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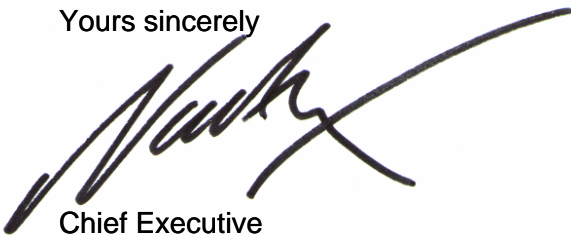
19 July 2011

Dear Councillor

NOTICE IS HEREBY GIVEN THAT a special meeting of the **PLANNING** Committee will be held in the Council Chamber at these Offices on Thursday, 28 July 2011 at 6.00 pm when the following business will be transacted.

Members of the public who require further information are asked to contact Pauline Hodding on (01304) 872305 or by e-mail at [paulinehodding@dover.gov.uk](mailto:paulinehodding@dover.gov.uk).

Yours sincerely



Chief Executive

Planning Committee Membership:

Councillor F J W Scales	(Chairman)
Councillor B W Butcher	(Vice-Chairman)
Councillor R J Thompson	(Spokesperson)
Councillor J S Back	
Councillor T A Bond	
Councillor J A Cronk	
Councillor B Gardner	
Councillor S J Jones	
Councillor K E Morris	
Councillor R S Walkden	

AGENDA

1. **APOLOGIES**
2. **APPOINTMENT OF SUBSTITUTE MEMBERS**  
To note appointments of Substitute Members.
3. **DECLARATIONS OF INTEREST**

Members are required to disclose the existence and nature of a personal interest under this item of business or when the interest becomes apparent. An explanation in general

terms of the interest should also be given to the meeting. If the interest is also a prejudicial interest, the Member should then withdraw from the room or chamber.

4. **OUTLINE PLANNING APPLICATION FOR THE CONSTRUCTION OF UP TO 1,400 RESIDENTIAL UNITS, COMPRISING 2-5 BED UNITS, 66 BED CARE HOME (USE CLASS C2) AND SUPPORTED LIVING UNITS, WITH VEHICULAR ACCESS OF THE A256. PROVISION OF A NEW 420 PLACE 2FE PRIMARY SCHOOL INCLUDING EARLY YEARS PROVISION, ENERGY CENTRE AND LOCAL CENTRE COMPRISING UP TO 250SQM OF RETAIL SPACE (USE CLASSES A1-A3) ALONG WITH ALL ASSOCIATED ACCESS ARRANGEMENTS, CAR PARKING, INFRASTRUCTURE AND LANDSCAPING, WITH ALL MATTERS (EXCEPT THE MEANS OF ACCESS OF THE A256) RESERVED FOR FUTURE CONSIDERATION (REFERRED TO AS PHASE 1 IN APPLICATION DOCUMENTATION)**

To consider the attached report of the Director of Community and Development. Public speaking will be permitted in respect of this application. (For further information please contact Michael Dawson, extension 2460.)

#### **Access to Meetings and Information**

- Members of the public are welcome to attend meetings of the Council, its Committees and Sub-Committees. You may remain present throughout them except during the consideration of exempt or confidential information.
- All meetings are held at the Council Offices, Whitfield unless otherwise indicated on the front page of the agenda. There is disabled access via the Council Chamber entrance and a disabled toilet is available in the foyer. In addition, there is a PA system and hearing loop within the Council Chamber.
- Agenda papers are published five clear working days before the meeting. Alternatively, a limited supply of agendas will be available at the meeting, free of charge, and all agendas, reports and minutes can be viewed and downloaded from our website [www.dover.gov.uk](http://www.dover.gov.uk). Minutes are normally published within five working days of each meeting. All agenda papers and minutes are available for public inspection for a period of six years from the date of the meeting. Basic translations of specific reports and the Minutes are available on request in 12 different languages.
- If you require any further information about the contents of this agenda or your right to gain access to information held by the Council please contact Pauline Hodding, Team Leader Democratic Support, telephone: (01304) 872305 or email: [paulinehodding@dover.gov.uk](mailto:paulinehodding@dover.gov.uk) for details.

**Large print copies of this agenda can be supplied on request.**

**a) DOV/10/1010**

**Description**

Outline planning permission for the construction of up to 1,400 residential units, comprising 2-5 bed units, 66 bed care home (Class C2) and supported living units with vehicular access off the A256. Provision of new 420 place 2FE Primary School including early years provision, energy centre and local centre comprising up to 250sqm of retail space (Class A1-A3) along with all associated access arrangements, car parking, infrastructure and landscaping, with all matters (except the means of access off the A256) reserved for future consideration

**b) Recommendation**

Subject to the satisfactory resolution of matters raised by Natural England; Kent Highways Services and the Highways Agency, including receipt of formal confirmation of the removal of the holding direction, the Planning Committee resolves that the Director of Community and Development be authorised to grant outline planning permission subject to appropriate conditions and the completion of the necessary legal agreement(s).

**c) Planning Policy**

National Planning Policy

The following Planning Policy Guidance Notes and Statements have been identified as being relevant to the proposed development:

- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Statement 3: Housing
- Planning Policy Statement 5: Planning for the Historic Environment
- Planning Policy Statement 7: Sustainable Development in Rural Areas
- Planning Policy Statement 9: Biodiversity and Geological Conservation
- Planning Policy Guidance 13: Transport
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation
- Planning Policy Statement 22: Renewable energy
- Planning Policy Statement 23: Planning and Pollution Control
- Planning Policy Guidance 24: Planning and Noise
- Planning Policy Statement 25: Development and Flood Risk

The Development Plan

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the provision of the Development plan unless material considerations suggest otherwise. In the case of this application, the Development Plan comprises:

- Regional Spatial Strategy for the South East of England
- The Adopted Dover District Core Strategy (February 2010)
- The Dover District Local Plan 2002 (Saved Policies)

*Regional Spatial Strategy (RSS) for the South East of England (South East Plan) (Adopted September 2008)*

The Regional Spatial Strategy (RSS) for the South East of England sets out the long term spatial planning framework for the region over the years 2006-2026. The South East Plan replaces the Regional Planning Guidance for the South East (RPG9).

Of particular relevance to the application is Policy EAK1 which identifies Dover as a Growth Point with para 18.9 recognising the need for a substantial urban extension and the need to utilise green field land.

The following polices are considered to be relevant to the determination of the proposed development:

EAK1	Core Strategy
SP1	Sub-Regions In The South East
SP2	Regional Hubs
SP3	Urban Focus And Urban Renaissance
SP4:	Regeneration And Social Inclusion
CC1	Sustainable Development
CC2	Climate Change
CC3	Resource Use
CC4	Sustainable Design And Construction
CC7	Infrastructure And Implementation
CC8:	Green Infrastructure
H1:	Regional Housing Provision 2006 - 2026
H2	Managing The Delivery Of The Regional Housing Provision
H3	Affordable Housing
H4	Type And Size Of New Housing
T4:	Parking
T5:	Travel Plans And Advice
T8:	Regional Spokes
NRM1	Sustainable Water Resources And Groundwater Quality

NRM3	Strategic Water Resources Development
NRM4	Sustainable Flood Risk Management
NRM5	Conservation And Improvement Of Biodiversity
NRM9	Air Quality
NRM10	Noise
NRM11	Development Design For Energy Efficiency And Renewable
NRM12	Combined Heat And Power
NRM15	Location Of Renewable Energy Development
NRM16	Renewable Energy Development Criteria
W1	Waste Reduction
W2	Sustainable Design, Construction And Demolition
M1	Sustainable Construction
C2	The South Downs
C4	Landscape And Countryside Management
C5	Managing The Rural-Urban Fringe
C6	Countryside Access And Rights Of Way Management
BE2	Suburban Intensification
LF3	Broad Amount And Distribution Of Future Housing Development
LF4	Affordable Housing
LF5	Urban Areas And Regional Hubs

*The Adopted Dover District Core Strategy (February 2010)*

The following polices are considered to be relevant to the determination of the proposed development:

<b>Section 3 - The Strategy</b>	
CP1	Settlement Hierarchy
CP3	Distributions of Housing Allocations
CP4	Housing Quality, Mix, Density and Design
CP5	Sustainable Construction Standards
CP7	Green Infrastructure Network
<b>Section 4 - Strategic Allocations</b>	
CP11	The Managed Expansion of Whitfield
<b>Annex 1 - Development management Polices</b>	
DM5	Affordable Housing
DM11	Location of Development and Managing Travel Demand
DM12	Road Hierarchy and Development
DM13	Parking provision
DM15	Protection of the Countryside
DM16	Landscape Character

*The Dover District Local Plan 2002 (Saved Policies)*

CO8	Development which would adversely affect a hedgerow
OS2	Children's play space provision in developments of 15 or more dwellings
OS3	Provision of open space needs from new development

Each of the local and national planning polices referred to above are summarised in Appendix 1.

Other Material Considerations

Whitfield Urban Expansion Supplementary Planning Document – Adopted Masterplan 2011  
The adopted SPD forms Part of the Development Plan with the purpose of the document being to set out a framework for how the proposed expansion at Whitfield should be undertaken. The document develops the proposals for growth that were set out in principle in

the districts adopted Core Strategy. These identified that Whitfield is a suitable location to create a new residential area supported by a full range of infrastructure

Affordable Housing Supplementary Planning Document (September 2007)

The Kent Design Guide 2005 (Adopted as an SPD)

Delivering Affordable Housing Through the Planning System

Manual for Streets

#### **d) Planning History**

The application site itself has no detailed planning history which the exception of an application for a scoping opinion.

##### DOV/10/0716

Scoping Opinion under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 and the Town and Country Planning (General Development Procedure) Order 1995 (As amended) – for the phase 1 and 1A. A formal response was issued which made recommendations on the extent and scope of the Environmental Statement which would be required to accompany a planning application.

A separate planning application (which constitutes Phase 1A of the WUE) was submitted at the same time as this submission. The proposals for Phase 1A are related to the proposed development and will form a material consideration. The full details of the proposals for Phase 1A are as follows.

##### DOV/10/1011

Outline planning application for the construction of a new 'village centre' comprising Bus Rapid Transport (BRT); health/social care centre and police office (Use Class D1) totalling up to 1900 sqm; retail space and food/drink uses (Use Class A1 – A3) totalling up to 1975 sqm; and 100 (2 – 5 bed) residential units including 6 no supported living units (Use Class C3); provision of a learning and community campus (LCC) to incorporate a new 420 place 2FE primary school including early years provision, together with access arrangements, all associated car parking, energy centre, infrastructure and landscaping with all matters reserved for future consideration (referred to as Phase 1A in application documentation), Whitfield Urban Extension (WUE), land east of Sandwich Road and north-west of Napchester Road, Whitfield, Dover.

#### **e) Consultation Responses**

The application was validated on 10<sup>th</sup> December 2010.

As submitted the application represents a departure from the Development Plan for the following reasons:

- The application site boundary includes a section of land (adjacent to the A256) which is not identified within the area identified for development by Policy CP11 of the Core Strategy. The application is therefore a departure from the Development Plan and this has been advertised accordingly.

- The proposed development when originally submitted included the provision of up to 750 square metres of employment floor space. The provision of employment floor space (town centre use) is not in accordance with the Development Plan and is therefore a departure from the Development Plan and was advertised accordingly.

The inclusion of an additional amount of land outside of the area originally identified is considered necessary to accommodate the site access. During the course of the application the B1a element has been removed and this no longer forms part of the application.

Following validation of the application public consultation was undertaken in accordance with the regulations.

#### *Amended application material*

The applicant submitted amended material on 24<sup>th</sup> June 2011 and the 4<sup>th</sup> of July 2011. Public consultation was undertaken in accordance with the regulations following receipt of each set of amended application material.

A full summary of the consultation responses received is attached as Appendix 1.

#### **f) The Site**

- 1.1 The application site is approximately 59.9ha and located approximate 5km to the north west of central Dover adjacent to Whitfield. It is roughly triangular in shape and is located in the south eastern corner of the strategic allocation identified by policy CP11 of the Core Strategy and the Whitfield SPD. The southern boundary of the site is bounded by the A2 which forms a physical barrier separating the site from the White Cliffs Business Park to the south. Further to the south beyond the White Cliffs Business Park is the main urban area of Dover which includes the cross channel ferry port and railway station.
- 1.2 The eastern boundary of the site is bounded by the A256 and there is substantial planting and a bund along much of the length of this section of the A256. The area further to the west and North West beyond the A256 is comprised of open countryside predominantly made up of agricultural fields. The hamlet of Church Whitfield lies to the north east of the application site which is an attractive historic village and includes the listed St Peters Church.
- 1.3 The eastern boundary of the application site is bounded by the rear gardens of residential properties in Archers Court Road and the Newlands Estate. Further to the east and north east is the existing village of Whitfield.

#### **The Proposal**

- 1.1 Outline planning application for the construction of up to 1,400 residential units, comprising 2-5 bed units, 66 bed care home (Class C2) and supported living units with vehicular access off the A256. Provision of new 420 place 2FE Primary School including early years provision, energy centre and local centre comprising up to 250sqm of retail space (Class A1-A3) along with all associated access arrangements, car parking, infrastructure and landscaping, with all matters (except the means of access off the A256) reserved for future consideration.
- 1.2 A detailed breakdown of the proposed development is provided in the table below:

Use	Amount
Residential	
Flats	35
2 bed	360
3 bed	659
4 bed	233
5 bed	43
Supported Living Units (secured by Phase 1A)	4
Care Home	66 beds
Retail	250 square metres
Primary School	Provision of a 2 form entry primary school with early years provision
Green Infrastructure	16.5 hectares
Energy Centre	1

- 1.3 As identified in the preceding paragraphs the application site is located within an area which is identified by Policy CP11 of the Core Strategy as a strategic allocation for a major urban extension to Whitfield. The application site is identified as 'Phase 1' within the Whitfield Urban Expansion (WUE) Supplementary Planning Document (SPD)– Adopted Masterplan (April 2011) which should be afforded significant weight in the determination of the application. The proposed development will need to demonstrate that is in accordance with the provisions of Policy CP11 and the guidance contained within the SPD.
- 1.4 This application should be assessed against the planning policy framework and determined on its own merits, however it is important to note that the proposed development also needs to be considered as part of the wider comprehensive development which is 'the Whitfield Urban Expansion' (WUE). The applicant will be expected to demonstrate how the proposed development relates to the wider plans for expansion in order to ensure that it does not prejudice the delivery of the wider development.
- 1.5 The SPD states the sequence in which the Neighborhoods are developed will be led by infrastructure and access considerations. The evidence base (Utilities Services Report and Transport Strategy) demonstrates that development of the WUE should commence in the Eastern Development Area with the Light Hill Neighbourhood and thereafter it is preferred that it follows a progressive anti-clockwise direction. The SPD also states that a planning application for the commencement of the development at Light Hill should include, or be accompanied by a separate application for, proposals for the village centre.
- 1.6 The same applicant has also submitted an additional and separate outline planning application for 'Phase 1A' which is also located within the WUE (application reference

DOV/10/1011). Phase 1A proposes the creation of a new 'village centre' and is intended to form the hub to serve both the wider development and the existing village of Whitfield. The proposed development will therefore benefit from the facilities which are proposed within the 'Village centre' as part of the Phase 1A application. The application for Phase 1A was reported to planning committee on 23-06-2011 with the planning committee resolving to grant permission subject to the resolution of outstanding matters, the completion of a S106 agreement and appropriate conditions.

- 1.7 Although applications for Phase 1 and Phase 1A have been submitted separately they are both related to the wider comprehensive development identified by the Core Strategy and the SPD and due consideration therefore needs to be given to the relationship with Phase 1A and also to the future planning applications for later phases of the WUE.
- 1.8 This is reflected in the application documentation for both Phase 1 and Phase 1A with a number of the supporting documents considering the impact of both Phase 1 and Phase 1A in a 'joint' document/assessment.
- 1.9 The applicants approach to submit proposals for a new village centre (Phase 1A) is consistent with the SPD which requires that proposals for Phase 1 are supported by details/proposals for a new village centre

## **2. Assessment – Main Planning Issues**

### Principle of Development

- 2.1 The Dover District Core Strategy was adopted in February 2010 and provides an up to date planning policy framework for Dover District. Policy CP11 identifies a large area around Whitfield, Dover as a strategic site for development which is central to the delivery of the key objectives of the Core Strategy.
- 2.2 This approach is consistent with PPS12 and was confirmed as such by the Core Strategy's Inspector's report which states the following:

*The CS includes four strategic allocations which are central to the achievement of the strategy. They are underpinned by the complementary themes of growth and regeneration and will be taken forward through masterplans or development briefs.*

*In conclusion, I am satisfied that the designation of Whitfield as a SA, which is central to the delivery of the strategy, is in accordance with the advice in PPS12. The background evidence demonstrates that the level and detail of work that has been carried out to assess environmental impacts, access and infrastructure requirements is appropriate to support the allocation. Subject to changes PC32, PC37 and IC03, which are necessary to ensure that it is sound, the CS approach to the urban extension at Whitfield is justified, effective and consistent with advice in PPS12.*
- 2.3 The application site is predominantly located within the area of land identified and allocated for development by Policy CP11 (*The Managed Expansion of Whitfield*) of the adopted Core Strategy. The strategic allocation is known as the 'Whitfield Urban Expansion' (WUE) and allows for the provision of circa 5750 new dwellings, mixed use development, community facilities and green infrastructure.
- 2.4 Since the application site is located well within the strategic allocation identified by Policy CP11 of the Core Strategy the principle of development is acceptable.

2.5 Policy CP11 states the following:

*The Managed Expansion of Whitfield*

*The site to the west, north and east of Whitfield is allocated for an expansion of Whitfield comprising at least 5,750 homes supported by transport, primary education, primary health and social care, utility services and green infrastructure together with retail, financial and professional offices, eating and drinking establishments (Use Classes A1 to A5). Planning permission will be granted provided:-*

- i. Any application for development is preceded by, and is consistent with, a masterplan for the whole site which has been agreed by the Council as a Supplementary Planning Document;*
- ii. The proposals relate to the whole allocated development or if less do not in any way prejudice the implementation of the whole development;*
- iii. The proposals include a phasing and delivery strategy that is related to the provision of all forms of infrastructure and the creation of neighbourhood centres;*
- iv. An access and transport strategy is developed that maximises the potential for walking, cycling and use of public transport, especially to the town centre and the White Cliffs Business Park area, includes link/distributor roads to connect the site to the surrounding network, identifies access points to the site and between the site and the existing settlement, safeguards land for a park and ride facility and identifies construction access arrangements that do not disrupt existing residents;*
- v. An energy and water strategy is developed that will be capable of enabling the development throughout its lifetime to meet proposed national stepped requirements for sustainable construction under the Code for Sustainable Homes but enables residential buildings to achieve a minimum of Code for Sustainable Homes level 4 with immediate effect from adoption of the Core Strategy, non- residential buildings to achieve BREEAM excellent standard and schools to achieve zero carbon rating;*
- vi. Existing hedgerows and tree lines are, wherever possible, retained and enhanced to form the basis of a green infrastructure network that connects with the wider network and also incorporates open spaces for recreational and other purposes, including the provision of facilities to deflect likely urbanisation and recreational pressures arising from the development away from the Lydden and Temple Ewell Downs Special Area of Conservation;*
- vii. The design creates neighbourhood centres and incorporates a landmark building and foreground buildings and creates vistas and focal points using retained trees and having particular regard to relationships with the access and transport, energy, water and green infrastructure strategies;*
- viii. The mix of market housing is designed to broaden Dover's market offer and appeal and assist in attracting families and people of working age into the District while the provision of affordable housing should address prioritised need; and*

- ix. *The proposals demonstrate how the development would protect the setting of listed buildings and integrate with existing residential areas while not causing any significant adverse effect on the amenities of existing residents.*
- 2.6 Further detailed guidance on the appropriate land use and form of development is provided by the adopted Whitfield Urban Extension Supplementary Planning Document (SPD) (April 2011).
- 2.7 The adopted SPD forms part of the Local Development Framework with the purpose of the document being to set out a framework for how the proposed expansion at Whitfield should be undertaken. The document develops the proposals for growth that were set out in principle in the Districts adopted Core Strategy. These identified that Whitfield is a suitable location to create a new residential area supported by a full range of infrastructure.
- 2.8 An important component of Policy CP11 of the Core Strategy and the SPD is that any proposals for the WUE relate to the whole allocated development or if less do not in any way prejudice the implementation of the whole development. In order to comply with this aspect of the policy framework it is necessary for the applicant to demonstrate that the proposed development does not prejudice the delivery of the wider development and that the proposal is supported by the necessary and adequate level of infrastructure. The applicant has produced a large amount of supporting material in order to demonstrate that the proposal is consistent with the SPD in this regard and has taken account of the wider development. A detailed phasing and deliver and infrastructure statement has been provided with the application material which sets out the applicants approach to providing the necessary infrastructure. Infrastructure provision is assessed in detail in the main section of this report but it is considered that the applicant has provided sufficient information to demonstrate that the proposed development has taken account of the need to ensure the wider development are not prejudiced by the proposals for Phase 1.
- 2.9 Overall in light of the adopted policy framework which exists it is clear that the principle of development is acceptable provided the proposed development is in accordance with all other aspects of the development plan.

#### Retail Space

- 2.10 The application proposals include the provision of up to 250 square metres of retail space (Use Class A1 – A3). National planning policy guidance for proposals which incorporate elements of economic development (such as new retail uses) is provided by PPS4. It states that the following with regards to proposals for new retail uses, *A sequential assessment (under EC15) is required for planning applications for main town centres uses that are not in an existing centre and are not in accordance with an up to date development plan. This requirement applies to extensions to retail or leisure uses only where the gross floor space of the proposed extension exceeds 200 square metres.*
- 2.11 Although the proposed retail accommodation (defined as a town centre use) is not located within a town centre it is in accordance with the development plan. Paragraphs 9.147 to 9.241 of the SPD set out that the masterplan has been divided into 3 main areas, or development areas set in a framework of green infrastructure. Each of these has been subdivided into neighbourhoods. Phase 1 provides all of the development for the Light Hill neighbourhood. Further guidance is provided for Light

Hill at paragraph 9.161 of the SPD which states that, proposals for Light Hill will be expected to provide approximately 1400 dwellings, a new school, local centre and other supporting infrastructure facilities and services.

- 2.12 The application includes the provision of up to 250 square metres of retail floor space which is intended to be located in the new local centre to provide a focal point and services and facilities for the local community. A small local centre will assist in the creation of a sustainable community and help to minimise car journeys. It is therefore considered that the inclusion of a modest amount of retail floor space proposed would comply with the development plan and as such there is no requirement for the applicant to submit a sequential assessment in this instance.
- 2.13 Overall it is considered that the inclusion of the relatively small amount of retail space is acceptable. It is of a size and scale which is unlikely to have an adverse impact on existing local and district centres in the vicinity of the site and there is no requirement for the applicant to submit a sequential test in this regard. The retail space will form the central hub of phase one and help to create a cohesive and sustainable community providing facilities for the local community. As such it is considered that the retail space is in accordance with PPS4, Policy CP11 of the Core Strategy and the Whitfield SPD.

