have been submitted to and approved

by the Local Planning Authority. The Proposals shall detail sources of best practice employed.

3.Upon completion of the works, a closure report to be submitted to and approved by the Local Planning Authority. The closure report shall include full details of the works and certification that the works have been carried out in accordance with the approved scheme.

Reason: To ensure that issues of landfill gas are adequately dealt with.

24) Notwithstanding the provisions of Class A, Part 2, Schedule 2 to the Town and Country Planning (General Permitted Development) Order 1995 (as amended), no gates, fences, walls or other means of enclosure shall be erected or provided in advance of any wall or any dwelling fronting on a highway without the consent in writing of the Local Planning Authority.

Reason: In the interests of residential amenity.

25) The development shall be completed strictly in accordance with details in the form of finished floor levels for all the dwellings which shall firstly have been submitted to and approved in writing by the Local Planning Authority.

Reason: In order to secure a satisfactory form of development having regard to the sloping nature of the site.

INFORMATIVES

- A formal application for connection to the public sewerage system is required in order to service this development, please contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk. It should be noted that Southern Water is currently consulting on the New connections charging process as directed by Ofwat. Please refer to Southern Water's website <u>https://www.southernwater.co.uk/new-connectionscharging-consultation</u> for further details.
- A formal application for connection to the water supply is required in order to service this development. Please contact Southern Water, Sparrowgrove House Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk".
- 3) The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or being built. Planning consent for a development does not provide a defence against prosecution under this act. Trees and scrub are likely to contain nesting birds between 1st March and 31st August inclusive. Trees and scrub are present on the application site and are to be assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity on site during this period and has shown it is absolutely certain that nesting birds are not present.

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.