#### Environmental Impact Assessment

- 2.14 In accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 the application has been submitted with a full Environmental Statement (ES). Prior to submitting the application the applicants submitted a scoping opinion which the Council formally responded to on the 3<sup>rd</sup> September 2010.
- 2.15 The submitted ES considers landscape and visual, ecology, transport and access, air quality, noise and vibration, archaeology and cultural heritage, agriculture and soil resources, water resources, flood risk and socio economics. The findings and conclusions of the ES in respect of the areas considered by the applicant are incorporated within the main body of this report.

#### Transport and Access

- 2.16 Current planning guidance and policy seeks to maximise the potential sustainability of a proposed development where ever possible. PPS1 provides national planning policy advice with regards to sustainable development and states the following:

*New developments should address the need to:*

- *Reduce the need to travel;*
- *Encourage accessible transport provision; and*
- *Provide improved access by ensuring new development is located where everyone can access services and facilities on foot, by bicycle or by public transport rather than by car.*

- 2.17 PPG13 sets out the overall strategy for a sustainable transport system, with objectives of integrated planning and transport at the national, regional, strategic and local level stating the following:

- *Promote more sustainable transport choices;*

- *Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and*
- *Reducing the need to travel, especially by car.*

2.18 In relation to transport and transport impact Policy CP11 of the Core Strategy states the following:

- iv. *An access and transport strategy is developed that maximises the potential for walking, cycling and use of public transport, especially to the town centre and the White Cliffs Business Park area, includes link/distributor roads to connect the site to the surrounding network, identifies access points to the site and between the site and the existing settlement, safeguards land for a park and ride facility and identifies construction access arrangements that do not disrupt existing residents;*

2.19 In respect of the wider WUE the Core Strategy recognises the following:

- The existing access points at Whitfield will not be suitable for the level of development proposed and therefore a new access point to serve the development will have to be created;
- The A2 Whitfield Roundabout is likely to need upgrading in order to accommodate the level of development proposed;
- The rural lanes to the west of Whitfield are not suitable for expansion;
- Proposals should include measures to allow movement across the A2 for pedestrians and cyclists in order to reduce the A2's 'barrier effect'.
- There must be provision for enhanced public transport to central Dover; and
- An access and transport strategy will be required with any planning submission to identify the best route for the internal link road and the most appropriate access point.

2.20 With respect to access, transportation and highways issues the SPD states the following:

- A new access to the south of Archers Court road is the preferred area for the principle site access;
- Whitfield roundabout will need to be upgraded;
- Construction traffic should avoid using existing residential roads;
- The overall development needs to help facilitate delivery of the BRT route and service;
- Proposals for the creation of new Public Rights of Way;
- Walking and cycle links over the A2 would be best served by a footway/cycle bridge; and

- Cycle routes will need to connect with the surrounding network.

- 2.21 The applicant has submitted a full transport assessment, travel plan and parking strategy in order to demonstrate that the proposed development has been designed and developed in accordance with the policy guidance set out in the Core Strategy and the SPD. The applicant states that the transport strategy has been developed through extensive consultation with the Highways Agency and Kent Highways Services (KHS).
- 2.22 KHS have raised a concern with regards to the indicative bus only exit onto Archers Court Road. They consider that the rationale for this has not been adequately explained and it would not be desirable in design and sustainability terms. A bus only access (as currently illustrated, until the spine road serving the later phases is complete) would result in future occupiers having to travel out of the site and access the A256 or A2 in order to utilise the new village centre or reach the existing centre of Whitfield. This would constitute a long convoluted route resulting in potentially unnecessarily long car journeys. KHS consider that the proposed development should have a higher degree of permeability and connection with Whitfield and the impact of Archers Court Road should therefore be looked at in greater detail in order to assess if an alternative mitigation measure can come forward.
- 2.23 As part of this submission the applicant is seeking to determine means of access from the A256 only. The applicant has submitted an illustrative scheme for the potential connection with and exit onto Archers Court Road. The provision of a suitable access onto Archers Court Road is required to be submitted by condition.
- 2.24 KHS recommend that a financial contribution be sought towards provision of a bridge link over the A2 to enhance links and connectivity with the surrounding area. KHS state that there is no footway along the A256 to the dumb bell roundabout and they consider it is necessary to provide a footpath/cycleway linkage to the dumb bell roundabout within the site and a footpath connection around the dumb bell roundabouts which terminates near B&Q. KHS do however state that should the A2 bridge come forward that this would be an appropriate sustainable transport improvement measure for the site.
- 2.25 The applicant's proposals include provision for the safeguarding of land on the southern border of the site for the potential bridge link over the A2.

#### *Highways Agency*

- 2.26 The Highways Agency have reviewed the application and initially raised an objection on the basis that they considered that insufficient information was submitted by the applicant to demonstrate that the A2 Trunk Road would not be adversely affected. As a result the HA issued a direction which restricts the Local Authority from issuing a decision on the proposed development until the direction is lifted by the HA.
- 2.27 In response the applicant has submitted a revised stand alone Transport Assessment and supporting material which has been sent to the HA for their review. At the time of writing this report a response is awaited and this will be reported to the committee.

#### *Transport Assessment*

- 2.28 The applicant has submitted a full Transport Assessment with the application in order to demonstrate the consistency of the development proposals with the requirements

of the Core Strategy and the SPD. The traffic impact assessment is based upon the Dover Transport Strategy Model and a more detailed model developed for the SPD both of which are agreed as fit for purpose by the Highway Authorities.

2.29 Baseline conditions have been established as part of the Transport Assessment to represent current conditions. A series of traffic counts has been conducted within and surrounding the Whitfield area for input into the highway models used for assessment. The data provides a current baseline for understanding the existing traffic patterns. Data was collected from the following locations:

- Whitfield roundabout;
- A2 / A256 dumbbell junction;
- Duke of York roundabout;
- Sandwich Road;
- A256 corridor; and A2 corridor.

2.30 In order to assess the impact of the overall development on Key locations on the highway network, traffic generation has been calculated and then distributed in accordance with the Dover Transport Model. Traffic impacts can then be determined at and assessed at critical junctions.

2.31 The applicant has acknowledged the importance of the need to link the proposed development to Dover town centre and train station with a high quality and high frequency public transport service. Kent County Council and Dover District Council have planned the provision of a new fast bus service know as a Bus Rapid Transit System (BRT). The BRT will support the growth of Dover and is central to achieving a sustainable transport. The BRT seeks to maximise the potential to promote sustainable transport by providing a fast dedicated link to central Dover and in particular the train station.

2.32 The SPD identifies the following in respect of public transport and the BRT scheme:

- On site internal infrastructure should be placed to ensure public transport services with high level of priority and provide all residents with a service within 400 metres. Direct access via new A256 access junction is an acceptable early point of access;
- Initially, an extension of existing Service 61 into Phase 1 via Archers Road to provide a 15 minute service to the application site; and
- Introduction of a direct express peak hour shuttle bus linking between the proposed development (phase 1), existing central Whitfield and Dover Priory Station should be provided from the first year of build-out.

#### *Transport Mitigation Measures*

2.33 The applicants Transport Assessment has identified that a number of mitigation measures will need to be undertaken in order to mitigate the impact of the proposed development. This includes the following:

- Improvements to the Whitfield Roundabout
- Improvements to the Duke of York Roundabout

- New A256 access junction
- First Phase BRT/Dover Express Service (Peak Hours)
- Extension of the existing bus route 61
- Safeguarding land for A2 Bridge Link

#### *Whitfield Roundabout*

- 2.34 Designs for an appropriate improvement scheme have been submitted in sufficient detail to allow the Highways Authority to consider the deliverability of the proposal and review the necessary junction improvements with regards to the necessary design, capacity and safety standards.
- 2.35 The applicant's Transport Assessment confirms that there is capacity for up to 800 dwellings before the need for a mitigation scheme at Whitfield roundabout is triggered. The Highways Agency have indicated that it is likely to be acceptable to attach a suitably worded planning condition to any planning consent which stipulates that no more than 800 dwellings are to be completed prior to the implementation of an agreed mitigation scheme for Whitfield Roundabout.

#### *Duke of York Roundabout*

- 2.36 The Duke of York Roundabout is currently operating at capacity and peak times and therefore the proposed development will therefore add to the existing problem.
- 2.37 A concept solution has been prepared for the Duke of York Roundabout to sufficient detail to allow the Highways Authority to assess the deliverability of the proposed improvement scheme. Given that this junction is forecast to fail without the proposed development coming forward it is proposed that equitable contributions to the necessary improvements are secured within the S106 agreement.

#### *A256 access junction*

- 2.38 In order to gain access into the site a new at grade roundabout is required on the A256. The applicant has provided a design for an appropriate scheme which have been submitted in sufficient detail to allow KHS to consider the deliverability of the proposal and review the necessary junction/access with regards to the necessary design, capacity and safety standards. The delivery of this junction will be secured by way of a S106 agreement.

#### *BRT*

- 2.39 The SPD states that to serve the wider development the BRT is to be introduced in 3 stages. The SPD requires that applications for Phase 1 provide for 'stage 1'
- 2.40 BRT takes the form of an extended route 61 service with a direct express peak hours service between the Light Hill phase of the WUE, existing Whitfield and Dover Priory station from the first year of build out. This will require a bus access to Archer's Court Road and an internal route that ensures all residents are within 400m of the service.
- 2.41 The applicant's public transport strategy for the proposed development seeks a balance of utilising the existing and established bus services and providing the basis for the Dover BRT which will provide an express link to central Dover.

2.42 The following is proposed

- Existing number 61 service is extended to serve Phase 1; and
- Introduction of a shuttle service operating between the proposed development at phase 1 and central Dover, including Dover Priory Station.

2.43 Provision for public transport will be implemented at the outset of the development to ensure that a high quality service is available to future residents. This will help to maximise the opportunities for sustainable travel and provide a realistic alternative to the private car.

*Existing bus route R61*

2.44 The existing number 61 bus service provides a 15 minute frequency between Whitfield and Dover centre. Stagecoach currently operate this service and the submitted TA confirms that they have confirmed that it is possible to extend the service to serve the proposed development. In order to facilitate the extended service there would be a requirement of 1 additional vehicle within the timetable to complete the route extension and maintain 4 services per hour.

*Dover Priory Shuttle Service*

2.45 As part of the public transport strategy for Phase 1 it is proposed to provide a direct link to Dover Priory Station from the outset. This service will operate at peak morning and afternoon hours only. This service will operate at a 30 minute frequency.

2.46 The delivery of the improvement to the existing bus route R61, the Dover Priory Shuttle Service and the BRT will be secured by way of a S106 agreement.

*A2 Bridge Link*

2.47 The masterplan illustrates that land will be safeguarded for the potential provision of a connection over the A2 to White Cliffs Business Park in the future. It is considered that the proposed development would not prejudice the future delivery of a link over the A2 as and when this may be required and the safeguarding of the land will be secured by way of planning condition.

2.48 In summary the applicant has identified that a range of transport mitigation measures will be required in order to mitigate the impact of the proposed development. The mitigation measures which have been identified in the preceding paragraphs will need to be secured by way of S106 agreement and appropriate planning conditions.

*Means of Access*

2.49 The application is for outline consent with the principle means of access to the site to be determined at this stage as part of the application. As part of this application the location of the principle access from the A256 and the initial section of the primary access road within the site will be fixed. The principle vehicle access to the application site is proposed via a new at grade roundabout junction off the A256 and this is to be the only vehicular access serving phase 1 except for an exit onto Archers Court Road (for buses, cyclists and pedestrians only). An initial design for works to the A256 have been produced in sufficient detail to allow Kent Highway Services (KHS) to take a view on the ability to deliver the junction and meet the required design, capacity and safety standards. KHS have not raised an objection in principle to the provision of a new access in the location identified by the applicants supporting material. The principle of the proposed new access is considered to be acceptable

subject to detailed design of the proposed junction which will be required by planning condition.

- 2.50 The proposed access has been designed to accommodate the forecast traffic flows which are greater than that which would be generated by Phase 1. This is to ensure a proportion of the traffic which would be generated by later phases can utilise the junction prior to improvement works being carried out on other junctions in the area which may be triggered by the later phases of the WUE ensuring that it will not have to be upgraded in the medium to longer term. The point of access links to the main spine road which provides access into the site and the local street network. The primary street access is intended to link with Archers Court Road. The applicant currently indicates that this would be a bus only gate however KHS have raised concern with regards to the provision of a bus only access onto Archers Court Road for both design and sustainability reasons. The access onto Archers Court Road is intended to link with Phase 2 of the WUE when this comes forward at a later stage. The precise details of the access onto Archers Court Road are not for consideration as part of the current application and are to be submitted prior to the commencement of development and are required by condition. The applicant will be expected to demonstrate how the temporary restricted access arrangements are accommodated whilst also indicating how the junction can link with phase 2 at a later date. Sufficient land to allow these junctions improvements to be incorporated in order to serve the later phases will have to be safeguarded for this purpose.

#### *Parking*

- 2.51 Policy DM13 of the Core Strategy (parking Provision) states that provision for parking should be a design led process based upon the characteristics of the site, the locality, the nature of the proposed development and its design objectives.
- 2.52 The applicant has prepared and submitted a parking strategy with the application material. This has been prepared to provide a framework for car parking provision and car parking management to support the planning application and inform how the specific parking proposals which come forward at the reserved matters stage.
- 2.53 Residential spaces will be provided at maximum rates as follows:
- Designated to a particular dwelling at no more than 1 space per dwelling on average, either within private curtilages or private parking courts (but not on street);
  - Non designated spaces for visitors and also including leased spaces made available to residents at additional charge at a rate of no more than 0.5 per dwelling on average;
  - Non designated visitor spaces provided on street;
  - Leased parking spaces will always be provided in private parking courts.
- 2.54 Kent County Council has raised concern over the use of parking courts within the proposed development. The application is in outline form and the exact parking layout and type of parking provision is not fixed by this application. The applicant will be required to provide a detailed parking layout at the reserved matters stage, however from the information provided it is considered that there is sufficient space within the application site to provide sufficient parking for the level of development

proposed. If the applicant wishes to propose parking courts at the reserved matters stage then they will have to be fully justified in design terms.

- 2.55 Overall it is considered that for the purposes of an outline application it is considered that the applicant has submitted sufficient information with regards to the parking strategy in accordance with national and local planning policy. The applicant will be required to provide more detailed information and robust justification at the reserved matters stage when the exact number of parking spaces and the layout and allocation of spaces will be determined.

#### *Travel Plan*

- 2.56 The applicant has submitted a Travel Plan with the application which has been amended and updated during the course of the application. Travel plans are a recognised tool for managing travel demand and encouraging more sustainable patterns of travel. The SPD states that a travel plan should be developed to accompany each planning application for the WUE in a way which is consistent with national and county guidance and the framework set out in the SPD itself.
- 2.57 To ensure the longevity and success of the Travel Plan the developer will commit to funding the role of a Travel Plan Co-ordinator which will be secured by the S106 agreement.
- 2.58 The travel plan has been developed in order to limit the amount of car based trips generated by the site by setting out a range of measures and initiatives which promote the use of more sustainable modes of travel. Aims and objectives have been established and will be achieved through the implementation of a number of sustainable transport initiatives, which will be developed and carried out by the travel Plan Co-ordinator. The provisions of the travel plan will be secured by way of a S106 agreement. Overall it is considered that the proposed development accords with PPG13, Policy CP11 of the Core Strategy and the Whitfield SPD.

#### Construction and Waste Management Plan

- 2.59 Precise details of management and operational measures to mitigate effects and impacts of waste disposal at all stages of the development including the provision of a suitable site layout will be determined at the reserved matters stage. The applicant will be required to submit full details of the construction traffic routing. This will be required to be submitted by way of a suitable planning condition.
- 2.60 Domestic waste collection has implications for the streetscape and character and appearance of the area. The scheme design will be developed to meet the requirements of DDC Kerbside collection arrangements. The applicant states that both the commercial and residential properties will have sufficient waste storage areas for collection apparatus and bins as a minimum as well as adequate access for waste collection vehicles and operatives. Bin storage facilities and refuse and recycling strategies will influence the site, design and layout of the final scheme and these issues will be considered and determined at the reserved matters stage. An appropriate waste and recycling strategy is required to be submitted by condition.

#### Design Approach

##### *Site Context*

- 2.61 The application site is located in the south eastern corner of the allocated site identified by Policy CP11 and is roughly triangular in shape. The western part of the

application site abuts the existing urban area of Whitfield which is a distinct village separated from the main urban area of Dover (to the south) by the dominant A2 trunk road. Whitfield is situated approximately 4 miles to the north of Dover and has its own identity and character. The village has incrementally grown over the years and as such has no defined 'village centre'. Sandwich Road runs north to south through the centre of the village where most of the local facilities are located. As a result of the incremental development of the village it is not characterised by a single architectural style or building form. It is however predominantly a residential area and is in the main characterised by family housing at medium to low density in parts.

2.62 The area immediately to the south of the application site is has a more urban character owing largely to the A2 which forms the southern boundary of the site and the White Cliffs Business Park. The business park consists of large commercial and industrial type buildings with large areas of surface car parking and contributes little to the character and appearance of the area. This is in stark contrast to the areas to the north and east of the application site. The eastern boundary is dominated by the A256 which forms a 'hard edge' to the site. However beyond the A256 to the east and to the north the area is characterised by open countryside with intermittent farm buildings and some smaller settlements. This provides an attractive and distinctive landscaped settling which has a relatively open character due to the lack of vegetation and tree cover. The exposed eastern edge of the village of Whitfield, the road network and commercial infrastructure currently detract from the adjacent attractive and open landscape setting. There is an opportunity with this development to 'repair' this damaged edge and incorporate significant amounts of structural landscaping which will help soften the urban edge and the transition from the urban area of Whitfield through to the open countryside.

2.63 The SPD sets out the 'vision' for the WUE with para 1.7 stating the following:

*The masterplan will establish a series of linked neighbourhoods around the settlement of Whitfield that preserve the distinctive character of Whitfield and Church Whitfield and creates a cluster of individual places each with a special character while allowing each neighbourhood to make an individual contribution to a unique whole. An expanded and interconnected Whitfield will attract an amenable place to live, work, bring up a family and retire. It will be a benchmark for a new methodology for the expansion of a small existing settlement in its aspiration, beauty, design, standards of constructions and reduction in carbon consumption.*

#### *Land Use*

2.64 The proposed development (Phase 1) is predominantly residential and will make a significant contribution to housing provision for the community. The residential development is supported by an appropriate level of additional uses which assist in achieving a sustainable development and meeting the needs of the future community. The applicant's masterplan for Phase 1 identifies the provision of a new primary school, a care home (C2 Use), supported living units and a small amount of retail space A1 – A3 Use). In addition the masterplan demonstrates how public open space and green infrastructure can be integrated with the proposed development in order to achieve a high quality well balanced scheme.

2.65 In order to be successful the proposed development will have to pay due regard to the established context of the area. Good design is fundamental to the development of high quality new housing, which contributes to the creation of sustainable, mixed communities. This is emphasized by PPS3 which states that good design should contribute positively to making places better for people. The guidance goes on to

state that Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted.

- 2.66 Although the application site covers a relatively large area it is visually relatively well contained with intervening vegetation and built form breaking up and in parts screening views across the site. As a result views into and across the application site from the surrounding landscape are limited. It is inevitable that the proposed development will alter the character of the area and create a degree of urbanisation which does not currently exist. However this change in the landscape character of the area has been identified from the outset via the plan making process and through the evolution of the Core Strategy and the masterplan SPD.
- 2.67 The Core Strategy and Whitfield SPD are supported by a robust evidence base which includes a thorough landscape assessment and appraisal. As noted previously the application site, for its size, is a relatively discrete area, screened by vegetation and topography. The change in character will also be limited/mitigated partly by the boundary presence of the existing urban edge of Whitfield, the A2 and A256 and, to the south, the developing White Cliffs Business Park. In order to further mitigate the impact of the proposed development the SPD requires the creation of a high quality development with strong elements of green infrastructure running through site reflecting and reinforcing the underlying topography.
- 2.68 The applicant has developed a masterplan for Phase 1 which has been informed by the site context and the advice and guidance contained within the Whitfield SPD. In order to ensure a high design quality the applicant's Design and Access Statement (DAS) establishes a set of design principles to inform the masterplan with the following key features identified:
- New access directly from the A256;
  - Minimise use of Whitfield roundabout and local streets;
  - Appropriate infrastructure provided up front;
  - Attractive and safe local street network;
  - Enhancement of PROW's linking with pedestrian and cycle network;
  - Green corridor adjacent to the Newlands Estate;
  - Low density village extension to the east of Newlands estate;
  - Perimeter and central green corridors to provide a green framework, retaining existing key views and links to the countryside;
  - Existing trees, hedges and habitats protected and enhanced where possible;
  - New development reflects and reinforces the traditional character and form of the East Kent towns and villages and will be controlled through Design Codes;
  - A wide variety of housing types will be provided to ensure a balanced and mix community;
  - Predominantly family housing;
  - Development set back from the A2 and A256 to take account of air quality and noise constraints;
  - Provision of a new local centre;
  - Provision of a new 2 form entry primary school; and
  - Opportunity for pedestrian, cycle and bus connection across the A2.

## WUE Neighbourhoods

- 2.69 In order to ensure a high quality cohesive development as part of the design approach for the WUE the Whitfield SPD masterplan has divided the WUE into three main areas, or development areas, set in a framework of Green Infrastructure. They will be known as the Western, Northern and Eastern Development Areas. Each of these has been subdivided into neighbourhoods. The SPD states the following:

*'The neighbourhoods should be developed having regard to the inherent qualities and opportunities in each area which include topography, views, landscape features and landmarks. There are opportunities for neighbourhoods to develop their own special character areas through the use of innovative design, layout, street pattern and form. In developing its own distinctive identity and character and informing characteristics proposals for neighbourhoods can draw on well designed aspects of Whitfield and potentially Dover's built tradition. In some cases neighbourhoods will be able to be informed by the special characteristics of the existing village, in particular where the WUE directly adjoins or abuts the existing built area. Proposals for development will be expected to be cohesive and make efficient and logical use of land in the provision of housing and its supporting facilities through good design and layout that will respect the existing character of the villages.'*

- 2.70 The applicant has sought to comply with the SPD in this respect and has attempted to create a development which has its own character whilst drawing on elements of the landscape character of the area and the existing urban area/village of Whitfield. This approach is described in detail in the submitted Design and Access Statement and a Design Code.
- 2.71 It is important to note however that the applicant has applied for outline planning consent with means of access (from the A256) only to be considered. Siting, layout, external appearance and landscaping have been 'reserved' and therefore will not be determined at this stage. Although the applicant has applied for outline consent there is a requirement for the applicant to demonstrate that the level and type of development proposed can be adequately accommodated within the application site without causing undue harm in accordance with the Development Plan and National planning guidance.
- 2.72 In accordance with the regulations the applicant has submitted a number of parameter plans in order to demonstrate that the level of development proposed can be reasonably accommodated within the application site. These details are for 'illustrative purposes only' and as noted above detailed consideration of the siting, layout, external appearance and landscaping of the scheme will be subject to future reserved matters application should outline consent be granted. The reserved matters submissions will determine the exact location, size, design and external appearance of all of the buildings on the site as well as the detailed landscaping proposals.
- 2.73 In addition to the parameter plans the applicant has submitted a Design and Access Statement and a Design Code which seek to explain the design approach which has been taken and demonstrate that the proposed development will accord with the Core Strategy and the 'vision' set out in the SPD. In developing the design approach for the scheme the applicant has sought to comply with Policy CP11 and the vision of the SPD which seeks to establish a series of linked neighbourhoods, creating a cluster of individual places each with a special character. In this regard it is considered that the proposed development complies with the main thrust of the Core Strategy and the SPD.

- 2.74 As part of the design process the applicant has undertaken an assessment of the site context and the character of the wider area. This exercise was undertaken in order to inform the design approach for the proposed development which seeks to create a high quality development which reflects and respects the established character and appearance of the area.
- 2.75 The parameter plans which have been submitted with the application indicate that the development will be predominantly 2 storeys in height to reflect the scale of building in Whitfield and the surrounding area. A degree of variation in building heights has been allowed for in the parameter plans with the provision of 3 storey buildings around key squares and focal points in order to add variety and visual interest to the built form. On balance it is considered that for the purposes of an outline application the applicant's broad approach is consistent with the SPD in principle which stipulates that there will be a need to incorporate landmark features in the largest developments, foreground buildings, vistas and focal points. The applicant will however be required to submit more detailed information at the reserved matters stage which demonstrates how the proposed development can provide high quality neighbourhoods which also respect the existing character and appearance of the area.

#### *Character Areas*

- 2.76 The application site is of a size which allows for the proposed development to create its own character. The submitted masterplan identifies a range of densities to create distinct character areas with the proposed Phase 1 development. This is recognised by the SPD which requires that each of the new neighbourhoods within the WUE have its own character whilst also making a contribution to the whole. The creation of a number of character areas which have taken design cues from the distinctive character of the existing settlement will ensure that the proposed development is high quality and provides an attractive sense of place.
- 2.77 The submitted Design and Access Statement (DAS) defines these areas as:
- Each of these areas has distinctive attributes reflecting the predominant uses and activity in each area whilst contributing to the overall quality and sense of place. The character areas form a series of linked and distinctive spaces including streets, urban squares, entrances and gateways.*
- 2.78 The design approach to provide a number of distinct character areas is supported by the applicants Design Code document. The Whitfield SPD makes specific reference to Design Codes and states the following:
- Applications for planning permission will be expected to be accompanied by a Design Code for the neighbourhood or the development area that it is consistent with.*
- The Design Code is expected amongst other things to show how the development proposals would relate to and provide continuity with the existing village and proceeding and acceding neighbourhoods. Proposals should show how the new development will provide a positive transition to existing settlement, how it will integrate existing and new developments – and provide social cohesion opportunities and how development proposals will work positively with the existing topography and landscape.'*
- 2.79 The applicant has submitted a Design Code document with the application material in order to address the specific design requirements for Phase 1. The design code

builds upon the character areas identified with the DAS in order to ensure that clear parameters are set for the implementation of the design of the development. The Design Code identifies a total of seven separate character areas in total. In addition The Design Code sets out a street hierarchy consisting of the following:

- Primary
- Secondary
- Tertiary
- Shared Surface
- Green Lane
- Mews Courts
- Existing Lanes
- Formal Squares
- Landscaped Areas

- 2.80 The submitted Design Code provides a description of the urban character of the seven character areas for phase 1 which are identified within the DAS. The Design Code sets out a description of the anticipated Movement and street character, building characteristics, building materials and landmark/key buildings. The final part of the Design Code provides more detailed information on the form and function of the buildings. It states that the Design Code aims to give some unity to the character for Phase 1. It proposes a limited set of materials and defines elevation types and elements.
- 2.81 On balance for the purposes of an outline application it is considered that through the broad principles set out in the applicant's DAS and Design Code that the applicant has gone some way to demonstrate how the proposed development could come forward in accordance with the SPD. Given the emphasis the SPD places on ensuring the development will be of the highest design quality the applicant will be required to submit more detailed information at the reserved matters stage to demonstrate how the proposed development responds to the site context whilst also creating its own distinctive character. The first reserved matters submission will be required to be submitted with a robust Design Code which includes sufficient justification for the design approach taken and will also provide a framework for the later sub - phases of Light Hill.
- 2.82 Overall it is considered that the design approach taken by the applicant consistent with the broad principles of Policy CP11 of the Core Strategy and the Whitfield SPD with specific detail on design and appearance to be determined at the reserved matters stage.

#### *Density*

- 2.83 Density is a measure of the number of dwellings which can be accommodated on a site or in an area and can often significantly influence the character and appearance of a residential development. Density is therefore an important consideration and care needs to be taken to ensure the site is developed at an appropriate density having regard to the site context. Paragraph 50 of PPS3 provides guidance on density and states that, the density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment.
- 2.84 In respect of density the applicant's masterplan correctly identifies that the application site is the least sensitive area of the wider WUE and is therefore capable

of accommodating a higher density development. The SPD states that different neighbourhoods will have different density levels and this will allow for a range of varying dwelling types, but also allows opportunities to create visual variety which will distinguish the various character areas. This has to be balanced against the provisions of Policy CP4 of the Core Strategy requires efficient use of land by seeking density to exceed 40 dwellings per hectare (dph) wherever possible with densities below 30 dph seldom being justified.

- 2.85 Specifically in relation to Light Hill the SPD states that it is the least sensitive and constrained of the neighbourhoods and is therefore capable of being developed in some places at a higher density than some of the other neighbourhoods. It is estimated that an average density of approximately 41 dph could be achieved whilst striking the right balance between making efficient use of land a respecting the context of the area.
- 2.86 The applicant's Design and Access Statement states that the average density of the proposed development will equate to approximately 42 dwellings per hectare with the density varying across the site in response to the landscape and context of the site. This is supported by the illustrative masterplan which shows that there is sufficient space within the site to accommodate the level of development proposed. The masterplan is able to demonstrate that there will not be a reliance on tall buildings (the scheme is predominantly 2 storeys), there are no excessively urban areas dominated by built form and there are substantial green links and areas of landscaping throughout the site.
- 2.87 It is considered that the applicant has demonstrated that the level of development proposed at an average density of 42 dph can be adequately accommodated within the application site without compromising on design quality or causing material harm to the established character and appearance of the area. As such in respect of the density proposed it is considered that the proposed development is consistent with the advice contained within PPS3, Policies CP4 and CP11 of the adopted Core Strategy and the SPD.
- 2.88 Overall it is considered that the design approach which has been taken by the applicant is acceptable and the proposed development can be adequately accommodated on the site without causing undue harm to the character and appearance of the wider area. In addition it is considered that the applicant has adequately demonstrated that comprehensive and high quality development can come forward at the reserved matters stage. It is therefore considered that the proposed development accords with PPS1, PPS3, Policies CP4 and CP11 of the Core Strategy and the Whitfield SPD.

#### Landscape Impact

- 2.89 The chalk geology forming the North Downs has given rise to a distinctive topography in the area. Whitfield is located to the north-east of the ridgeline forming the north-eastern flank of the valley of the River Dour.
- 2.90 PPS1 emphasises the need for planning policies to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. In particular PPS1 states that the following environmental issues should be taken into account:
- The protection of the wider countryside and the impact of the development on landscape quality; and

- The need to improve the built and natural environment in and around urban areas and rural settlements, including the provision of good quality open space.
- 2.92 PPS7 (Sustainable Development in Rural Areas) further emphasises the need to protect the character and amenity value of the countryside and states the following:
- ‘All development in rural areas should be well designed and inclusive in keeping and in scale with its location, and sensitive to the character of the countryside and local distinctiveness.’*
- 2.93 As noted previously to a certain extent due to the nature of the proposed development being on a green field site it is inevitable that it will alter the landscape character of the area and create a degree of urbanisation which does not currently exist. In considering the proposed development it is necessary to assess the landscapes sensitively to change and the degree of harm which would be caused to the landscape character of the area. It is important to note that the degree of the change in the landscape character of the area has been identified from the outset via the plan making process and through the evolution of the Core Strategy and the Whitfield SPD. The Core Strategy and SPD are supported by a robust evidence base which includes a thorough landscape assessment and appraisal which are a material consideration relevant to the determination of this application. The Core Strategy and the SPD provide an up to date and robust planning policy framework and should therefore be given substantial weight in the decision making process.
- 2.94 The application site, for its size, is a relatively discrete area, screened by vegetation and topography. The change in character will also be limited/mitigated partly by the boundary presence of the existing urban edge of Whitfield, the A2 and A256 and, to the south and the developing White Cliffs Business Park. The application site is therefore visually relatively well contained with intervening vegetation and built form breaking up and in parts screening views across the site. As a result wider and longer views into and across the application site from the surrounding landscape are limited.
- 2.95 In order to further mitigate the impact of the proposed development the SPD requires the creation of a high quality development with strong elements of green infrastructure running through the site reflecting and reinforcing the underlying topography.
- 2.96 The applicant has submitted a full ES which considers the landscape and visual impact of the proposed development in detail. The comprehensive landscape and visual assessment which forms part of the ES identifies the likely significant effects of the proposed development on the existing landscape and the surrounding area.
- 2.97 The assessment within the ES correctly identifies that the application site is a large green field site located on the edge of the existing settlement of Whitfield which is comprised predominantly of open agricultural land. The application site is however relatively contained with the A2 forming a ‘hard edge’ to the southern boundary of the site and similarly the A256 forms a ‘hard edge on the eastern boundary of the site. There is extensive planting and a large bund along the majority of the length of the A2 and the A256 which significantly restricts views into and across the application site from these two principle roads. Archers Court Road forms the northern boundary of the site and has the character of a rural lane with views available to parts of the application site. The northern part of the application site has a greater sensitivity to change and this has been reflected in the applicant’s illustrative masterplan which

allows for a 'landscape buffer' along the edge of Archers Court road and large areas of landscaping helping break up the layout of the proposed development.

- 2.98 The landscape assessment carried out in the ES identified that the proposed development would result in negligible to adverse effects on a range of receptors (including views, landscape features and landscape character) prior to mitigation, some of moderate to major adverse significance. These effects will be minimised through a combination of the design of the proposed development and mitigation measures which will result in a residential development that is respectful of existing landscape character and retains almost all existing vegetation in the form of hedgerows and trees, which would be protected during the construction phase. Implementation of a landscape strategy, which will involve the creation of open spaces and extensive planting, will mean that the proposed development will blend into the existing landscape, and ongoing management will ensure that these new features will be maintained.
- 2.99 Although there are likely to be adverse effects on completion of the proposed development (such as on views from residential properties on the edge of Whitfield) over the longer term these effects would largely be offset as the planting matures, which by this time would reflect the distinctive local landscape and soften views.
- 2.100 In terms of cumulative effects, the assessment identified neutral to minor adverse effects on visual receptors (e.g. residential properties and public rights of way); one moderate adverse and one minor beneficial effect on landscape features; and minor adverse effects in relation to landscape character.
- 2.101 In relation to the Light Hill area the SPD states that any proposals should seek to retain important views into and out of the settlement as the edges of the existing settlement currently enjoy broad, long views across the surrounding landscape, notably to the north east. The proposed development will alter the character of the views to and from parts of the application site and this has been recognised by the applicant. The proposed landscape strategy seeks to mitigate this impact and provides considerable mitigation which will soften views of the proposed development aiding its integration with the established landscape character of the wider area. The landscape strategy provides a structured landscape setting which softens views from the north east and the North Downs Way National Trail. The proposed landscape strategy also makes provision for landscaped corridors which reflect the existing south-west, north-east grain of the landscape pattern, retaining key views to the north east.
- 2.102 Overall it is considered that the applicant has demonstrated that the proposed development can be accommodated without causing an unacceptable level of harm on the landscape character of the area. Appropriate siting, layout and landscaping within the site will be determined at the reserved matters stage and appropriate landscape mitigation measures will ensure that the impact is minimised accordingly in line with Policy CP11 of the Core Strategy and the Whitfield SPD.

#### *Proposed Housing Mix*

- 2.103 Policy CP11 of the Core Strategy requires that the mix of market housing is designed to broaden Dover's market offer and appeal and assist in attracting families and people of working age into the District while the provision of affordable housing should address prioritised need.

2.104 The applicant has applied for outline consent and therefore the precise mix of unit types and sizes will not be fixed/established by this application. The applicant has however provided an indicative mix in order to demonstrate that the proposed development can come forward in an acceptable form at the reserved matters stage. The indicative mix provided by the applicant is as follows:

Type of dwelling	Number of units proposed	Mix stated within the SPD
Flats	35 (2%)	350 (25%)
2 bed	360 (25%)	490 (35%)
3 bed	659 (47%)	420-490 (30/35%)
4+ bed	276 (19%)	70-140 (5/10%)
Supported Living Units	4	-
Care Home	1 (Consisting of 66 beds)	-

2.105 The applicant's indicative mix differs from that which is set out within the SPD. The precise mix will be determined at the reserved matters stage and the applicant will be expected to provide sufficient information in order to demonstrate that the site is capable of providing a mix and balance of unit sizes in order to meet demands and broaden Dover's housing market appeal in accordance with Policy CP11 of the Core Strategy and the Whitfield SPD.

#### Cultural Heritage and Archaeology

##### *Cultural Heritage*

2.106 PPS5 (Planning for the Historic Environment) emphasises the need to ensure that heritage assets and their settings are given due consideration when determining planning applications. Policy HE6 provides specific guidance and states the following:

*'Local planning authorities should require an applicant to provide a description of the significance of the heritage assets affected and the contribution of their setting to that significance.'*

*This information together with an assessment of the impact of the proposal should be set out in the application....as part of the explanation of the design concept.*

2.107 Section 5 of the SPD (pages 25 to 26) addresses Heritage assets in detail and states that Heritage assets is a collective term for all types of buildings, structures and remains that are of historic significance. In and around Whitfield these have been identified as:

- Listed Buildings
- The Hamlet of Church Whitfield
- Rural Lanes, and
- Archaeological remains

- 2.108 There are six listed buildings in and around Whitefield all of which are important heritage assets and must be given appropriate consideration at the planning application stage. There are no Scheduled Ancient Monuments, Registered Parks and Gardens or Battlefields lying on or in close proximity to the application site.
- 2.109 Church Whitfield and St Peters Church which is a Grade II\* listed building are located to the north of the application site. Although the listed building is located outside of the application site boundary the impact of the proposed development on the setting of the listed building is a material consideration and must be taken into account in the determination of this application.
- 2.110 English Heritage have commented on the proposed development and expressed concern with regards to the need to ensure the setting of St Peters Church and Church Whitfield are not adversely affect by the proposed development.

*Church Whitfield and St Peters Church*

- 2.111 Church Whitfield, is a distinct settlement consisting of a loose group of buildings set within mature trees in an open landscape setting. It has a relatively rural and open feel on account of the landscape setting and detachment from the main urban area. In easterly and northern directions this setting has been changed by the construction of the A256 which is a dominant feature in the area.
- 2.112 Church Whitfield and land north eastwards to the A256 are not included in the WUE site allocation but the impact of development on the setting of Church Whitfield needs very careful consideration. The Landscape report which was undertaken to inform the SPD indicates that land to the west, north west and south east of Church Whitfield is not suitable for major development but could form part of a new network of green infrastructure.
- 2.113 St Peter's Church located in Church Whitfield and remains the historic focal point of the small hamlet. The Church is Grade II\* listed and retains much of its original structure. It is set in a relatively large churchyard and has an informal parking area. The Church and its grounds are enclosed by trees and from which restricts views of the Church.
- 2.114 The SPD emphasises the importance of protecting heritage assets and the masterplan was development and informed by the need to protect Church Whitfield and St Peters Church. The SPD states the following specifically in relation to Church Whitfield and St Peters Church.
- *The open setting of Church Whitfield must be maintained, having particular regard to views from and relationships with, Church Whitfield Road,*
  - *Archer's Court Road and ER62 from the south, Whitfield and ER63 from the west and Church Whitfield Road from the north west;*
  - *Areas kept free of development to maintain the setting of Church Whitfield provide an opportunity to consider whether they could form part of a new network of green infrastructure;*
  - *PROWS ER62 and 63 must be retained and the opportunity taken to explore their potential to provide a basis for an extended PROW network and to be integrated in to a wider green infrastructure network;*

- *New dwellings adjacent to the PROWS should front it wherever possible to assist with surveillance and activity; and*
- *The edges of development facing Church Whitfield should be of a loose knit nature to provide a soft interface.*

2.115 The applicant has acknowledged the need to protect heritage assesses and the submitted masterplan has been informed as such. The Environmental Statement which was submitted with the application assesses the impact of the proposed development on cultural heritage resources (historic buildings, historic landscapes and conservation areas).

2.116 The ES concludes that In terms of residual effects the assessment identified negligible effects on historic landscape character and historic hedgerows; one negligible to minor adverse effect relating to the temporary effect on the setting of St Peter's Church. The masterplan has been informed by the SPD which in turn was informed by the need to respect the setting of Church Whitfield and St Peters Church.

2.117 It is considered that the applicant has demonstrated that the proposed development can be accommodated on the site without causing undue harm to the setting of Church Whitfield and St Peters Church. The submitted illustrative masterplan identifies that there is sufficient space available within the site to allow for an appropriate 'buffer' area which will respect the setting of these heritage assets. The exact siting and layout of the proposed development will be determined at the reserved matters stage. All future reserved matters applicants will be required to demonstrate that they will not have an adverse impact on these important heritage assets in accordance with PPS5, Policy CP11 of the Core Strategy and the Whitfield SPD.

#### *Rural Lanes*

2.118 There are six historic lanes which are potentially affected by the WUE, Singledge lane, Green Lane, Nursery Lane, Church Whitfield Road, Napchester Road and the north eastern part of Archers Court Road, which lies beyond the existing built confines. They are narrow, some are sunken, lined with strong hedgerows and without footways. Church Whitfield Road is lined with substantial embankments, verges and hedgerows. The SPD states that the characteristics of these routes should be retained and protected and any significant additional traffic flows avoided which might create pressure for additional highways improvements. The applicants masterplan allows for the protection of the rural character of Archers Court Road and incorporates large landscaped areas with development shown set well back from the road. Although this is illustrative material it is considered that the applicant has demonstrated the proposed development can be accommodated on the site without causing hard to the character of the existing rural lanes.

2.119 Overall it is considered that no significant cumulative or interactive effects were identified in relation to cultural heritage. Appropriate siting, layout and landscape mitigation will be considered and determined at the reserved matters stage. It is therefore considered that the proposed development accords with PPS5, Policy CP11 of the Core Strategy and the Whitfield SPD

### *Archaeology*

- 2.120 The site lies within an area of archaeological interest known for its Prehistoric, Iron Age, Roman and early Medieval potential. The Kent Historic landscape Character Assessment records the fields within the application site as 'small regular' and 'medium regular'. The Historic Landscape Character Types identified within the application site are not considered rare or of particular historic interest.
- 2.121 The ES confirms that a Heritage Assessment was prepared in order to establish the extent of the existing resources on the application site. This included a walkover examination of the application site; and analysing historical maps, aerial photographs, geological and topographical data.
- 2.122 The ES concludes that the application site lies within an area of archaeological interest known for its Prehistoric, Iron Age, Roman and early Medieval potential, and that there are a low number of features (undated cropmarks, considered to be of county or local importance) located within the application site indicating the presence of archaeological activity.
- 2.123 The assessment identified that during construction of the proposed development, negligible to minor adverse effects are likely to occur in relation to damaging or destroying the potential Prehistoric, Iron Age, Roman and early Medieval remains; effects on the historical landscape character and historic hedgerows; and temporary effects on the setting of St Peter's Church as a result of construction related traffic noise along Archer's Court Road and Napchester Road. A programme of excavation, recording and preservation in situ is proposed to mitigate the effects on the potential archaeological remains (No mitigation is proposed for the effect on the St Peter's Church as this is only temporary in nature). During operation of the Overall Development, no significant effects on archaeology and cultural heritage were identified, and therefore no mitigation is required during operation.
- 2.124 The ES suggests that a programme of archaeological work incorporating excavation, recording and preservation in site of archaeological remains. This can be secured by way of an appropriate worded planning condition and this approach is considered to be acceptable by Kent County Council Archaeological Officer. KCC's Archaeological Officer has recommended that provision is made within any forthcoming planning consent for a phased program of archaeological evaluation works to be followed by mitigation and or safeguarding measures as appropriate. The archaeological evaluation works should be undertaken before detailed designs for the development are fixed and will involve the use of a range of intrusive and non intrusive techniques. The results of the archaeological evaluation should be used to inform any future detailed planning applications.
- 2.125 Overall it is considered that in relation to archaeology, subject to a suitable condition that the proposed development accords with PPS5 Policy CP11 of the Core Strategy and the Whitfield SPD.

### Impact on Residential Amenity

- 2.126 The application site's western boundary abuts areas of existing residential development in Whitfield. As stated in the preceding paragraphs the application is seeking outline consent and matters of design, appearance and siting will be considered under future reserved matters applications. In order to demonstrate that the level of development proposed can be satisfactory accommodated within the site

the applicant has produced a number of parameter plans showing the approximate location and scale of development.

- 2.127 It is considered that there is sufficient space within the application site to accommodate the level of development proposed and ensure that there will be a sufficient separation distance between the proposed development and the existing residential properties to the west of the application site. The illustrative masterplan and the landscape strategy for the site indicate that there will be a relatively substantial green buffer around the boundary of the application site which will aid in ensuring there is sufficient separation distance to prevent any adverse impacts arising. The precise location of each element of the proposed development will be given full consideration at the reserved matters stage. The siting of the proposed new buildings and their relationship to the existing properties which are in proximity to the site will be assessed in order to determine the impact of the proposal on the residential amenities of the neighbouring properties.
- 2.128 Overall it is considered that the applicant has adequately demonstrated that the proposed development would not have an adverse impact on the residential amenities of the neighbouring properties by way of overlooking, appearing overbearing, visual impact or loss of outlook or restricting levels of sun and daylight. It is therefore considered that the proposed development accords with Policy CP11 of the Core Strategy and the Whitfield SPD.

#### Green Infrastructure

- 2.129 It is essential to ensure that the quality and quantity of the Green Infrastructure proposed is appropriate to the context of the site and of sufficient quality to create an attractive sense of place which also performs a variety of additional functions. Policy CP11 of the Core Strategy requires that:
- vi. *Existing hedgerows and tree lines are, wherever possible, retained and enhanced to form the basis of a green infrastructure network that connects with the wider network and also incorporates open spaces for recreational and other purposes, including the provision of facilities to deflect likely urbanisation and recreational pressures arising from the development away from the Lydden and Temple Ewell Downs Special Area of Conservation;*
- 2.130 The application has been submitted in outline form and details of the precise landscape treatment of various parts of the site and amount and type of Green Infrastructure proposed will be determined at the reserved matters stage. However in order to ensure that the proposed development is of high quality the SPD requires that the WUE provides a sufficient level of Green Infrastructure. In order to comply with the SPD the applicant is required to provide sufficient detail at the outline stage in order that it can be determined that the appropriate level of Green Infrastructure can be provided within the application site. In addition it is necessary for the applicant to demonstrate how the different components of the Green Infrastructure would operate and how it relates to the wider WUE.
- 2.131 The SPD provides more detailed guidance with regards to Green Infrastructure. Paragraph 7.4 of the SPD states that individual planning applications for different phases of development at Whitfield must be supported by existing infrastructure or, if not, the necessary additional infrastructure will be provided at the right time. The SPD's Green Infrastructure Strategy provides full details and has been developed to safeguard important views and the setting of heritage assets while incorporating existing natural features as much as possible, framing the development areas and

providing alternative facilities that will deflect visitor pressure away from sensitive areas.

2.132 The masterplan within the SPD identifies that an extensive network of Green Infrastructure is proposed for the entire WUE. This will comprise woodland blocks, structural tree belts, green corridors and open space. The SPD states that Green Infrastructure will be expected to form an integral part of the design of all phases of the WUE. In addition to providing an attractive landscape setting and connectivity the Green Infrastructure net work will be expected to provide opportunities for habitat creation, enhance the bio-diversity value of the area, informal and formal recreation, links with and new Public Rights of Way, footpaths and cycle routes, surface water drainage and provide alternative facilities to deflect use away from the SAC and other nearby ecologically sensitive areas.

2.133 The applicant's Design and Access Statement details how the Green Infrastructure and landscaping have formed a key part of the design approach. The integration of landscaping and Green Infrastructure has been central in shaping the form the character of the proposed development.

2.134 The applicant's masterplan illustrates that there will be provision for

- Perimeter Green Corridors
- Central Green Corridor
- Structural Tree Belts and Hedgerows
- Secondary/tertiary streets and local open spaces
- Planting

2.135 The masterplan also illustrates the potential for

- Public realm and open space
- Sport and recreation
- Children's play
- Landscape and biodiversity management
- Linkages with existing and provision of new cycle routes, footpaths and Public Rights of Way

2.136 Policy CP7 (Green Infrastructure Network) of the Core Strategy requires that for proposals which would introduce additional pressure on the existing and proposed Green Infrastructure Network will only be permitted if they incorporate quantitative and qualitative measures, as appropriate, sufficient to address that pressure. The Core Strategy states that proposals which introduce additional pressure on the Districts existing Green Infrastructure network will only be permitted where they incorporate quantitative and qualitative measures which would adequately address these pressures.

2.137 In accordance with the advice contained within the SPD and the Council's open space standards the applicant identifies that the overall provision of Green Infrastructure within the landscape strategy for phase 1 amounts to approximately 16.5ha, including the retention and enhancement of existing features. Within phase 1 approximately 15.3ha is considered as natural green space, excluding the use of green infrastructure for formal functional uses such as sport and allotments/community gardens.

2.138 These landscaped spaces are not intended to be uniform in character and will provide the following in terms of form, features and function:

- Semi formal local open spaces with a range of social and recreational functions, including the potential for play areas;
- Corridors of open spaces extending along the valley floors and along the perimeter of the phase 1 area, notably to the south. These corridors would include permanent and seasonal water features including SuDS , structural and specimen tree planting and wild flower and amenity grassland areas; and
- Structural tree belts following ridgelines at Archer's Court Road and at Light Hill, as well as along the route of PROW ER71.

2.139 The connectivity and ease of movement through these spaces is important and this has been recognised by the applicant with the inclusion of movement routes for pedestrians, and potentially for cyclists and horse riders.

2.140 Subject to precise details being submitted at the reserved matters stage to confirm the location and routes of proposed designated footpaths, cycle routes, Public Rights of Way and specific details of the planting, timing, species and detailed management strategy it is considered that the applicant has submitted sufficient information to demonstrate that the proposed development can provide high quality Green Infrastructure and landscaping and has taken into account the wider WUE in accordance with the requirements of Policy CP11 and the SPD. This information will be provided at the reserved matters stage and is controlled by planning condition. The delivery and ongoing maintenance and management of the Green Infrastructure is a vital consideration and precise details of how the Green Infrastructure will be managed in the longer term will be secured by way of a S106 agreement.

*SAC Mitigation as part of the Green Infrastructure network*

2.141 The application site is located in close to habitats which form part of the Lydden and Temple Ewell Downs Site of Special Scientific Interest (SSSI). This part of the SSSI is also part of the Lydden and Temple Ewell Downs Special Area of Conservation (SAC).

2.142 In the adopted masterplan for WUE, it was concluded that under Regulation 61 of The Conservation of Habitats and Species Regulations 2010, mitigation for potential significant impact on Lydden and Temple Ewell SAC is necessary in order to permit the various phases of that expansion. This approach was supported by the Habitat Regulations Assessment Commentary, April 2011.

2.143 The mitigation identified in the SPD masterplan is a specific requirement for phases of the WUE and extensions to Whitfield to contribute suitable alternative natural green space to deflect recreational impacts, especially dog-walking, from the Lydden and Temple Ewell Downs SAC and to monitor the effectiveness of such mitigation, in order to adjust, if necessary, mitigation requirements in later phases. The area identified to be provided specifically for SAC mitigation in Phase 1 is 4.28 ha, to be provided prior to first occupation of any dwelling in Phase 1.

2.144 The applicant has submitted supporting material which demonstrates that the required SAC mitigation land (in terms of quality and quantity) can be provided to a suitable standard within the application site as part of the Green Infrastructure network. Further analysis of the applicants proposals specifically in relation to SAC mitigation are provided later in this report. In principle however it is considered to be acceptable to incorporate SAC mitigation into the Green Infrastructure network and this approach is considered to be in accordance with Policy CP11 of the Core Strategy and the Whitfield SPD.

### Sport and recreational facilities

- 2.145 The SPD requires that proposals incorporate a sufficient level of sport and recreational facilities as part of the development. In addition to the Green Infrastructure network proposals will be required to demonstrate how opportunities for, outdoor sport and recreation, informal open space, play facilities and indoor sports facilities are provided.

#### *Open Space Standards*

- 2.146 The Council is currently in the process of reviewing its open space standards through its District Green Infrastructure Strategy. It is intended that the reviewed standards would be incorporated into the Council's Site Allocations Document for formal adoption. The SPD's open space proposals have been developed against this background and are informed by an interim paper from the District GI Strategy. Planning applications will, therefore, need to take account of the SPD's proposals and also check for compliance with the Council's open space standards as they move to adoption.

#### *Swimming Pools and Indoor Sports*

- 2.147 The SPD states that the Council has, in conjunction with Sport England undertaken an assessment of sports halls and swimming pools for the District. The assessments have indicated that the existing facilities will be operating over capacity due to increased demand generated by additional population.
- 2.148 The level of provision of sports hall and swimming pools is an issue which needs to be addressed particularly in light of the increased demand generated by the forecast population increase.
- 2.149 The SPD identifies this issue and states that the Council will seek to address this by developing an appropriate strategy. Its proposals will be costed and used to justify a charge on new development through the proposed introduction of a Community Infrastructure Levy (CIL) Charging Schedule.
- 2.150 The SPD does not require that there is provision of swimming pools or indoor sports facilities as part of the WUE, it does however require that proposals include the provision of a financial contribution towards such provision. Sport England have made representation to the application and have raised an objection on the basis of there being no provision for pools or indoor sports facilities. Sport England have suggested that a possible solution to the under provision would be to secure a financial contribution towards the enhancement or provision of such facilities elsewhere in the District.
- 2.151 Whilst the basis for Sport England's position is understood in this instance it is considered that a request for a financial contribution would not be lawful as it would contravene the CIL regulations. The Council do not have a planned strategy in place which would identify how, when and where such a financial contribution could be utilised and therefore a financial contribution could not be considered to be fair, reasonable or directly related to the proposed development. In the absence of such a strategy there is no certainty with regards to the purpose of such a financial contribution and therefore it can not be justified and is considered to be an unlawful request in this instance.

### *Play facilities*

- 2.152 The SPD states that proposals for Light Hill should include the provision of 1 'local play area'. The applicant's masterplan indicates that there are opportunities for a number of local areas of play (designed for ages 4 – 6) and local equipped areas of play (designed for 8 – 14 year olds).
- 2.153 The exact location of the play areas will be determined at the reserved matters stage while the specific details for the type, trigger and delivery of the required sport and recreational facilities will be secured by the S106 agreement.

### *Playing Pitches*

- 2.154 For the entire WUE the SPD proposes around 17 hectares of land for a wide range of outdoor sports including pitches, courts, greens and a Multi-Use Games Area. This includes around 3.3 hectares of land associated with the proposed primary schools which can only be counted towards general provision if a formal community use agreement is reached with the school authorities. The Council will expect planning applications to incorporate arrangements to achieve this.
- 2.155 The SPD's GI Strategy also concludes that there is, subject to careful siting, potential for two artificial grass pitches. This accords with the projected need identified in the Artificial Grass Pitch Assessment that the Council has undertaken with Sport England. Artificial grass pitches can reduce the need for grass pitches provided that they cater for comparable types of demand. For operational reasons outdoor sports, beyond the provision at primary schools, should be focused into a small number of areas creating "Sports Hubs". Areas 03, 04 and 07 on the GI Diagram are considered to have the most potential for this. The Council will expect planning applications to carry forward the SPD's proposals and to demonstrate that provision will match the community's needs
- 2.156 For Phase 1 the SPD states that there is a requirement for 4.2 ha of playing pitches to be provided. The applicant's proposals for phase 1 include the provision of 1 ha of sports pitches which could be located within the green corridor in the south east of Phase 1. The masterplan SPD envisages that extensive full sized facilities will be provided in 'hubs' within later phases of the WUE. However these areas are outside of the application site and therefore cannot be related to the current application.
- 2.157 The applicant is also proposing the wider community use of the playing pitches which will form part of the new primary school. This amounts to a further provision of 1.46 ha. In order to be included this within the provision of 'publicly accessible' open space the applicant will be required to enter into a community use agreement with the County Council. This will be secured by way of a Section 106 agreement.
- 2.158 In terms of playing pitches the applicants proposals represent an under provision when compared against the criteria set out in the SPD. Sport England have made representation to the application and have raised an objection on the basis of the under provision of playing pitches. Sport England have suggested that a possible solution to the under provision of playing provisions would be to secure a financial contribution towards provision of the pitches intended to come forward as part of the later phases within the 'hubs', or to improve existing facilities elsewhere in the District.
- 2.159 Whilst the basis for Sport England's position is understood in this instance it is considered that a request for a financial contribution would not be lawful as it would contravene the CIL regulations. The Council do not have a planned strategy in place

which would identify how, when and where such a financial contribution could be utilised and therefore a financial contribution could not be considered to be fair, reasonable or directly related to the proposed development. In the absence of such a strategy there is no certainty with regards to the purpose of such a financial contribution and therefore it can not be justified and is considered to be an unlawful request in this instance.

- 2.160 The level of provision of sports pitches is an issue which needs to be addressed particularly in light of the increased demand generated by the forecast population increase. The SPD identifies this issue and states that the Council will seek to address this by developing an appropriate strategy. Its proposals will be costed and used to justify a charge on new development through the proposed introduction of a Community Infrastructure Levy (CIL) Charging Schedule. The Council are currently in the process of producing a CIL charging Schedule and it is anticipated that this will be in place by the time the later phases come forward for development.

#### Ecology and Nature Conservation

- 2.161 The SPD states that features of increased ecological value, such as trees, woodland and hedgerows should be retained and enhanced. The SPD makes specific reference to the ancient woodlands of Captain's Wood, Singledge Wood and Waddling Wood that lie to the north of the WUE and Lenacre Wood that lies on the western edge of Whitfield between Whitfield and the WUE. These are high quality habitats which must be safeguarded by providing attractive alternative semi-natural open spaces as part of a network of green infrastructure that will absorb additional recreational activities generated from the development and, in the case of Lenacre wood, enhance its setting.
- 2.162 The Lydden and Temple Ewell Downs are located south west of the WUE on the opposite side of the A2 and support an important chalk grassland site. The site is accessible from Whitfield and the WUE via public footpaths at Green Lane and south west of Temple Farm. This site has multiple designations of National Nature Reserve, Site of Special Scientific Interest and the European designation of Special Area of Conservation (SAC), although the boundaries of these designations are not contiguous. The European Habitats Directive as transposed into the Conservation of Habitats and Species regulations 2010 applies to the SAC designation, while the SSSI interest is protected by the Wildlife and Countryside Act 1981, et seq.. Further information on the SAC can be found in the Habitat Regulations Assessment (HRA) accompanying the SPD.

#### *The site*

- 2.163 There are no statutory nature conservation designations within the WUE. The application site is of low ecological value comprising mainly arable farmland and grassland. The submitted ES considers the ecological impact of the proposed development in considerable detail.
- 2.164 The ES details that a desk top study, habitat survey and faunal surveys were carried out to assess any likely impact. The survey results identified that the application site is dominated by intensively farmed arable land of negligible ecological interest, together with some areas of improved or semi-improved agricultural grassland. There are a number of hedgerows marking field boundaries, which are of local ecological value. The protected species surveys identified that the Assessment Site is utilised to a limited extent by bats, foraging along hedgerows. Low numbers of birds, including

declining farmland bird species such as Skylark were identified as breeding or possibly breeding within the application site.

- 2.165 The applicants ES confirms that a range of potential effects has been identified on ecological designations within the vicinity, and on habitats and fauna within the application site. Following suitable mitigation measures such as the protection of vegetation during the construction phase and careful design of lighting to minimise disturbance to bats, it is considered that the overall development would result in an enhancement of the ecological interest over and above the existing interest of the application site, with benefits through the creation of habitats such as species rich grassland and woodland and for species including breeding birds, bats and invertebrates. The hedgerow along Archer's Court Road is, perhaps, the most significant ecological feature and this is scheduled to be reinforced.
- 2.166 Natural England has raised No objection to the application in this regard and it is considered the proposed development would not have an adverse impact on the ecology within the application site in accordance with PPS9, Policy CP11 of the Core Strategy and the Whitfield SPD.

#### *Wider Area*

- 2.167 The application site is located in close to habitats which form part of the Lydden and Temple Ewell Downs Site of Special Scientific Interest (SSSI). This part of the SSSI is also part of the Lydden and Temple Ewell Downs Special Area of Conservation (SAC).
- 2.168 In addition the impact of the proposed development in relation to the following has been identified through the SPD and ES as requiring assessment:
- Dover to Kingsdown Cliffs SSSI and SAC
  - Sandwich Bay to Hacklinge Marshes SSSI
  - Thanet Coast and Sandwich Bay Special Protection Area (SPA)
- 2.169 Impacts on the European sites (SAC and SPA) interest come within a process of appropriate assessment (Habitats Regulations, Regulation 61) which follows this section.
- 2.170 Impacts on the SSSI interest are considered to be similar to those on the European sites (It should be noted that the Sandwich Bay and Hacklinge Marshes SSSI incorporates that part of the Thanet Coast and Sandwich Bay SPA that falls within Dover). However, comments on the precise SSSI interest from Natural England are still awaited.
- 2.171 The impacts identified for the European sites that are also of concern in respect of the SSSI are primarily those of increased recreational pressure (Lydden and Temple Ewell Downs SSSI and Sandwich Bay and Hacklinge Marshes SSSI) associated with increased local population and total nitrogen deposition from increased road traffic (Dover to Kingsdown Cliffs SSSI and Lydden and Temple Ewell Downs SSSI). The discussion of these impacts comes within the appropriate assessment section.
- 2.172 Although there are local wildlife sites and ancient woodlands in the vicinity of the WUE, it is considered that Phase 1 will not have any impact on these in terms of

urbanisation or air pollution , due to limitations of access and distance.. Potential recreational impacts will be ameliorated by the incorporation of 16.5 ha of green infrastructure.

#### *Appropriate Assessment*

2.173 The Conservation of Habitats and Species regulations 2010 (the Habitats Regulations) requires that plans and projects be considered in respect of their potential impact on European Natura 2000 sites, which comprise Special Protection Areas for Birds (SPA) and Special Areas of Conservation (SAC), together with Wetlands of International Importance (Ramsar sites). Both the impact of the single development as well as the potential impact in-combination with other developments must be considered.

2.174 Thanet Coast SPA is more than 10 km away from the site which would normally be considered to be too great a distance to have an impact. However coastal sites are considered to have a particular attractiveness for recreation and therefore have a greater 'catchment area'.

#### *Lydden and Temple Ewell Downs SAC*

2.175 In the adopted masterplan for the Whitfield Urban Expansion (WUE), it was concluded that under Regulation 61 of The Conservation of Habitats and Species Regulations 2010, mitigation for potential significant impact on Lydden and Temple Ewell SAC is necessary in order to permit the various phases of that expansion. This approach was supported by the Habitat Regulations Assessment Commentary, April 2011.

2.176 The mitigation identified in the SPD masterplan is a specific requirement for phases of the WUE and extensions to Whitfield to contribute suitable alternative natural green space to deflect recreational impacts, especially dog-walking, from the Lydden and Temple Ewell Downs SAC and to monitor the effectiveness of such mitigation, in order to adjust, if necessary, mitigation requirements in later phases. The area identified to be provided specifically for SAC mitigation in Phase 1 is 4.28 ha, to be provided prior to first occupation of any dwelling in Phase 1. The applicant has put forward areas amounting to 9.21 ha as SAC mitigation, as part of a wider green infrastructure provision of at least 16.5 ha.

2.177 The 9.21 ha provision is generous. Unfortunately, it poses problems in that it undermines the SAC mitigation strategy, which has been adopted through the WUE masterplan SPD; it also puts an unreasonable burden on the future managers of green infrastructure to maintain an excess of land for the specific purpose of mitigation. It is concluded that subject to a revision of the green infrastructure plans to define an area of 4.28 ha suitable for development as meadow and recreational dog-walking with suitable links to other green infrastructure, both physical and visual, the requirements of the Habitats Regulations in respect of recreational pressures on the Lydden and Temple Ewell Downs SAC will have been met. A revised plan to indicate 4.28ha will need to be submitted to and agreed by the Council prior to planning permission being granted. The creation and management of the 4.28 ha will be subject of the S.106 agreement.

#### *Thanet Coast SPA*

2.178 The Habitat Regulations Assessment Commentary, April 2011 concluded that the contribution to recreational pressure from WUE on the Thanet Coast SPA and Ramsar site is *likely* to be insignificant. However, continuing work by the District

Council in liaison with Natural England has identified a need for mitigation, given the knowledge that harm to the European interest is already occurring.

- 2.179 To that end, a Dover-wide approach for large-scale developments to contribute towards a highly precautionary strategy has been formulated, to ensure that developments coming forward through the Core Strategy do not, when taken in combination, cause a significant impact on the European interests of the Thanet Coast SPA along the coast between Deal and Sandwich Bay. This mitigation takes the form of a financial contribution to monitoring of use of the coast, together with an undertaking to contribute financially to an identified mechanism to counter impacts, if shown necessary by that monitoring. The strategy (Thanet Coast Mitigation Strategy, v.3) is attached in full as Appendix 3. . Agreement to this mitigation strategy by the applicant will be secured in the S106 agreement.

*Air Quality: Lydden and Temple Ewell Downs SAC and Dover to Kingsdown Cliffs SAC*

- 2.180 Notwithstanding the conclusions of the Habitat Regulations Assessment Commentary, April 2011, there has remained a degree of uncertainty regarding vehicular-based exhaust pollution on both Lydden and Temple Ewell Downs SAC and the Dover to Kingsdown SAC, in particular nitrogen deposition. Information from the Department for Transport (Design Manual for Roads and Bridges, Volume 11) indicates that total nitrogen deposition impacts on vegetation become insignificant beyond 200m from the centre of a highway and thus the concerns relate to relatively small areas of the SACs.

- 2.181 The assessment of impacts, in this case of total nitrogen deposition, are complex, requiring interrogation of both traffic modelling and air quality modelling, together with projections, where feasible, to future traffic and pollution scenarios.

*Lydden and Temple Ewell Downs SAC*

- 2.182 Natural England have reviewed the applicant's air quality assessment and have confirmed that in respect of the Lydden and Temple Ewell SAC, from the information provided, it appears that the critical level for calcareous grassland in respect of NOx concentrations will not be exceeded. Similarly for total nitrogen deposition, the predicted deposition will be less than the critical load of 15-25kgN/ha/yr. As such Natural England is satisfied, based on the information provided, that the Whitfield developments are unlikely to result in air quality impacts upon the Lydden and Temple Ewell Downs SAC.

*Dover to Kingsdown Cliffs SAC*

- 2.183 Natural England have reviewed the applicants air quality assessment and recommends that, for the Dover to Kingsdown Cliffs SAC, as the minimal critical load for nitrogen deposition is already exceeded (but not the maximum of the range), an air quality monitoring and feedback programme is implemented to ensure that the conclusions reached from the modelling are correct and allow further control measures to be implemented in the future should the monitoring suggest that further measures are necessary. This uncertainty accords with the findings of the Habitats Regulations Assessment Commentary which, in turn refers back to Chapter 9 of the masterplan: '*This is a matter that will require ongoing monitoring and assessment and, if necessary, the employment of mitigation measures*'.

- 2.184 The recommendation of Natural England is supported and application of the precautionary principle that is fundamental to the Habitats Regulations provides a

sound case for the applicant to provide mitigation for this uncertainty by increasing current knowledge through initiating field monitoring of actual nitrogen dioxide deposition at Dover to Kingsdown Cliffs SAC. This requirement would be subject of the S.106 agreement.

(According to the Design Manual for Roads and Bridges Volume 11,4.38, there should be recourse to the precautionary principle when “*a scientific evaluation of risks which, because of the insufficiency of the data, their inconclusive or imprecise nature, makes it impossible to determine with sufficient certainty the risk in question*”).

2.185 In summary, the appropriate assessment requires the applicant to adhere to the provision of a dedicated SAC mitigation area of 4.28 ha as required in the masterplan; to agree to contribute to the Thanet Coast mitigation as described in the ‘Thanet Coast SPA Mitigation Strategy, v.3’, and, in agreement with Natural England and the Local Planning Authority, to establish and initiate an air quality field monitoring protocol for that section of Dover to Kingsdown Cliffs SAC within 200m of the A2, Jubilee Way. If the applicant agrees to the above, it is considered that any potential impacts on European sites will be sufficiently mitigated.

2.186 Overall it is considered that the proposed development is acceptable with regards to:

- Potential recreational impact on the Lydden to Temple Ewell Downs SAC provided a sufficient plan and appropriate management and maintenance strategy is submitted to and approved by the Council prior to planning permission being granted;
- Potential recreational impact on the Thanet Coast SPA subject to an appropriate monitoring/mitigation strategy which will be secured by the S.106 agreement.
- Air quality impacts on the Dover to Kingsdown Cliffs SAC, subject to an appropriate monitoring strategy/programme which will be secured by the S.106 agreement.

### Trees

2.187 A tree Survey has been carried out in respect of the application site which identified a total of just 27 trees. No TPO trees exist on the site with all of the recorded trees on site being of low arboricultural quality and value. The proposed development results in the removal of two existing trees and a small section of hedgerow. Given the large site area the loss of two trees (of low quality) is considered to have a minimal impact on the character of the area. Furthermore there will be substantial opportunity to provide replacement planting within the application site which will mitigate for the loss of these trees. Detailed specifications for the replacement planting will come forward at the reserved matters stage which is required by planning condition. Overall it is considered that the loss of two trees and a section of hedgerow is acceptable given that their loss can be mitigated against by substantial replacement planting and a comprehensive landscape scheme. The provision of such a comprehensive scheme will be determined at the reserved matters stage.

## Noise

- 2.188 A noise assessment of the WUE has been undertaken and categorised the site into the four Noise Exposure Categories, A to D, defined in national guidance PPG24. The results of the assessment showed that residential development should avoid the areas of land immediately adjacent to the A2 and A256, although these areas would be suitable for integration with the green infrastructure network. Suitable noise mitigation measures would be required in some areas details of which are secured by way of planning condition.
- 2.189 The submitted masterplan indicates that there is sufficient space within the site to avoid siting residential buildings with an area of the site exposed to Noise Exposure Category D levels. The area adjacent to the A2 is shown as a landscape buffer area and is incorporated into the network of green infrastructure. The exact siting and layout of the scheme will be determined at the reserved matters stage and such application will have to pay due regard to this development constraint.
- 2.190 Overall it is considered that subject to appropriate siting of residential buildings and appropriate mitigation measures where necessary that the application site is suitable for the development proposed and it would provide an acceptable living environment for the future occupiers with regards to noise in accordance with the guidance contained within PPG24.

## Air Quality (Human Health)

- 2.191 As part of the SPD process an Air Quality Assessment has been undertaken which concluded that, based on the modelling undertaken, national air quality objectives for human health can be achieved in existing and proposed residential areas.
- 2.192 The scale of the proposed development is such that there is the potential to affect the two designated Air Quality Management Areas in Dover along the A20. The SPD states that applications should include measures that would mitigate such effects.
- 2.193 The applicant has submitted an Air Quality Assessment which was subsequently amended following the receipt of amended traffic data during the course of the application.
- 2.194 The overall findings of the report demonstrate that the proposed development will not have a detrimental effect on air quality. It is considered that the site is suitable for residential use without any mitigation in terms of air quality.
- 2.195 In relation to ecological receptors the Air Quality Report concludes that the predicted nitrogen deposition would be within acceptable limits. In addition the results of the applicants Air Quality Assessment indicate that no mitigation measures are required.
- 2.196 To reduce the impact of traffic generated air quality issues, the application is supported by a Travel Plan which incorporates a number of proposals to reduce vehicle dependency, which include the following:
- Providing improvements to the existing footpath network,
  - links with the cycle network,
  - Enhanced bus service
  - Promotional measures

- Cycle discounts
- Car Club
- Electric car charging points
- School Travel Plan
- Work Place Travel Plan
- Provision of a Travel Plan Co-ordinator.

2.197 The travel plan is secured by way of a Section 106 agreement and will assist in reducing the proposed developments impact on the air quality of the area.

#### Sustainability/Sustainable Energy

2.198 In accordance with Policy CP11 the proposed development is required to meet a minimum Code for Sustainable Homes rating of Level 4. Non residential buildings are required to achieve BREAAAM excellent and schools to achieve Zero Carbon by 2016. The SPD states that planning applications should include and be informed by an energy and water strategy that is consistent with the SPD.

2.199 The applicant has submitted an Energy Strategy which states that a 'whole energy' approach has been taken to the development and the energy assessment follows the sustainable energy hierarchy to, reduce energy demand, provide energy efficiency and provide renewable energy.

2.200 Carbon emission reductions have then been assessed with priority given to demand reduction through passive and active design measures. This includes designing the site layout to allow for maximum benefit to be delivered from passive solar design opportunities and building design to include improved thermal performance standards.

2.201 Onsite emissions have then been assessed and reduced to a practicable minimum using efficient energy supply from decentralised sources where feasible and consideration has then been given to providing energy from large and small scale renewable technology.

2.202 Design principles have been reviewed for providing low and zero carbon energy generation and a range of potential technologies have been considered. The following technologies have been identified as the preferred option:

#### Residential

- Solar thermal collectors
- Photovoltaic panels
- Air source heat pump

#### Non Residential

- Provision of an Energy Centre
- Building specific combined heat and power

- Photovoltaic's
- Ground source heat pump

2.203 The initial completions within phase 1 will be required to meet at least Code for Sustainable Homes (CfSH) Level 4. This will be achieved by reducing energy demand through improved design measures and the use of building mounted renewables to each building.

2.204 For the later completions within phase 1 there will be a requirement to meet CfSH Level 5. At the present time this would be difficult to achieve as district heating systems for the kind of development proposed would not be financially viable. Furthermore the government are yet to formally define 'zero carbon' which poses difficulties in formulating effective energy strategies. In response the applicant has stated that priority has therefore been given to providing as much of the residual energy demand for low or zero carbon technologies that are technically feasible and financially viable at the present time.

2.205 Overall it is considered that the applicant's energy strategy is sufficient in order to achieve maximum feasible low or zero carbon energy generation for the proposed development. In accordance with Policy CP11 of the Core Strategy and the Whitfield SPD. The provision of sustainable building measures will be secured by an appropriately worded planning condition.

#### Utilities

2.206 Details of the utility services which are likely to be required to support the development of the WUE are set out within the SPD. The SPD states the following:

- *Potable water supply is not sufficient to support the development of the entire WUE and a new trunk main will be needed;*
- *Waste water/sewage capacity is currently limited and further investigation will be required;*
- *The existing gas main would need to be reinforced; and*
- *There is limited capacity in the existing local systems, and new supplies are likely to be needed.*

2.207 In summary the report concludes:

#### *Electricity (EDF Energy)*

2.208 There is currently spare capacity at Dover Primary Substation (PSS) to the south of the site to supply Phases 1 and 1A by extending the 11kV underground cabling network onto the site with associated new switchgear at the PSS.

#### *Foul Drainage (Southern Water)*

2.209 There is limited capacity within the local network to drain the proposed development. The likely solution is an on site terminal pumping station and rising main discharging to Broomfield STW. Detailed Design Study will need to be undertaken in order to fully assess the potential required mitigation.

#### *Gas (Scotia Gas Networks - SGN)*

- 2.210 SGN have confirmed that the point of connection to supply the proposed development will be from the existing medium pressure (MP) gas main to the south of the site. SGN have advised that based on direct gas connections via their network, offsite reinforcement may be required and a Detailed Design Study will need to be carried out to fully assess the potential required mitigation. However, the introduction of onsite renewables and efficiency measure are likely to reduce the offsite reinforcement issues.

#### *Potable Water (Veolia Water South East Ltd)*

- 2.211 There is currently minimal spare capacity within the local network to supply the proposed development. Veolia Water have advised that an upgrade of the existing Downsgate Booster Station.

#### *Telecommunications (BT Open reach)*

- 2.212 Based on the current development proposals it is considered that no financial contribution will be required for the provision of telecommunication infrastructure via BT Open reach. However, full engagement with them will be required at detailed design stage.

#### Flooding

- 2.213 The application site is at an area which is not at risk from flooding being located within Flood Zone 1 as defined by PPS25.

#### Agriculture and Soil Resources

- 2.214 PPS7 provides guidance for development which is proposed on agricultural land and states that local planning authorities should when preparing policies and determining planning applications for development in the countryside, have regard to a number of factors including the need to protect natural resources, including the quality of agricultural land.
- 2.215 However, paragraph 28 of PPS7 indicates that when considering applications for development on agricultural land, in addition to the quality of the agricultural land in question the wider sustainability context should be considered. It states:

*'The presence of best and most versatile land ... should be taken into account alongside other sustainability considerations (eg. biodiversity; the quality and character of the landscape; its amenity value or heritage interest; accessibility to infrastructure, workforce and markets; maintaining viable communities; and the protection of natural resources in including soil quality) when determining planning applications'.*

- 2.216 The quality of the agricultural land has been determined from the results of a survey undertaken by the Ministry of Agriculture, Fisheries and Food (MAFF). A number of soil profiles were also examined to supplement the survey and provide information on soil characteristics. The application site is located on land comprising predominantly high quality farmland (Grade 2 and subgrade 3a). The loss of the agricultural land therefore needs to be assessed in the wider sustainability context.

2.217 As identified at the outset of this report the application site is located within an area which is allocated for a comprehensive development. The land is allocated by virtue of Policy CP11 of the Core Strategy with further policy guidance provided by the adopted Whitfield SPD. The Core Strategy and the SPD are supported by a robust evidence base which supports the allocation for development. The allocation for the WUE was identified in the knowledge that it would result in the loss of agricultural land. On balance it is considered that this loss is acceptable and in accordance with PPS7 which states that:

*'Development plans should include policies that identify any major areas of agricultural land that are planned for development .... It is for the local planning authority to decide whether best and most versatile agricultural land can be developed, having carefully weighed the options in light of competent advice.'*

2.218 The policy framework provides a general presumption to maintain higher quality agricultural land and prevent any unnecessary loss to other uses. It is however clear that this objective has to be considered against wider sustainability issues and other benefits.

2.219 Only if an appropriate alternative site for the wider development was available, which utilised poorer quality or non agricultural or previously developed land and was equally sustainable in all other respects, could the loss of high quality agricultural land potentially be avoided. The loss of agricultural land was given full consideration at the 'plan making stage' when the Core Strategy and the subsequent Whitfield SPD were drafted and later adopted. The Core Strategy was informed by an extensive 'site search' and evidence base which identified the Whitfield area as being appropriate for development. As stated at paragraph 14.13, the local planning authority has recognised that the objective of safeguarding agricultural land of best quality would be compromised. While land quality is a sustainability factor in planning decisions it is not the overriding factor and it is for the local authority to make judgements in respect of the planning balance. This is consistent with PPS7 regarding the role of local planning authorities when considering the land quality factor.

2.220 The ES considers the loss of agricultural land in detail and concludes that, in light of the approach adopted by the Core Strategy, and the generally high occurrence of best and most versatile agricultural land in Dover District, that demonstrably more favourable alternatives to meet the scale of development envisaged by the WUE and which would meet the same sustainability objectives are not available elsewhere in the district.

2.221 Overall despite the loss of high quality agricultural land it is considered that the proposed development is acceptable. The proposed development represents Phase 1 of the wider WUE development which is identified as a strategic allocation within the Dover District Core Strategy. The strategic allocations within the Core Strategy are central to the achievement of the Core Strategy which seeks sustainable well managed growth. It has been demonstrated that the benefits associated with a comprehensive and sustainable development outweigh the loss of agricultural land and the proposal is consistent with PPS7, Policy CP11 of the Core Strategy and the Whitfield SPD.

#### Infrastructure Provision and Mitigation

2.222 In accordance with Appendix 4 of the SPD the applicant has submitted an Infrastructure Statement with the application which outlines the applicant's approach to infrastructure provision.

*Section 106 requirements*

2.223 The proposed development gives rise to a need to provide additional infrastructure in order to mitigate the impacts which would arise. This need for additional infrastructure has been assessed against the requirements of the SPD the conclusions of the applicants supporting information and consultee responses from statutory consultees. The table below summarises the infrastructure requirements following this assessment process.

<b>Service Area</b>	<b>Detail</b>
Sport and Leisure	Swimming pools
	Sports halls
	Playing pitches
	Artificial pitches
	Children's play
Green Infrastructure	Full provision and management and maintenance
Ecology	SAC mitigation, maintenance and management
Social and community (KCC)	Libraries
	Youth Centre
	Multi Agency Social Care Facility
	Local Skills Plus Centre
	Independent Living
PCT	Medical Centre
Affordable Housing	30% of the proposed units to be affordable
Highways	Works to Whitfield Roundabout
	Works to Duke of York Roundabout
	First phase BRT
	Safeguarding land for A2 crossing
	New site access on the A256
	Travel Plan
Education	Provision of a new 2 form Primary school

*Sport and Leisure*

2.224 Sport England have requested that financial contributions are provided for the following:

- Swimming pools
- Sports Halls
- Artificial pitches
- Playing pitches.

2.225 The applicants approach to the provision of sport and recreational facilities is set out in the Sport and Recreation section of this report. The proposals represent an under provision when compared to the requirements of the SPD but there is not currently a mechanism in place which would facilitate requesting a financial contribution.

#### *Green Infrastructure*

2.226 As detailed in the Green Infrastructure section of this report the applicant has provided details of how the Green Infrastructure can be provided. The precise details of the landscape treatment, delivery and phasing of the Green Infrastructure will be determined at the reserved matters stage. The applicant is committed to providing the necessary amount of Green Infrastructure and this will be secured by a planning condition.

#### *SAC Mitigation*

2.227 Full details of the SAC mitigation strategy are provided in the Ecology and Nature Conservation section of this report. The applicant is committed to providing the required SAC mitigation and has provided sufficient detail to determine that this can be accommodated within the site. The SAC mitigation strategy (including the necessary monitoring arrangements) will be secured by way of the S106 agreement.

#### *Social and Community Infrastructure*

2.228 The SPD outlines the necessary social and community infrastructure which is required to support the development proposals. A large proportion of this will be provided within the new 'village centre' located within Phase 1A. A central location for these facilities is of benefit to the existing community. The proposed development for Phase 1 (which amounts to approximately 23% of the total number of dwellings proposed in the WUE) will give rise to the need for social and community infrastructure and there is therefore a requirement for a fair and reasonable proportionate cost to be met by the applicant.

2.229 The proposed development triggers a requirement for the following (which will be provided within Phase 1A and therefore proportionate contributions will be required secured by way of a Section 106 Agreement):

- Medical Centre
- Local Skills Plus Centre
- Youth Centre Provision
- Multi Agency Social Care Facility (Children's Social Services, older people and people with physical and learning disabilities)
- Independent Living Using Technology.

2.230 The proposed development triggers a requirement for the following which will be provided as part of the Phase 1 Application

- Education (Provision of a new primary school)
- Libraries.

*Education*

2.231 The County Council have confirmed that the proposed development would not give rise to the need for an additional secondary school with demand able to be accommodated within existing facilities.

2.232 The WUE will generate a need for an additional 3 new primary schools (two form entry). Phase 1 will provide the first of the 3 schools which will be required.

2.233 The illustrative masterplan has identified a potential site for the proposed school which occupies a site of approximately 2.05 ha. This school is scheduled for delivery prior to the occupation of the 620<sup>th</sup> unit within Phase 1.

2.234 The detailed design, layout, sitting and external appearance of the proposed school will be determined at the reserved matters stage. This application will seek to establish the principle of providing a new primary school within phase 1 and the associated S106 agreement will confirm commitments and trigger points/timings for delivery.

*Libraries*

2.235 Financial contributions are required towards library provision. This will be secured by way of a S106 Agreement.

*Transportation*

2.236 As detailed in the Transportation section of this report the applicants Transport Assessment has identified that a number of mitigation measures will need to be undertaken in order to mitigate the impact of the proposed development. This includes the following:

- Whitfield Roundabout
- Duke of York Roundabout
- A256 access junction
- BRT
- Existing bus route R61
- Dover Priory Shuttle Service
- A2 Bridge Link

- 2.237 The applicant is committed to contribution to all of the above mitigation measures and their delivery will be secured by combination of planning condition and Section 106 agreement.

*Affordable Housing*

- 2.238 The proposed development makes no provision for affordable housing and therefore falls well short of the policy requirement which seeks 30% of units to be provided as affordable housing.

- 2.239 The applicant has stated that the proposed development would not be economically viable should any amount of affordable housing be required to be delivered with the development. Although the Core Strategy requires the provision of 30% affordable housing the Affordable Housing SPD has anticipated this kind of situation and paragraph 5.31 of the SPD states that:

*Will have regard to the particular costs associated with development and whether its provision would prejudice other planning objectives that need to be given priority in developing the site.*

*Appropriate provision will be made for affordable housing within the WUE. The provision of affordable housing will be informed by a viability assessment to determine whether this quota can be provided together with a full range of facilities.*

- 2.240 Further guidance in relation to this issue is provided by the Affordable Housing Delivery Plan which confirms that economic viability is a material consideration when determining an appropriate level of affordable housing for Phase 1:

*Although economic viability may be a justified reason for developers seeking a reduction in S106 contributions (especially affordable housing), on some sites, it will be necessary to robustly test the financial assumptions behind any developer request to reduce the proportion of affordable housing.*

- 2.241 The under provision of affordable housing does not constitute a reason for refusal in its own right provided sufficient justification is provided by the applicant to justify that position. If the applicant is able to provide sufficient information this would form a material consideration and the benefits of delivering the first phase of this strategic allocation would therefore need to be carefully considered against the under provision of affordable housing.

- 2.242 All of the infrastructure referred to in this section of the report will need to be secured by way of a Section 106 agreement and / or planning condition. However it is recognised that development of such large strategic sites can give rise to significant costs which may hinder the viability of the development jeopardising its delivery. In such instances should the applicant need to demonstrate that the proposed development is not financially viable (with a certain level of infrastructure provision) and sufficient evidence will need to be submitted to the Council for consideration. If the applicant is able to provide sufficient evidence to this effect then the terms of the S106 agreement will have to be re-negotiated and the overall benefits of the delivery of the proposed development will therefore have to be re-assessed in light of a reduced level of infrastructure provision which the development is able to provide whilst still remaining financially viable.

- 2.243 The applicant has stated that due to the requirement to provide significant levels of infrastructure at the initial stages of the development and the potentially prohibitively

high costs that the proposed development is not economically viable should it be required to meet all of the financial contributions and infrastructure requirements which are set out in the SPD (specifically the provision of affordable housing). In order to support this position the applicant has provided an Economic Viability Assessment (EVA) to demonstrate that the proposed development is not viable should there be a requirement to meet all of the infrastructure requirements which would normally be required.

- 2.244 The submitted EVA is currently being reviewed by an independent specialist consultant in order to confirm both its adequacy and accuracy.

*Additional S106 infrastructure and S106 matters*

- 2.245 Kent Police has responded to the application consultation and requested a financial contribution from the development. However having reviewed the evidence put forward by Kent Police it is considered that the requested contribution does not meet the tests of the CIL regulations and can not be considered to be 'fairly and reasonably related' to the proposed development. The information provided by Kent Police does not relate the requested contribution to any specific planned strategy or projects and it is therefore considered to be unlawful and unjustified when assessed against the requirements of the CIL regulations.

Delivery and phasing

- 2.246 Policy CP11 of the Core Strategy states that planning permission will be granted provided any application is preceded by, and consistent with, a masterplan for the whole site which has been agreed by the council as a Supplementary Planning Document. Part three of the policy requires proposals for the WUE to include a phasing and delivery strategy that is related to the provision of all forms of infrastructure and the creation of neighbourhood centres.
- 2.247 The SPD requires that when considering an application for a part of the WUE the Council will only grant permission if it is satisfied that the proposed development would, of itself, represent Coherent Development (as defined in the SPD) and would not in any way prejudice the implementation of the remaining WUE, particularly in terms of providing an adequate level of infrastructure. In addition it is important to ensure the wider WUE is given full consideration to avoid to possible creation of 'ransom strips'.
- 2.248 The applicant has submitted a 'Phasing and Delivery Strategy' which is supported by an 'Infrastructure Statement' which details the phasing strategy, infrastructure provision and how the proposed development relates to the wider allocation.
- 2.249 The detailed design, layout and siting of the buildings will be determined at the reserved matters stage. At the outline stage it is only necessary to ensure the layout allows for connections to the later phases and does not create an isolated inward looking development or create the potential for 'ransom strips'. As part of this application the site access is considered and the applicant has provided sufficient information to demonstrate that this can accommodate traffic flows linking into later phases of the development. Provision has been made to safeguard land for the future crossing of the A2 for a BRT and / or cycle / pedestrian link and this is covered in the recommendation. In addition provision has been made for a site link onto Archers Court Road which could allow for traffic movement for the later phases of the development. The detailed access arrangements and amount of land required for this are secured by way of planning condition.

2.250 The applicant has committed to providing a large amount of infrastructure which is necessary to serve the development in accordance with the requirements of the SPD. The precise amount of infrastructure provision has yet to be determined and may be subject to further negotiation and consideration following the detailed review of the applicants submitted Economic Viability Assessment.

#### Conclusion

2.251 The application site is located within the area of land identified and allocated for development by Policy CP11 (*The Managed Expansion of Whitfield*) of the adopted Core Strategy. The strategic allocation is known as 'Whitfield Urban Expansion Area' (WUE) and allows for the provision of circa 5750 new dwellings, mixed use development, community facilities and green infrastructure.

2.252 This application should be assessed against the planning policy framework and determined on its own merits, however the proposed development also needs to be considered as part of the wider comprehensive development which is 'the Whitfield Urban Expansion' (WUE).

2.253 Further detailed guidance on the appropriate land use and form of development is provided by the adopted Whitfield Urban Extension Supplementary Planning Document (SPD) (April 2011). The adopted SPD forms part of the Local Development Framework with the purpose of the document being to set out a framework for how the proposed expansion at Whitfield should be undertaken. The document develops the proposals for growth that were set out in principle in the districts adopted Core Strategy. These identified that Whitfield is a suitable location to create a new residential area supported by a full range of infrastructure. In light of the adopted policy framework which exists it is clear that the principle of development is acceptable.

2.254 The application is for outline planning permission with means of access only to be considered. Details of the siting, design, external appearance, layout and landscaping of the proposed development will be determined by future reserved matters submission. For the purposes of an outline application it is considered that the applicant has sufficiently demonstrated that the site can be developed broadly in accordance with the vision set out with the Whitfield SPD. The applicant will be required to submit more detailed information in respect of the design approach at the reserved matters stage in order to ensure the delivery of a high quality development as required by Policy CP11 of the Core Strategy and the SPD.

2.255 Similarly it is considered that the applicant has submitted sufficient information to demonstrate that the proposed development can provide a sufficient quality and quantity of Green Infrastructure which will provide important recreational and ecological benefits. The delivery (including an appropriate maintenance and management regimes) of the Green Infrastructure is secured by a S106 agreement and the detailed design, layout, planting schedule will be determined at the reserved matters stage.

2.256 The applicant has demonstrated that the proposed development can provide sufficient mitigation in order to ensure compliance with the Habitats Regulations and avoid an adverse impact on these sensitive ecological sites. Precise details of the location of the SAC mitigation within the site are required to be provided prior to the issuing of any consent and this is reflected in the recommendation of this report.

- 2.257 The applicant has demonstrated that the principal means of access from the A256 is acceptable in principle and the detailed design of the new junction is to be secured by way of planning condition. The applicant has not sought to determine access onto Archers Court Road at this point (although illustrative material has been provided). The applicant is required to submit a suitable scheme for approval prior to commencement of development and this is secured by condition. Overall the proposed site access is acceptable in principle and it is considered that the proposed development would not have an adverse impact on the highway network provided the mitigation measures identified in this report are implemented. The mitigation measures which are necessary to mitigate the impact of the development will be secured by way of a S106 agreement.
- 2.258 An important component of Policy CP11 of the Core Strategy and the SPD is that any proposals for the WUE relate to the whole allocated development or if less does not in any way prejudice the implementation of the whole development particularly in terms of providing the necessary infrastructure. The provision of an appropriate level of infrastructure will be secured by way of S106 agreement. The precise terms of the S106 Agreement have not yet been finalised and work is on going in this regard. The applicant has submitted an Economic Viability Assessment (EVA) in order to demonstrate that the proposed development is not financially viable (on account of potentially prohibitively high up front costs associated with the development) should a high level of infrastructure contributions be required. The applicant's EVA is currently being assessed by an independent expert in order to determine if the content is accurate and adequate and that its findings are robust and accurate. Should it be determined that the scheme is not financially viable when providing the level of infrastructure which would normally be required for a development of the size and kind proposed then the terms of the S106 agreement will have to be re assessed and re-considered by the Planning Committee.
- 2.259 As the recommendation indicates, it will be necessary to continue with further work to draw up the detailed planning conditions and complete the necessary S106 agreement. The proposed development represents Phase1 of a strategic allocation which is central to the delivery of the objectives of the Core Strategy. Delivery of this strategic allocation represents an important step in the Council's regeneration agenda and the recommendation is made accordingly.

g) Recommendation

Subject to the satisfactory resolution of matters raised by Natural England; Kent Highways Services and the Highways Agency, including receipt of formal confirmation of the removal of the holding direction, the Planning Committee resolves that the Director of Community and Development be authorised to grant outline planning permission subject to appropriate conditions and the completion of the necessary legal agreement(s).

Conditions are likely to address the following matters (not an exhaustive list) :

- Layout, external appearance, siting, scale, form, type and related topographical details
- Detailed section drawings and street scenes
- Green Infrastructure provision – to require details of landscaping, open space, play space, bio-diversity enhancement, SAC mitigation, SUDs, Swales – including detailed timetable for implementation.
- Structural landscaping to safeguard residential amenity including details of timing of planting, species and maturity of species at the time of planting.

- Details and provision of sports facilities – including lighting, supporting facilities (changing rooms) management, maintenance and timing of implementation – also see phasing condition.
- Community Use Scheme for the playing pitches within the primary school
- Management and maintenance details for open space – including a detailed public realm management plan, including timing of implementation – also see phasing condition, may be legal agreement matter.
- Details of all highway works (on and off-site) and all traffic management
- Construction Management Plan (see SPD 5.30 and table 5.3) including construction vehicle routing, siting of construction improvements and details of a monitoring regime.
- Construction Environmental Management Plan (CEMP) and/or Code of Construction Practice (CoCP) including measures for dust control and assessment of vibration levels should the development involve piling (see SPD 6.17), including details of a monitoring regime.
- Noise mitigation measures during construction and occupation
- Detailed assessment of and mitigation for potential light pollution arising from the development, in support of the detailed layout proposals and detailed topographical survey of the site.
- Construction noise assessment report including details of the proposed construction scheduling, plant list and mitigation measures/techniques.
- Limit hours during which construction works are permitted.
- Parking and associated details
- Travel plan details
- Utilities provision details, including details of the proposed means of foul and surface water disposal.
- Surface Water drainage scheme, based on sustainable drainage principles, including management and maintenance.
- Sustainable construction details
- Waste Management strategy, including provisions for recycling (for construction phase and occupation)
- Renewable energy measures
- A phasing plan and programme of development with particular attention to the timely provision of the primary school (including early years learning or nursery provision), sports facilities, SUDS, landscaping, highway works and sustainable energy facilities
- Monitoring measures – which would help monitor the success of the scheme
- Submission of a Design Code
- Programme of archaeological work to be undertaken and the results submitted as part of the reserved matters application, including details for provision of finds being featured in the village centre.
- Details of construction employment opportunities
- A detailed topographical survey of the application site
- Ground contamination investigation report and risk assessment, including mitigation.

**Appendix 1: Consultee Responses received and summary of representations made.**

<b>Consultee</b>	<b>Response</b>
<b>Environment Agency</b>	<p>No objection to the proposal subject to the attachment of a safeguarding condition requiring details of a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development to be submitted to and approved by the Local Planning Authority prior to commencement of the development. The scheme will be required to demonstrate that the surface water runoff generated by rainfall events of various intensities and durations (up to and including the 100yr critical storm) will not exceed the runoff from the undeveloped site following the corresponding rainfall event, and where discharging off-site, will be restricted to a rate to be agreed with the Local Planning Authority. Furthermore the drainage scheme should also detail how the scheme shall be maintained and managed after completion and be accompanied by all appropriate calculations to demonstrate that sufficient storage will be provided.</p>
<b>Highways Agency</b>	<p>Objection - Holding Direction issued. Reason: in order to permit the applicants time to submit further transport information. This will allow the SoS to decide whether the proposed development would be detrimental to the safe and efficient operation of the A2 Trunk Road.</p>
<b>Kent Highways</b>	<p>Phase 1 Transport Assessment dated 24.6.11</p> <p>1.2.5 - The paragraph states that no provision will be made for a private vehicular connection to Archers Court Road but it will serve public transport and provide opportunities for walking/cycling. No rationale has yet been put forward as to how this will operate effectively. Until such a time as the new spine road is completed across further phases, all motor traffic wishing to access the community facilities in the existing settlement of Whitfield or the new community hub (if built out and operable at the time when phase 1 is occupied), will need to travel along the A256 and either the A2 or Honeywood Parkway to re-enter Whitfield along the Sandwich Road. The route will be the same for the return journey which makes a nonsense of a permeable neighbourhood. The impact along Archers Court Road needs to be looked at in more detail to see if alternative mitigation measures can come forward. Whilst assessing this application as part of the master plan I must also look at the implications of the transport impacts as a stand alone application on the basis of its acceptability should the next phase never be built.</p> <p>2.9.6 - The second paragraph refers to the direct bus access via the new A256 access junction as being an acceptable early point of access. It has been my understanding that the bus needs to travel through the WCBP (White Cliffs Business Park) in both directions to increase patronage and the bus is unlikely to be utilising the A256 or A2 to gain access to the town centre or Priory Station during the phase 1 application (other than for the commuter peak hour service). The number 61 service will be extended in the early phases and will not detour from its existing route once on the WCBP and in latter stages the connection between the Honeywood Parkway and Dover Road will be built out to provide the quick link, at</p>

which point the service is likely to become BRT. Until the bridge over the A2 can be secured access to the WCBP will be via the Whitfield roundabout in both directions. I would recommend a contribution be sought towards the A2 bridge from the Phase 1 application. In addition, the funding formerly allocated towards the dedicated bus junction on the A256 should be offset towards further infrastructure provision for BRT. Phase 1 should also make a contribution, as previously discussed, to support the extension of the no.61 service.

3.2.5 - The existing underpass noted as a pedestrian connection to negotiate the Whitfield roundabout is poorly aligned preventing users from seeing from one end to the other. Its approaches are not overlooked from either adjacent properties or the road network. The approaches are bounded by dense vegetation. The underpass does not offer any sense of security to the user and if intended to remain as a viable link to the WCBP to serve a greater number of pedestrian/cycle movements then it should be upgraded to promote a safer passage.

3.3.2 - I note the return journey time from Dover Town Centre to Whitfield is not quoted. This is because it is likely to be at least double that of the outward journey due to the fact that it is up hill almost all the way back. Due to this I would disagree that it is a potential alternative to the car for "many" journeys and would suggest that a few "die hard" cyclists would be the only ones willing to take up the challenge.

3.6.6 The A256 does not form part of the Strategic Road Network. It is a primary route on the local road network and is managed by KCC as Highway Authority as opposed to the Highways Agency who look after the Trunk Roads and Motorway network.

3.6.7 As above in respect of the A258.

4.2.1 - no details of the improvement to the pedestrian crossing at the Whitfield roundabout has yet been submitted and as such, since an at grade crossing would be over the A2 trunk road, its viability cannot be assessed at this time. In addition, should the A2 bridge be delivered, this would serve as an additional means of access and should in no way preclude the need for improved pedestrian and cycle crossing facilities at the location of the roundabout.

If residents of the Phase 1 development live in the south east corner and wish to gain access to the east side of the WCBP, it is not appropriate not to have pedestrian or cycle connections in place to facilitate this. There are no footways currently along the A256 to the dumb-bell roundabout and I would suggest that it is necessary to provide a footpath/cycleway linkage to the dumb-bell roundabout within the site and a footpath connection around the dumb-bell roundabouts to connect with the existing footway which terminates near to B& Q. The TA refers to the fact that the WCBP is due to expand considerably over the next 10 years and all of this expansion will be to the east. I would not consider this site to be sustainable if the only realistic connection that can be assured at Phase 1 is via the Whitfield roundabout. Should the applicant agree to fund the A2 bridge for footway/cycleway connections then I would consider this appropriate (subject to land on the south being made available), however, until it is a surety, alternative measures to the east need to be guaranteed.

5.3 I confirm the plans for A256 junction proposal have been submitted and are undergoing a Safety Audit Review and Scheme Approval Process. The plans were submitted last week and the technical approval process has commenced for the Stage 1 Outline Design Assessment. This will normally take about 6 weeks, the Highway Authority will respond to the Scheme Promoter, advising whether the scheme is or is not acceptable, and draw attention to any specific items that must be addressed before the scheme is submitted for Stage 2 - Detail Design. Any approvals given at this stage of the process must not be considered as approval to construct the scheme.

5.4.5 - should include parking for mobility impaired in any communal residential parking courts.

5.4.10 - Whilst there are no standards or advice contained within SPG4 for vans or goods vehicles there is a section within IGN3 that should be adhered to -

Vans are an increasingly common sight in residential areas. Although covenants are often put in place in new developments to prevent such vans from being parked, they are seldom enforced. Modern working patterns often necessitate the parking of vans at home, hence there is a need to design with them in mind. Parking bay dimensions should be modelled on vans rather than cars.

5.4.13 - Cycle parking should also be provided where appropriate within the design layout as part of the street scene i.e.. on the edge of the urban fringe where the green areas encourage young people or within areas designed to encourage street play or outside of a communal facility.

5.5 - The link between Phase 1 and 1A has not been appropriately addressed. Without an upgrade this link is not a viable choice in inclement weather months due to a mud surface, it is not lit or overlooked. Without this link the alternative walking distances between the two sites are unrealistic to offset car journeys. The route between the two areas does not necessarily need to stay on the existing line. The applicant should liaise with other landowners to provide a direct walking and cycling route to connect Light Hill to the community hub.

5.6.7 - The extension of the service 61 into the Light Hill area should also include all of the necessary bus infrastructure, i.e. flags, posts, shelters, clearways, raised boarders etc. in addition to the road being constructed at an appropriate standard to accommodate the bus loop. The road layout should also maintain provision for bus access to the A2 bridge connection which may become a future possibility.

Appendix A

Details of Construction Management will still need to be submitted for approval.

Travel Plan

Appendix A

3.2.8 - still not appropriately addressed

3.2.9 - still not appropriately addressed

3.3.8 - further evidence to support bus gates on other roads is still not provided.

5.1.6 - if targets are still to be agreed with the Transport working Group then the TP cannot be signed off at this stage.

Travel Plan monitoring fee not yet agreed.

10.3.1 - no mention of the provision of public seating on longer routes to

aid elderly or mobility impaired.

10.4.5 - what does a free taster ticket involve? A one way bus ticket for one journey is hardly sufficient to encourage or to form a travel habit. The applicant should make a commitment over a period of weeks or months to get the user accustomed to an alternative travel pattern.

10.7 there is no indication of how many units will incorporate an office and all units should have the ducting provided to accommodate the HS Broadband, this has not been confirmed.

Parking Strategy

I re-iterate my previous comments in respect of a charging regime:

The parking strategy is operating on maximum parking standards and identifies charging mechanisms (albeit not for phase 1 and 1A). A recent press release on the Communities and Local Government website abolishes limits on car parking spaces for new homes and discourages high parking charges to encourage the use of alternative modes of transport. IGN3, the adopted Kent Standard, does not operate on a maximum standard principle and should be the document used to support the parking strategy within the urban expansion. Policy DM13 of the adopted Core Strategy supports the use of KCC SPG4 or any successor for non residential parking and refers to table 1.1 which is an extract from IGN3 for residential parking.

The charging mechanisms proposed for the parking regime will not be progressed until the urban extension is substantially completed. This may result in residents having purchased more than one car per property and be settled in an established travel pattern only to then be charged for the parking of the second vehicle unexpectedly which would be likely to lead to irresponsible and unlawful parking. Once having parked the 2nd vehicle free of charge for a number of years the residents may view the enforcement as a violation of their rights within the residential settlement and the charging is likely to be rebelled against. Such measures should either be introduced from the outset or otherwise alternative solutions explored. It would be favourable to assume that the provision of improved public transport, i.e. the Bus Rapid Transit (BRT) system, and the on street and off street parking provision available, from the first occupation of the new settlements will inform travel habits from the outset and negate the need for the purchase of the second cars for many occupiers. PPG13 states that "where appropriate , introduce on-street parking controls in areas adjacent to major travel generating development to minimise the potential displacement of parking where on-site parking is being limited" I can see no reason why this type of regulation order would need to wait for a substantial build out.

3.1 - Interim Guidance Note 3 for Residential Parking is the adopted standard by Kent County Council and is well aligned with the requirements of the PPS3 approach.

3.2 Whilst car ownership is recognised as being higher in the existing Whitfield settlement than in Dover as a whole it should be also be appreciated that the density of the existing settlement is low and the majority of dwellings have ample capacity for off street parking and as such on street parking is not creating a problem in the existing settlement. The density of the new communities will be considerably higher than the existing and off street parking provision will be less and parking therefore has to be integrated carefully into the internal street layouts.

	<p>3.4 Parking does not have to be provided at maximum rates (as per Table 11.3.1). Additional parking should not be charged for. Rear parking courts for visitors or residents will not be supported by KCC. A design led allowance for on street parking will be the most efficient way to deal with visitor parking and additional cars owned by residents.</p> <p>Whitfield is to become such a large settlement I do not feel it appropriate to treat the entire area as suburban for parking purposes but to assume the locations within the settlement to vary between "Edge of Centre, Suburban and Suburban Edge" in which case the parking demand may vary according to the location, as will the use of garages and the additional visitor parking.</p> <p>4.1 The standards set out in Table 7 align with the standards set out in SPG4 Kent Vehicle Parking Standards. Any other non-residential uses must also accord to these standards as per Policy DM13 of the adopted Core Strategy.</p> <p>Transport Impact Assessment</p> <p>I am satisfied that the information submitted addresses my previous concerns.</p>
<p><b>KCC Strategic Planning</b></p>	<p>(summary, please refer to KCC letter for full comments) support the principle of the development in advancing the development of the strategic allocation at Whitfield that has been established through the Core Strategy and taken forward into the emerging WUE SPD. The timely development of the identified sites is important to achieve Dover's growth agenda with is supported by the County Council. The principle of the phased approach, recognising the importance of phases 1 and 1a to unlock the remainder of the urban expansion area is supported, as this is the best way of ensuring the timely provision of access arrangements and services provision.</p> <p>The County Council have identified 5 principle considerations:</p> <ol style="list-style-type: none"> <li>1. The quality of design &amp; layout: KCC is keen to promote high quality of design/layout with a sense of identity and place, well connected to the wider community (ref: Kent Design Guide, Bold Steps for Kent: KCC's Medium Term Plan to 2014/15 &amp; Draft Kent &amp; Medway Housing Strategy). The overall concept of neighbourhoods interspersed by Green Infrastructure was supported by KCC in their response to the draft SPD. The design &amp; access statements accompanying the applications sets out the core design principles and design quality and standards, to be implemented through design codes, and these are generally sound. Existing development in Whitfield is small in scale and low in height and this should be respected by the new developments. Buildings of more than 2-storeys will need careful siting. The appropriateness of the arcadian village feel created by the design drawings is arguable and this could be tempered by a contemporary design approach that could take on board the local vernacular detailing.</li> <li>2. The Range &amp; Mix of Housing: The whole of the WUE allocation envisages 5750 homes and requires planning applications to provide</li> </ol>

30% affordable housing. However, the current applications cite viability issues, and the prioritisation of other community benefits and infrastructure as the reason why the required level of AH cannot be provided in the early phases of the WUE. The supporting documents are unclear in terms of the level of affordable housing proposed other than confirming only 26% AH will be provided in phase 1a, but giving no indication for phase 1, which contains the bulk of the housing. It is for the LPA to determine whether these modest levels of AH provision are acceptable or not, however the overall provision of AH throughout the WUE must be closely monitored.

3. Impact on the Local Environment & Sustainability:

**Landscape:** The landscape around the village is strongly characterised by the open rolling chalk downland. The development should give more consideration to merging the new urban periphery into this landscape by avoiding solid blocks and straight lines at the periphery (i.e. development should follow contours) and softening the edges with planting.

**Ecology:** KCC have reviewed the Landscape \* Biodiversity Strategies for Phase 1 & 1a and are satisfied that the green network and implementation of the proposed landscape management prescriptions will ensure that the WUE comprises a variety of natural habitats, providing benefits for wildlife and people. If permission is granted a timetable for all landscape management tasks should be required showing clearly where the responsibilities lie for undertaking those tasks. This must be resolved prior to implementation of the planning permission, with a monitoring and review process built in. The modelling of atmospheric NOx concentration have not been carried out under varied scenarios. The results of the modelling that has been carried out may be conservative. The reliance on falling background levels of NOx concentrations for the determination of effects is questioned, particularly as it is unclear if in-combination effects from other proposals have been considered.

**Energy Strategy:** The economic viability of the various energy solutions based around CHP or a heat network as a means of energy efficiently and in a low carbon way is questioned. The Sustainability Strategy offers no commitment. The heat profile of the development does not seem to have the critical mass required to achieve viability. Neither do there seem to be existing local uses with an apparent demand for heat to fill the gap. However, there may be potential for a smaller local solution linked to elements of the development such as the community hub. Wind and solar energy generation should be explored.

4. Transport & Access: KHS have lodged a holding objection to the planning applications as they have been submitted in advance of an adopted SPD. The key issues that require address are summarised below however, full details of KCC's comments on Transport are provided in appendix 1 attached to their consultation response.

- Parking strategy

	<ul style="list-style-type: none"> <li>• The unsuitability of the proposed BRT dedicated junction on the A256</li> <li>• The detail of the new ‘at grade’ roundabout on the A256</li> <li>• Trip distribution and assignment queries; and</li> <li>• Travel Plan</li> <li>• Information on the potential for a new bridge over the A2, bringing benefits for walking/cycling/BRT, and linking the WUE to local secondary schools</li> <li>• Exploration of opportunities to improve the existing network of PROWs within and around the village: improving/rationalising the SUSTRANS route through the village; improving access for horse riding, which is a significant activity in this area; and linking existing ‘dead end’ footpaths to form a more cohesive network, including improvements to the PROW crossing the A256 where there is currently an underpass.</li> </ul> <p>5. Infrastructure &amp; Community Services Provision &amp; Funding: In terms of S106/CIL requirements it is important that the anticlockwise phased approach of the WUE is maintained in order not to breach CIL regulations. Alternatively, DDC should consider establishing a charging schedule for the WUE and establishing a tariff based approach to infrastructure provision. In terms of infrastructure provision, phase 1 &amp; 1a applications should be assessed against the overall requirements rather than being looked at in isolation. The calculation of community infrastructure requirements is based on the following assumption of housing mix: 1 bed flat = 15%; 2 bed flat = 10%; 2 bed house = 25%; 3 bed house = 40%, and; 4 (+) bed house = 10%. However the housing mix for the applications differs from this key assumption, thus altering the infrastructure requirements. To address this situation KCC have agreed that, with the exception of education, all other community infrastructure requirements will be apportioned (i.e. calculated on the total number of units irrespective of unit size) as these are less susceptible to dwelling mix changes.</p> <p>KCC’s analysis has shown an increased surplus capacity of Secondary School places in the Dover Town area. Accordingly, phase 1 and 1a applications require no secondary school contributions. However given the long build out time of the WUE it is possible that surplus capacity for secondary school places may reduce, requiring future applicants to contribute towards secondary places.</p>
<p><b>Kent County Council Countryside Access Group</b></p>	<p>According to the Definitive Map of public rights of way (PROW), three public footpaths would be directly affected by the proposed development, these being ER54, ER63 and ER71. Comments are made following in depth discussions with Dover DC officer Mike Ebbs in looking at the wider aspect of the Whitfield master plan. An agreement has been made to deal with the proposed Public Rights of Way changes through each individual application and my comments are made based with this in mind. As set out by PPGN17 the outline application should demonstrate an enhancement to the Public Rights of Way and walking and cycling network and the current application does not meet this guidance.</p> <p>As it stands the application appears to suggest a number of informal paths with no status. The issue being that there would be no ultimate</p>

responsibility for the maintenance of these routes which may then fall to the Parish or District Council to maintain. Certain routes must therefore be dedicated as PROW in order to secure their future sustainability and conform to planning guidance.

There are three main infrastructure links that are imperative to encourage sustainable transport from the site.

- Improved crossings of the A256 with a review of connections to the Roman Road.
- A surfaced and established link must be achieved to the community hub via Public Footpath ER63
- A walking and cycling bridge across the A2 to the Community facilities and employment to the south should be delivered through the combined development phases.

#### **Design code; Cycleways and footways**

The introduction of this section refers to Public Rights of Way but there is no design specification for PROW, instead follows the headings “Greenways” and “Parkland Footways”. As these titles have no legal status the County Council requires that they should be removed and replaced with “Public Bridleway” and “Public Footpath” to avoid any confusion. Should it also be the intention of the developer to include “Parkland Footways” for which they or the District Council will become responsible for, these should be clearly identified. This will enable the County Council and District Council to determine which routes they will be responsible for maintaining in the future. The specifications for Public Footpaths and Public Bridleways must be provided, and it is also requested that the PROW feature within the streets hierarchy plan so that the integration of cycling and walking routes are clearly identifiable.

#### **Phasing and Delivery Strategy;**

The movement of existing PROW appears to be supported in section 4.25 of the Phasing and Delivery strategy however none of the associated plans demonstrate this.

Section 4.9 indicates that public footpath ER63 would be the main pedestrian link between the developments. It is imperative that this route is improved by way of surfacing during the first phases of development to enable and establish this walking pattern. The route should also include destination signage to ensure new residents are confident in using it.

#### **Infrastructure Statement**

Public Rights of Way should have its heading within the transport section. Under PPGN17 there should be clear guidance as to how the public rights of way would be enhanced and linked to other walking and cycling routes within the development. It is also recommended that a proposed public rights of way plan also be provided though this could be included within the proposed road network plans.

In terms of PROW locations discussions have been had with DDC to move

	<p>and upgrade the existing routes through each individual planning application. All three current routes have been identified as requiring some kind of enhancement. As the master plan demonstrates that significant construction will take place along the alignment of the current routes then these suggested changes should be processed through the Town and Country Planning Act legislation. The County Council may be able to assist with this if required.</p> <p>Appendix 3 demonstrates a structural tree line along public footpath ER71 and numerous road crossings for both paths ER54 and ER74. The nature of these PROW'S offer uninterrupted, traffic free, recreational walking within an open aspect. The constant crossing of roads and loss of views from tree lines is therefore entirely inappropriate and unacceptable. By trying to retain the public rights of way in their existing locations the developer's proposals have resulted in degrading the current asset.</p> <p>The appendix does portray a series of recreational routes through the areas of open space and it is advised that some of these routes be created as public bridleways. Our appendix 1 demonstrates our preferred PROW network and we should like to work with the District Council and developer in achieving this. These routes provide vital links to the wider countryside and there sustainability must be assured by having a public right of way status.</p> <p>The enhancement to bridleway for some routes is recommended so as to encourage active lifestyles and accommodate cycling.</p> <p>The requested moves would both enable uninterrupted development but also to retain the recreational aspect of these routes whilst reducing the currently proposed and unacceptable number of road crossings.</p> <p>Improved crossings of the A256 are imperative in meeting the planning policy to create links to the wider countryside. This provision will allow residents to uninterrupted access the North Downs Way and Roman Road providing recreational opportunities both to Dover and the wider countryside and coast.</p> <p>Public Footpath ER63 provides a very direct and important link to the new community hub areas and green space to the north. The path must be retained in its current location. Due to the inevitable increased footfall it should be widened to 2 metres and upgraded to a tarmac surface to encourage walking to the new hub facilities. This route is vital in encouraging modal shift and as such should be designed to be in an open and attractive environment.</p>
<p><b>KCC Archaeology</b></p>	<p>The EIA suggests that a programme of archaeological work incorporating excavation, recording and preservation in situ of archaeological remains and it is suggested that this could be secured through the use of planning conditions. This approach is supported provided the archaeological works are undertaken before the detailed layout of the development is fixed to ensure that they can be used to inform the detailed design, and so opportunities to preserve archaeological remains can be maximised, and this will involve a range of intrusive and non-intrusive techniques.</p>

	<p>The proposed development will involve extensive development on open farmland and in close proximity to the hamlet and Grade II* Listed St. Peters Church. The proposed development has the potential to affect the character and setting of the listed church and of the historically farmed landscape surrounding it. The issues raised by English Heritage must be addressed before the application is determined.</p> <p>The archaeological investigation works associated with the wider WUE programme have the potential to significantly enhance our understanding of the archaeology of this part of East Kent. KCC would welcome consideration of how this information might be used to promote and enhance the public's understanding of the archaeology of the area. The applicant should consider ways of incorporating the presentation of the archaeology and history of the area as part of the community hub proposals.</p>
<p><b>Natural England</b></p>	<p>Comments are attached in full at the end of this report.</p> <p>In respect of Lydden and Temple Ewell Downs Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC), from the information provided, it appears that the critical level for calcareous grassland in respect of NOx concentrations will not be exceeded. Similarly, for total nitrogen deposition, the predicted deposition will be less than the critical load of 15-25 kg/ha/yr. As such, Natural England is satisfied, based upon the information provided, that the Whitfield developments are unlikely to result in air quality impacts upon the Lydden and Temple Ewell Downs SAC.</p> <p>In respect of the Dover to Kingsdown Cliffs SSSI and SAC, as the minimal critical load for nitrogen deposition is already exceeded (but not the maximum of the range), Natural England recommends that an air quality monitoring and feedback programme is implemented to ensure that the conclusions reached from the modeling are correct and allow further control measures to be implemented in the future should the monitoring suggest that further measures are necessary.</p>
<p><b>English Heritage</b></p>	<p>The two parcels of land identified for development by these applications are noted to contain some features of historic significance in the form of crop markings signifying potential buried remains, but there are no designated heritage assets directly affected. However it is the archaeological and historic significance of the landscape as a whole that is of most direct concern English Heritage and is notable that there are a number of known archaeological and built heritage assets in the vicinity of the development sites that may potentially be impacted by the development.</p> <p>The open nature of the site is of some historical significance in its own right as it defines the edge of the urban area and the historic farmed landscape that adjoins it. In particular, the open landscape provides the clear separation between the modern urban extension to Dover and the free-standing villages and farmsteads that surround, but are distinct from the town. The historic character and setting of these villages and farmsteads, which are themselves heritage assets, is likely to be impacted on by the proposed development. While this is acknowledged to some extent within the ES, it is considered that these impacts are understated</p>

	<p>and a more robust assessment is required of these cultural environmental effects than is offered by these documents.</p> <p>In this respect the erosion of the setting that underpins the character of Church Whitfield, which includes the Grade II* Listed St Peter's Church, is not fully appreciated. The development as proposed is likely to cause harm to the heritage significances of the village and the church as a result of the proximity of the proposed new buildings to them, and the loss of the open downland that has historically defined their settings. There is little indication that there will be active measures through siting or design of the new development, to mitigate these effects. The proposals should be amended to demonstrate that the setting of the village and Church will be appropriately safeguarded by the development.</p>
<b>Sport England</b>	<p>Comments on the original application :</p> <p>The proposed development falls within the definition of a major housing development that SE is consulted on as defined by Annexe B of Circular 9/95 (as amended). SE object to the proposed development. No formal indoor or outdoor sports facilities are to be provided within the proposed development for 1400 new homes. The Design &amp; Access Statement submitted with the application suggests that 'extensive' full size facilities' serving the masterplan area will be provided in other phases of the Whitfield development. Whilst SE does not object to the provision of these facilities elsewhere, the location and timescales for providing these facilities should be set out in the S106 Heads of Terms. This will ensure that the sports facilities required to support this development will be provided and will be available for residents to use when they move in, i.e. prior to first occupation.</p> <p>At present the Section 106 Heads of Terms document indicates that off site contributions will be made in respect of 1 hectare for 'sports facilities' and 1 MUGA. No contribution towards indoor sports facilities is included. Nor is there any justification or assessment provided within the application of the amount or types of indoor or outdoor sports, with ancillary facilities – such as a pavilion. Which sports will use the MUGA or 1 hectare of land? Is this amount of land sufficient?</p> <p>The Sport England Sports Facilities Calculator (SEFC) helps estimate the demand (expressed as contributions) for sports facilities (swimming pools, sports halls, indoor bowls and synthetic turf pitches) by a given development. If these contributions are not collected then not only will the demand for facilities from the proposed population not be met, but also the new population could exacerbate any existing unmet demand for sports facilities in the local area. The SEFC estimates that for the proposed development of 1400 dwellings the following contributions could be appropriate:</p> <ul style="list-style-type: none"> <li>• Swimming pools £375,632</li> <li>• Sports halls £677,055</li> <li>• Indoor bowls £56,730</li> <li>• Synthetic Turf Pitches £80,824 (3G) &amp; £65,216 (sand)</li> </ul> <p>The potential for 2 junior pitches is identified at the proposed Junior School. Although for this to be used for community sport, the school</p>

should be designed to facilities easy access to toilets and changing facilities for after-school/weekend use and a community use agreement should be agreed as part of this planning application.

Further representation on the latest submissions have been received and are summarised as follows :

As you will be aware Sport England has raised an objection to the application which forms phase 1 of the Whitfield Urban Extension (WUE). This objection results from our concern that the application provides no certainty that adequate infrastructure is in place, or will be provided, to meet the demand for sporting provision which will be generated by the development. This concern therefore relates to the requirements set out in PPG17 (Paragraph 23) and your authority's Core Strategy Policy CP6.

The amendments and additional documents submitted appear to provide little detail with regards to this concern. Sport England is aware that the application proposes the following on-site sporting provision:

- Community use of approximately 1.64ha of sports pitches within the proposed primary school;
- Approximately 0.64ha of sports pitches located within the green corridor to the south-east (potentially used as two junior pitches);
- A Multi-Use Games Area.

It is understood that the above provision only partly meets the level of outdoor sports space required by the Council's open space standards. The applicant is aware that the provision of sports facilities has been planned at the Whitfield Urban Extension masterplan level to ensure an appropriate level and distribution of provision. This distribution will provide both operational and sports development benefits. Sport England would therefore have expected the application to provide more detail on how the remaining requirement for this phase would be met.

Regarding the proposed on-site provision, Sport England would expect any forthcoming planning permission to secure a number of points by way of legal agreement or condition, these being:

- in line with the requirement in the WUE SPD, the proposed community use of provision at the primary school is secured by way of a formal community use agreement. This agreement should cover use of the sporting provision along with all necessary ancillary facilities i.e. changing rooms. In order for the provision at the proposed primary school to assist with meeting the demand arising from the development certainty is required over its availability to the community. Given that this would be a new build school the opportunity should be taken to design in such use early in the process and therefore design out any potential issues, such as access to the pitches and changing provision.

- all sporting provision is fit for purpose and therefore designed in accordance with Sport England's design guidance notes. It is particularly critical that the quality of the playing pitches at the proposed primary school provide adequate capacity to accommodate both educational and community use.
- adequate arrangements are put in place to ensure the long term management and maintenance of the sporting provision. The management and maintenance arrangements for the primary school provision should be of a level to ensure the long term educational and community use.
- certainty is provided regarding the timely delivery of the sporting provision. This could be included within an overall phasing plan which ensures the provision is provided early in the development of the site. The plan would need to factor in sufficient time for the grass playing pitch provision to become fully established prior to use.

It is unclear from the information received whether the 0.64ha area of land to the south-east of the site which is set aside for sports pitches (potentially two junior pitches) would be supported by appropriate changing provision. In addition, it is unclear if the proposed MUGA would be floodlit. The absence of such provision would be likely to limit the potential benefit to sport of these facilities.

Whilst it is appreciated that the 0.64ha figure is an approximate, the application does not indicate what level of junior pitch is envisaged and for which sport. While it may not be appropriate to provide such detail at this stage it is likely that the 0.64ha area may not be able to accommodate two junior pitches with the necessary safety margins and space for ancillary facilities.

Along with concerns regarding the level of outdoor sporting provision Sport England also raised a concern in its original response with the lack of a contribution towards indoor provision. The WUE SPD and supporting evidence base indicates the existing residents of the Dover urban area already have a relatively poor share of swimming pool and sports hall provision. This situation would be exacerbated by the additional demands placed upon the existing provision as a result of the proposed urban extension at Whitfield.

Despite inclusion within the WUE SPD the amendments and additional documents received do not appear to provide any information on this issue. This therefore adds to Sport England's concern that the application provides no certainty that adequate infrastructure is in place, or will be provided, to meet the demand for such provision which will be generated by the development.

Sport England is aware of the Council's intention to develop a strategy to address the needs for indoor sports facilities within the district and in particular the Dover urban area. We are also aware that the Core Strategy, within the supporting text to Policy CP6, includes a replacement indoor sport and recreational facility within Dover as one of the main elements of

	<p>infrastructure required to support the Core Strategy. Alongside this Core Strategy commitment appendix 2 of the WUE SPD, which sets out the infrastructure requirements, includes sports hall and swimming pool headings within the Sport section under Light Hill (phase 1). This appendix to the SPD also indicates that the mechanism for securing such provision from the Light Hill phase would be a financial contribution.</p> <p>As set out above the amendments and additional documents received do not appear to have addressed the concerns raised in our original response to the application. Consequently, Sport England <u>maintains its objection</u> to this application.</p> <p>Sport England would be willing to review this objection should further information be forthcoming which addresses the concerns raised.</p>
<p><b>Whitfield Parish Council</b> (including WAG and Community Liaison Group)</p>	<p>Summary of original comments include the following.</p> <p>Notices (for planning applications) should have been issued when SPD had been approved, so that applications could be judged against an approved SPD.</p> <p>Limited detail in application – future applications should not be reserved matters – but detailed required by committee</p> <p>Lack of AH for ph1 and only limited amount for ph 1A contrary to policy. Development should not go ahead without it</p> <p>Provision of social and community infrastructure insufficient to support the development and provision shown is scheduled too late in the development. Attendance at school outside Whitfield contrary to principle of integration and social cohesion. Appropriate infrastructure must be provided. The need for social infrastructure and facilities has not been fully appraised by the application or by the evidence base which supports the SPD.</p> <p>If necessary provision cant be made then development should not proceed.</p> <p>Traffic management scheme and monitoring proposed by SPD and travel plan accompanying the application is inadequate to ensure necessary control and mitigation of increased traffic. Public transport provision must be from first occupation.</p> <p>No management plan or agreements for open spaces, recreation facilities, play areas or public realm. Details of location, design, content, costs, management and liabilities are too vague to enable the PC to deliberate on possibility of adoption and management.</p> <p>Further comments have been received on the recently amended submissions, and are summarised as follows :</p> <p>DDC Planning Committee Members are not being given enough time and resource to enable informed deliberation with the full knowledge of the facts and detail of the complex applications.</p>

Reliance is instead being placed on the Planning Officer's reports that accompany meeting agenda, the purpose of which is to give the reasons which support the Officer's recommendation to the Committee and is naturally biased towards this chosen recommendation. This raises issues on predetermination and bias in that the guidance is directing Members to accept the Officer recommendations rather than Members considering their position in light of all the evidence and arguments.

These applications should not be approved without Planning Committee Members having full knowledge of the applications' details and full understanding of the existing community's concerns. These applications and supporting documents are not complete or at a stage where they should be determined. Too many matters are unresolved.

The Planning Department and Officers are working under extreme pressure from the Developers to meet deadlines and are, therefore, rushing the process to present applications to committee for decisions before they are fit for purpose.

The Whitfield SPD was rushed through its final stages in a similar manner, we assume due to the same pressure from the Developers, despite strong recommendations that further consultation be carried out by the LDF Group and the Scrutiny Committee. Notwithstanding the considerable revision to this important document, there was no further consultation on the SPD allowed by the Council's Cabinet and Executive. The SPD is still not available in its final adopted version.

The whole process for the development of Whitfield must be allowed to proceed in a timely manner and not be dictated by other arbitrary deadlines set by the Developers and Landowners.

The applications for the Whitfield development are also being pushed through this Planning Committee stage on the basis that they are seen as "an important step in the Council's regeneration agenda" by DDC's Cabinet and Executive.

All planning applications must be determined on their own merits.

These applications should not be approved due to pressure by the Council Cabinet and Executive.

Too many matters remain outstanding in the Officer's report to the Committee with recommendations that countless matters are reserved or delegated to Officers without return to Committee and public consultation once further work has been carried out.

Committee Members should place a limit on the number and scope of outstanding and reserved matters that are delegated to DDC Officers from these applications, to ensure that decisions are made by the Planning Committee and the democratic process, thus allowing sufficient opportunity for consultation and comment as and when further work is carried out to resolve these matters.

It is difficult to understand how applications can be determined with so much information on such a wide range of matters outstanding and unresolved.

These applications should not be approved until the numbers of outstanding and reserved matters have been reduced to an acceptable level, or until resolution from Members requires that such matters are brought back to the Planning Committee for determination after further opportunity for public and stakeholder comment.

The final adopted version of the Supplementary Planning Document is not yet available to judge these applications against.

The Consultation version of the SPD is the only version that is available. This was radically changed before it was hurriedly put through the final stages of adoption in April 2011, so this much amended consultation version has whole sections that show strikeout deletions and, of the original content that remains, there are considerable bold type text additions. This version does not include the last minute revision made at the time of the Council and Cabinet meetings in April, or the separate appendices, schedule of changes and diagrams that are still awaited.

It is a requirement that applications are judged against the Whitfield SPD. The SPD should be available before Members determine applications relating to the SPD.

These applications should not be approved until the SPD has been published and is publicly available.

New information and changes are not being communicated to Members of the Planning Committee for deliberation or to the public and stakeholders for comment.

The Phase 1a application was put forward with Phase 1 in 2010, with many documents common to both applications. These applications have now been separated and revised documents issued for phase 1a with the original documents left as part of the phase 1 application. To have 2 or more versions of the same document in circulation confuses the detail of the applications and is bad practice.

There has been considerable work carried out on the applications from October to May but with few amendments or additions to the supporting documents. Updated documents incorporating the new work and changes were not published before the phase 1a application was put to committee (and later withdrawn) in May.

At the Phase 1a application committee hearing in June, the Director of Planning stated that the number of outstanding issues had reduced during

the previous month from 6 pages in the May agenda to just 1 page for June's. No new information to explain this reduction has been made available in the application or supporting documents.

The Director of Planning proceeded to go through the page that was left with more information on further reductions made during the week between the agenda being published and the meeting, without giving any real information as to what had been changed in the application documentation to resolve these issues.

These applications should not be approved unless the information of changes and amendments carried out to resolve matters has been made available for consideration by the Planning Committee and for comment by the public and stakeholders.

No Affordable Housing is proposed for phase 1 and only a limited amount is proposed for phase 1a. This is contrary to the Affordable Housing SPD and policy DM5 of the Core Strategy.

It would be a dangerous precedent to set for future phases to allow this application through without requiring 30% affordable home provision.

It is difficult to accept that the viability of phase 1 is so weak that absolutely no affordable housing can be provided whatsoever (apart from 4 which are to be transferred from phase 1a at KCC's request).

The amount of affordable housing that is proposed is questionable. To be affordable, housing has to be provided and managed in a way which serves to reduce the purchase price or rental levels of dwellings below normal market rates to enable initial and subsequent occupation by those in housing need. It is unclear both if the proposed Supported Living Units and the 66 unit Care Home will all be at below market rates to qualify as affordable homes.

It is unclear if it is the intent that the shortfall of approximately 420 affordable homes will be recouped in future phases of the development. This could undermine the viability of later phases. Full appraisal of this situation, involving developers and interested parties of the later phases, should be made before determining these applications.

One of the key objectives of the Core Strategy's increased housing allocation was to address the increasing need for affordable homes in the District and reduce the backlog. These applications in their present form will not contribute to this objective.

These applications should not be approved without including a significant number of affordable homes for phases 1 and 1a, unless agreement is reached, with interested parties, that the shortfall is recouped in later

	<p>phases.</p> <p>There are misleading references to benefits for the community. These applications will double the size of Whitfield without doubling the amount of community facilities and infrastructure in either the short or long term.</p> <p>It should be realised that the community facilities listed in the phase 1a outline application simply reserves the land for the buildings. The services are not due to be put into place until at least 2023 – 5 years after the completion of phases 1 and 1a.</p> <p>Over the full course of the Whitfield Expansion, there is no benefit or gain what so ever for Whitfield’s Residents. Three times the population with three times the primary schools and other community facilities (all of which will be delivered too late and after significant development has taken place) is not a benefit, it is merely catching up with what we once had. Three times the traffic and the urbanisation of a semi rural village with the loss of surrounding countryside is actually a significant loss and to the detriment of the Residents of Whitfield.</p> <p>It must be recognised that the community are simply asking for the continuation of the present level of service: The community are not asking for improved facilities (swimming pools, bowling alleys or multiplex cinemas).</p> <p>These applications should not be approved without guaranteed adequate and timely provision of all elements of infrastructure to support the development and the existing community.</p> <p>The need for social and community infrastructure and facilities to support these applications has not been fully appraised by this application, or by the SPD evidence base. Provision of social and community infrastructure and facilities is insufficient to support the proposed development. The provision that has been included is scheduled too late in the overall development.</p> <p>These applications for 1,500 dwellings increase the population of Whitfield by over 80%, adding 3,500 new population, yet social and community facilities and infrastructure provision has been omitted from the applications and is deemed as having been <i>“Off-set by delivery of other infrastructure &amp; community benefits”</i>. This is nonsense. You cannot offset the infrastructure need of a population that doubles in size by safeguarding some land for future community uses in 10 to 12 years time. If the development proceeds, bringing this new population to Whitfield, then all necessary infrastructure elements to support this must be provided in a timely manner within the construction period of the development.</p>
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If provision of all the necessary social and community facilities and infrastructure makes the development unviable, and funding cannot be obtained from elsewhere, then the development should not be allowed to proceed. To allow this application would be contrary to the Secretary of State's Policy Tests as set out in Circular 05/2005 – Planning Obligations, which states:

*“B10. In some instances, perhaps arising from different regional or site-specific circumstances, it may not be feasible for the proposed development to meet all the requirements set out in local, regional and national planning policies and still be economically viable. In such cases, and where the development is needed to meet the aims of the development plan, it is for the local authority and other public sector agencies to decide what is to be the balance of contributions made by developers and by the public sector infrastructure providers in its area supported, for example, by local or central taxation. If, for example, a local authority wishes to encourage development, it may wish to provide the necessary infrastructure itself, in order to enable development to be acceptable in planning terms and therefore proceed, thereby contributing to the sustainability of the local area. In such cases, decisions on the level of contributions should be based on negotiation with developers over the level of contribution that can be demonstrated as reasonable to be made whilst still allowing development to take place”.*

If the infrastructure is not provided for Phases 1 and 1a of this development and is deferred to later phases, there will be a knock on effect as these additional costs passed onto future phases will affect their viability and thus undermine the viability of these later phases and compound the overall shortfall of infrastructure provision for the whole development.

Social infrastructure provision outside of Whitfield is contrary to National and Regional requirements of being directly related to the proposed development and, furthermore, is contrary to the principle of integration and social cohesion of the new population with the existing Whitfield population.

The Primary School provision after occupation of 620 dwellings is unacceptable and will require approximately 146 children, who will live in Whitfield before this trigger point, to be taken to primary schools out of the Parish, adding to car usage during periods of peak traffic congestion.

Communities are built around local facilities such as schools: Children's' attendance of schools outside of Whitfield is contrary to the principle of integration and social cohesion of the new population with the existing Whitfield population and will create separate communities. We are told that the delivery of the first school could be sooner than the 620<sup>th</sup> dwelling, but the legally agreed trigger point should be the 300<sup>th</sup> dwelling to ensure earlier delivery. It is not good enough simply to hope for earlier provision. The current trigger point for submitting the design and specification for the

first primary school is not until the 200<sup>th</sup> dwelling completion, by which time over 50 Five to Eleven year olds will be out-commuting to school.

The Whitfield and Aspen Primary School is currently oversubscribed, forced by the LEA to exceed its capacity. There is a substantial waiting list for enrolment and at the last intake there were 25 appeals from parents of children who did not obtain places at the school. The Environmental Assessment recognises that the Whitfield and Aspen School is already oversubscribed by 29 pupils, but that there are 62 places at Green Park Community School a mile away.

The Environmental Assessment (ES) makes false assumptions. For example, the author of the ES was advised by the PCT “that existing medical services in the village of Whitfield are limited to a branch surgery, offering part-time GP and Nurse provision”, but the author of the ES looked it up on the internet and decided to use the rather questionable figures that the local surgery has a patient list of 7,348 and that there are 5 Whole Time Equivalent GPs at the surgery. The Author assumed this information was correct, that there were 5 Full Time Equivalent GP’s at the Whitfield surgery, and concluded in the Environmental Assessment that the patient / GP ratio was “considerably below the national average” and that there was “existing capacity within the Sandwich Road Surgery” (It is a fact that Whitfield has a population of 4,500 and there is one GP per day holding a morning surgery at the practice).

For the purposes of the Environmental Assessment, the only community facilities considered were schools and health facilities. All social and community infrastructure and facilities should be considered.

These applications should not be approved without ensuring proper appraisal and provision of adequate and timely social and community infrastructure, funded either by developer contributions or by the public sector infrastructure providers / local authority.

The viability assessment is commercially sensitive and not in the public domain, but is used to justify poor and late provision of all elements of infrastructure that are required to support the development.

It is unclear if the viability appraisal has been submitted and if the required independent financial appraisal been carried out.

Although the detail of this assessment is commercially sensitive and not to be published, National Planning Policy Statement PPS12 states that the costs of all the infrastructure provision should be a part of the Core Strategy evidence base. This information has always been missing, but this information is essential if we and other parties are to challenge viability claims and resulting reduction of provision.

The issue of viability has to be fully assessed, including the knock on effects that reduction in provision in phases 1 and 1a will have on later phases. The developers of the various phases cannot come to agreement. Each has their own expert consultants issuing reports that conclude in favour of their particular developer. Phillip Jeans Homes Ltd want to offset the affordable housing and social infrastructure requirements to later phases; the other developers claim that this would make their phases unviable and that phase 1 / 1a is £16M short of paying its proportionate contribution towards the overall development infrastructure.

It is essential that Planning Committee Members are given access to these appraisals to ensure that full evaluation of all aspects, including the effects on later phases, has been carried out.

These applications should not be approved without ensuring proper appraisal of viability has been carried out, taking account of future phases.

These applications lack important detail on the monitoring and management of increased traffic volumes that will accompany development.

An effective Traffic Management Scheme is not included in these applications. The Travel Plan appears to be little more than a community scheme to encourage walking, cycling and car sharing.

Arrangements for monitoring and management of traffic are inadequate and lacking in the necessary detail to ensure safeguards to control and mitigate increased traffic volume that will be generated from the built development and during construction.

Much of the detail and commitment for proper control and monitoring of the increased traffic that was an integral part of the previous stages of the Masterplanning process is now missing from these applications. They do not contain requirements for Transport Infrastructure Contributions, Transport Management Fund, Vehicle Monitoring Scheme, Traffic Management Plan, or Transport Coordinator that were features of the earlier Masterplanning process in the SPD Consultation Draft and the earlier Pre-Publication Copy – V2 (ref RA/5435) – both dated October 2010.

The Travel Plan and Public transport provision must be from the first occupation, not 6 months after commencement of development, or within 6 months of first occupation of each sub-phase.

Details of all highway works (on and off-site) and all traffic management

<p>are still outstanding.</p> <p>Construction Management Plan including construction vehicle routing, siting of construction improvements and details of a monitoring regime are outstanding.</p> <p>Phase 1a access arrangements and improvements to the Sandwich Road / A256 Bypass junction to accommodate increased traffic volumes are unclear.</p> <p>These applications should not be approved without ensuring proper transport measures are included.</p> <p>There is no 'Provision &amp; Management Plan for the Public Realm and Open Space Strategy' included with these applications.</p> <p>There are few references to a long term management plan or draft agreement for open spaces, recreation facilities, play areas or public realm in the supporting documents, such as the Landscape and Biodiversity Management Strategy and Section 106 agreements and trigger points.</p> <p>The details of these facilities are still too vague regarding location, design, content, and the likely management costs and liabilities which, therefore, prevent the Parish Council from deliberation on the possibility of adoption and management of these facilities at this time.</p> <p>The overall development layout is well designed and could give the whole development including the existing Village a 'Country Park' aspect. The importance of an effective and long lasting management strategy must not be underestimated. These applications should not be approved until the 'Provision &amp; Management Plan for the Public Realm and Open Space Strategy' is available.</p> <p>There is no detail on improvements to the Public Rights of Way that cross the A256 Bypass. Access across the A256 on both footpaths is currently difficult. Improvements will be required due to increasing use of these routes and the need for good access to the countryside and wider Public Rights of Way network. These applications should not be approved until consideration has been given to the Public Rights of Way.</p> <p>The Parish Council and Community Groups are currently working with the Developers and affected Residents on the design and layout of these developments, to mitigate the effects on residential amenity. If mutual agreement cannot be reached before detailed applications are submitted, Members should direct that planning committee site meetings are held to</p>
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	<p>assess any matters that cannot be resolved.</p> <p>Whitfield Parish Council, Whitfield Action Group and Whitfield Community Liaison Group object most strongly to these Outline Applications.</p> <p>We ask that thorough consideration is given to all our objections and urge the Planning Committee Members not to determine the Applications without having full knowledge and understanding of the details and the likely consequences of approval with the current weaknesses and omissions.</p>
<b>Shepherdswell with Coldred Parish Council</b>	<p>Concern is expressed that the proposed developments (ph1 &amp; ph1a) may cause deficiencies in the existing utility infrastructure, e.g. deficiencies in fire brigade and police provision, which may adversely affect current services at Shepherds Well and Coldred. The proposed development is proposing to complete some community facilities including a new primary school after 600 dwellings have been occupied. In the meantime this could cause existing schools and community facilities in surrounding villages to become over subscribed, causing traffic and parking problems. Similarly, prior to the new bus service becoming available at a similar time, commuters to Canterbury and beyond may wish to drive to Shepherdswell station, increasing traffic flow in Singledge Lane and Coxhill.</p> <p>Further representations have been received on the amended submissions, and are summarized as follows :</p> <p>The most important aspect of the proposed Whitfield Urban Extension is to consider is how the development will affect the residents of Shepherdswell and Coldred. There was concern that the utility infrastructure might not be adequate e.g. initial deficiencies in Fire and Police provision could adversely affect the current services at Shepherdswell and Coldred. The outline plans also indicate that some community facilities such as a new primary school will be completed only after more than 600 new dwellings have been occupied. This time delay could result in additional pupils attending existing local schools (including Sibertswold School) producing more traffic and parking problems. Also, prior to the new bus service becoming available at about the same time, commuters to Canterbury and beyond may wish to drive to Shepherdswell station increasing traffic flow in Singledge Lane and Coxhill.</p>
<b>Sutton-by-Dover Parish Council</b>	
<b>Guston Parish Council</b>	<p>Infrastructure provision (i.e. primary schools, health &amp; social care &amp; police office etc) should be operational at commencement of occupation and now when a substantial proportion of the development is occupied. The current services are sorely needed to augment overstretched provision for existing populations and to withhold improvement is unacceptable. The Parish Council oppose the loss of so much green space and its development before utilisation of readily available brown sites. It is imperative that development progresses in organised fashion, minimising disruption to existing and subsequent residents and the need to robustly resist any</p>

	developer who attempts to ignore this.
<b>Dover Town Council</b>	TC have no objection, but consider phasing must be very carefully considered in first instance or it could end up as a soloist estate. TC consider it will benefit Dover and Whitfield as it is noted in the plans but want to see this strictly followed. AH should be pepper potted and not just located in one area. TC would like to see a clause that a minimum of 30% workforce sourced from local area.
<b>River Parish Council</b>	Whilst not submitting actual designs of housing at this stage, the applicant has submitted illustrative images of what might be expected with an impression of substantial open space. This may be misleading since the proposed density of housing may preclude this. The provision of local convenience shops is welcomed, however steps should be taken to ensure that no retail outlets approved would contribute to the continued decline of Dover town centre. The proposed community facilities at the hub are welcomed, however the ability of the developer to deliver these facilities as soon as needed is questioned given the current public sector financial constraints. Although the proposed BRT link to Dover town centre is welcomed, there will inevitably be an impact on the A2 and roundabout, especially at the top of Whitfield Hill. The WUE should make the dualling of the A2 from Lydden Hill to the Eastern Docks a priority.
<b>Temple Ewell Parish Council</b>	The PC does not accept that there is a proven need for this scale of development at the present time. There are insufficient job opportunities to justify the number of new homes being proposed. The PC is vehemently opposed to the irreversible loss of the countryside and good quality agricultural land, when the need for such large numbers of new homes clearly does not exist. Planning community facilities and other infrastructure improvements must be completed in advance of the new homes in order to prevent any possibility of the developer claiming that a lack of house sales precludes any action to provide such facilities at a later date. There are brownfield sites within the Dover District that should be utilised for housing land, before the urban area is extended into the countryside. Whilst the inclusion of local convenience shops is welcomed, steps should be taken to ensure that no retail outlets approved would contribute to the continued decline of Dover town centre. Although the proposed BRT link to Dover town centre is welcomed, there will inevitably be an impact on the A2 and roundabout, especially at the top of Whitfield Hill. The WUE should make the dualling of the A2 from Lydden Hill to the Eastern Docks a priority.
<b>Lydden Parish Council</b>	The Parish Council objects to the planning applications on the following grounds: The development should be on brownfield land and not agricultural Greenfield land. The development should be focused around other areas e.g. Connaught Barracks, Buckland Mill etc. Building the housing outside Dover will encourage more people to leave the town, harming the regeneration objectives. There are already a substantial number of vacant or derelict properties in the town that could be redeveloped, and further housing will become available as former employees of Pfizer leave the area. There are no jobs in the area to support the increased population. The development is excessive and will destroy Whitfield village and the community that has developed there. The development may have an effect on the water table. There are no affordable housing units proposed in phase 1 and very few in phase 1a.

	<p>There are insufficient social infrastructure and facilities being proposed to support the 80% increase in Whitfield's population. New schools will not be finished by the time a large proportion of the houses are occupied therefore inadequate primary education places will be available in the village. Surrounding schools may not be able to cope with the increase. Traffic flows in and around Dover will increase substantially, the road infrastructure will be unable to cope.</p>
<b>St Margaret's Parish Council:</b>	<p>Do not support this level of development in Whitfield as we do not believe it to be sustainable. Continue to object to this as per previous comments made during the consultation process. If Planners are minded to approve this application traffic management is paramount in advance of any development given the implications for Whitfield and the surrounding villages.</p>
<b>Tilmanstone Parish Council</b>	<p>No response received</p>
<b>Langdon Parish Council</b>	<p>Has no objections but makes comments on the original submission as follows:</p> <p>Councils main concern that while planning explores the relationship between Whitfield and Dover and the subsequent benefits for both communities it does not consider the potential for involving the surrounding villages and the possibility of isolating them from the advantages that other residents in the Dover District might gain. There is a very real risk that Langdon residents will be excluded from the 1A community development</p> <p>There is concern that the document contains no reference to potential future impacts on Honeywood Parkway. The Parish Council expect that there will be considerable increase in traffic from people travelling from the villages to the business park, Tesco, DDC etc, once the bus gates are in place and traffic diverted from Archer's Court Road to the A256.</p> <p>Clarification is sought as to the route by which motorists from Langdon could access the retail and health facilities. The proposed bus gates seem to cut off all direct access points. Many parishioners use the retail provision at Whitfield and any additional traffic forced onto the A258 Dover-Deal will exacerbate this already busy through route.</p> <p>A potential benefit for Langdon would be the provision of 'outreach' health facilities in the parish. Transport costs during a trial period could be funded from the 'Housing Bonus' awarded to DDC.</p> <p>Additional matters raised:</p> <ul style="list-style-type: none"> <li>• BRT/Rail travel: Langdon will not benefit – has limited bus service – parishioners excluded from access opportunity to hub and connections to main bus route – opportunity for reduction in carbon footprint and improved communication – extension of BRT would enable access to high speed link</li> <li>• Schools: early build is crucial to discourage commuting.</li> <li>• Socio-economic benefits: opportunities for local business to offer</li> </ul>

services during construction should be exploited and potential for widening skill base through apprenticeships.

- Water supply: seeks reassurance that sources are sufficient without causing disruption to residents. Disruption to residents during pipelaying.
- Renewables: Opportunities exist to reduce carbon footprint of village – residents and community could be offered reduced cost micro-generation equipment through bulk buying
- Affordable Housing: Can be situated anywhere in district. Langdon has identified need for 5/6 units.
- Light Pollution: Mitigation needed. WCBP has increased skyward light scatter

St Peters Church: Former Whitfield residents will not be able to gain easy access when bus gates installed – situation should be reviewed.

Further representations on the amended submissions have been received, summarised as follows :

Previous concerns of Langdon Parish Council concerning likely changes to peripheral traffic flows on narrow lanes to North and East of the development site have not registered on the radar of the developers or Kent Highways. These lanes have VERY SMALL capacities due to the need to reverse to find places to pass, so the MINUTEST changes in traffic patterns will potentially have a SIGNIFICANT impact. It is important that this matter is not ignored as decisions on other matters could impact on this issue.

In general, the transport assessment considers only the provision, existing or proposed, of facilities for the new occupants of Expanded Whitfield. Whilst the traffic count calculations would appear to make allowance, the text ignores the extent of usage of the existing highways of Whitfield by the rural communities to the north and east such as Langdon for whom Archers Court Road is a vital artery.

The assessment document ignores the existence of schools more than 3 km from the application site, including Dover Grammar School for Boys, Guston Primary School and East Langdon Primary School. Whilst a Primary School will be provided within both Phases 1 and 1a, it is naïve of the authors to not consider wider education-generated traffic given the current experience of this Council of significant “school-run” trips BETWEEN communities in spite of adequate provision of primary schools WITHIN those communities. We must therefore consider the effect of Whitfield children travelling to school in Langdon and Langdon children travelling to one of the new primary schools in Whitfield.

Langdon Parish Council welcomes the fact that the latest document contains no suggestion of restricting current usage of Archers Court Road for cars between rural communities north of Whitfield and the A2 at Whitfield Roundabout. However, we do have some concern at the apparent restriction on any car access for the Phase 1 householders to

	<p>Church Whitfield or Archers Court Road neighbours except via A256 and A2. Will it not feel like a ghetto?</p> <p>Table 3.2 detailing existing train services from Dover Priory is WRONG. There is, generally, ONE service to London St. Pancras (not two as shown), TWO services to London Charing X and TWO services to London Victoria.</p> <p>We note that The Duke of York (Guston) roundabout will require improvement regardless of any Whitfield Development. Surprisingly this is planned to involve modifications only to the East side (A2 southbound and A258 westbound approaches); no improvement to the West side (A2 northbound and A258 eastbound) is proposed which is surprising given the slow speed of the HGVs on Jubilee Way starting away against a gradient, and the narrowness of the curved portion on that side. Perhaps this should be queried. Also there is no mention of the increased passage time of foreign HGVs with their reduced visibility which may not be reflected in UK design standards. This Council feels strongly that a more substantial improvement is required if the desired capacity increase is to be achieved, not just on paper, but in reality.</p>
<p><b>Dover Society</b></p>	<p>(summarised):</p> <ul style="list-style-type: none"> <li>• Design Code: Density levels would preclude the aesthetic approach identified in the Design Code. Density would have to be reduced to achieve high inspirational objectives.</li> <li>• Retail : The District Retail centre would put further pressure on Dover town centre shops. There has been little evidence of DDC attempting to improve the “traditional” town of Dover which has seen decline in lifestyle and increase in deprivation while improvements have been made to Deal/ Sandwich. If the retail argument is accepted then there should be a financial contribution towards town centre regeneration.</li> <li>• Housing : Development would lead to migration from Dover. Concern that more historic buildings will become empty and deteriorate.</li> <li>• Transport : TA statement at 9.28 (Highway Network) only takes into account the road infrastructure to Eastern Docks – highlights main route is A20. Considerable need for A2 to be main route to Eastern Docks due to excessive pollution in Town Wall St... as well as removing the current seafront/town centre barrier. Consideration needs to be given to the possible future volumes of A2 traffic. The Whitfield roundabout already experiences delays at peak times this previously a major transport bottleneck at Whitfield development discussions. Traffic lights rarely resolve problems. Roundabout should have slip roads or be widened to 3 lanes as has been done on congested roundabouts in Ashford.</li> <li>• Social Housing : Care Home - Pleased to see proposals included; AH a little low</li> <li>• Schools/Library/Police Station : Concern over possible closure of existing primary schools due to provision of new schools. Similar concerns over library funding.</li> <li>• Employment: Little evidence of major organisations seeking to relocate to Dover. WCBP has gradually developed into retail. Large shops</li> </ul>

	<p>opening means small shops close. With no employment the WUE will become a dormitory town with high speed link providing access to second homes ... which adds limited value to local economy.</p> <ul style="list-style-type: none"> <li>• Phasing/Delivery: Of paramount importance that infrastructure in place before occupation. Concern that the development should not impede water supply to existing residents.</li> </ul> <p>Overall concern that Dover Town projects such as Buckland, DTIZ, Hospital, Connaught, will recede in the light of the WUE.</p>
<b>Canterbury City Council</b>	No comments from Development Control. The consultation has been passed to CCC's Forward Planning department who may comment separately.
<b>CABE</b>	Deferred to the Regional Design Panel
<b>DEFRA</b>	No response received
<b>GOSE</b>	No response received
<b>SEEDA</b>	No response received
<b>Southern Water</b>	Whilst there is inadequate capacity to serve the proposed development in the existing sewerage system, Southern Water, through the requisitioning process of the Water Industry Act, is researching options to serve the development, which includes phased upgrades to serve development as it progresses. The proposed SUDS strategy is acceptable subject to the attachment of a safeguarding condition to require details of the proposed means of foul and surface water sewerage disposal to be submitted to and approved by the Local Planning Authority in consultation with Southern Water.
<b>UK Power Networks</b>	No objections.
<b>Veolia Water South East</b>	<p>No Objection – In order to determine whether a water supply will be available to service this development the applicant is advised to commission a capacity check.</p> <p>Request the following informative:</p> <p>A formal application for connection to the water supply is required in order to service this development.</p>
<b>National Grid</b>	No response received
<b>Scotia Gas</b>	No response received
<b>Network Rail</b>	No response received
<b>Kent Police</b>	An evidence base has been submitted by Kent Police who have undertaken a detailed review of the currently projected developments within the DDC area and the impact these will have on requirements for

	<p>policing, having regard to existing and future funding. Based on a national best practice formula approach, it has been identified that in order to provide efficient and effective policing to the proposed developments, whilst maintaining those services already provided, a developer contribution towards policing is required as follows in relation to residential development. Kent Police will provide details for business/commercial developments in due course when they have gathered more information. Cost per unit type: 1 bed unit (£497); 2 bed unit (£828); 3 bed unit (£1160); 4+ bed unit (£1491); Active elderly persons 1 bed unit (£331), and; active elderly persons 2 bed (£398).</p> <p>Kent Police will undertake to spend the contribution on providing additional policing infrastructure and other associated matters as detailed within their full response. This policing contribution has been calculated on the assumption that the development will be designed and built in accordance with the guidance set out in 'Secure by Design'. Additional contributions may be sought to cover the additional policing requirements generated if the development is not in accordance with the 'Secure by Design' guidelines.</p>
<b>Kent Fire &amp; Rescue Service</b>	The means of access is considered satisfactory.
<b>Kent Ambulance Trust</b>	No response received
<b>Kent Wildlife Trust</b>	<p>(summarised &amp; updated) – strongly object. Dover Green Infrastructure Framework is not sufficiently developed for there to be certainty about its ability to address potential impacts of Whitfield and other strategic developments on European sites. Evidence is still being gathered for the general GI and survey and other information needed to assess the individual and in-combination impact on the Natura 2000 and Ramsar network has not been collected or appropriate mitigation for impacts formulated. The Site Allocations DPD is not due to be published until late 2011. Until the above information has been gathered and analysed resilient strategic mitigation measures agreed and the masterplan adopted it is our opinion that no applications for individual phases within the WUE can be considered without a departure from Core Strategy policy.</p> <p><u>Nitrogen Deposition</u></p> <p>The Draft Masterplan says there would be a 60% increase in traffic on the A2. The Trust does not agree with the conclusion within the HRA that the increased traffic and the resulting nitrogen deposition will have an insignificant impact on Lydden and Temple Ewell Downs. The figures are difficult to interpret, appear not to take in-combination impacts into account and conflict with the assessment in the draft Masterplan HRA. The Trust would appreciate further data regarding reasons for the reduction in impact. The Trust does not support the use of nitrogen deposition impact within the HRA for various reasons (see letter for full details)</p> <p>Dover to Kingsdown Cliffs SAC</p>

The Trust does not agree with the HRA conclusions as the statement is not based on a reliable evidence base and would not be in conformity with the Conservation of Habitats Regs 2010. No air quality monitoring has been undertaken, traffic data gathered or sensitivity modelling carried out.

#### Folkestone to Etchinghill Escarpment

There is no bespoke air quality monitoring undertaken and no reliable evidence on which to base assumption that there would be no impact on this site from increased traffic. There is still a requirement to undertake analysis of impact on Folkestone to Etchinghill Escarpment SAC from the above application individually and in-combination with the WUE and other developments planned within the area.

#### Proposed Mitigation

The proposed mitigation of a sustainable transport plan has not been assessed to ensure that implementation would lead to no impact on the SAC. There is no evidence as to the size of the reduction, whether this would lead to no impact on the SAC or how any residual impacts would be dealt with. We do not feel that this case has been made that provision of a sustainable transport system will ensure no impact from Nox on the SACs

#### Recreational Impact

#### Lydden and Temple Ewell SAC

It is the Trusts opinion that the results of the visitor survey carried out on Lydden and Temple Ewell cannot reliably assess the recreational pressure on the SAC and there are a number of discrepancies within the analysis of impact. To ensure conformity with EU legislation the outstanding issues will need to be analysed within the HRA and appropriate measures devised to ensure no impact on the SAC.

KWT are disappointed that further information regarding the areas covered by the GI has not been provided and do not agree that that the proposed GI is likely to provide adequate mitigation for recreational impact on the adjacent and neighbouring SACs. Other mitigation measures must be investigated within the HRA.

#### Dover and Kingsdown Cliffs SAC

It is not appropriate to extrapolate data from the Lydden and Temple Ewell Downs data as this site provides a different experience and may attract people from further away. There is no evidence in the HRA to support the assumption that WUE residents will not visit it. Visitor surveys are important to ascertain where visitors are coming from to ensure appropriate mitigation measures are incorporated. The Masterplan HRA relies on incomplete analysis of data. It is imperative that reliable figures are obtained so a thorough assessment within the HRA can be made regarding the impact of the WUE.

#### Sandwich to Pegwell Bay SAC

The HRA should assess the individual and in-combination impacts and

formulate mitigation measures

#### Thanet Coast and Sandwich Bay SPA and Ramsar Site

Bird disturbance issues should be dealt with at a strategic level. A suite of surveys should be undertaken to provide baseline evidence regarding bird disturbance and visitor numbers for individual developments and in-combination. Until this information is gathered no assessment of impact can be ascertained or mitigation measures formulated.

Within the Appropriate Assessment (para 8.175) it is stated that there will be no impact on golden plover as they forage and roost inland on agricultural land. Golden Plover however roost on the mudflats and sandflats of Sandwich and Pegwell Bay and therefore impacts in relation to disturbance of roosting sites should be evaluated within any assessment of individual and in-combination impacts.

#### Impact on SSSI

There is no assessment of impacts on SSSI. The EIA should therefore include a full assessment of impacts on SSSI

#### Impact on Local Wildlife sites

Whitfield and Buckland Downs LWS and Temple Ewell and Lydden Downlands LWS

Evidence gathered so far is not consistent with the view that there would be no impact on these sites of county importance. The impact on this site has not been assessed within the EIA. The KWT identified in its comments on the SPD that both these sites could be impacted by recreational pressure from a number of developments.

Easterling Wood LWS and Giffords Convent ancient woodland

Unlikely to be impact

#### Impact on Protected and BAP species and Species of Principle Importance

Further investigation is needed on the presence of reptiles and mitigation should be developed for the loss of farmland habitat for the Biodiversity Action Plan species of farmland birds known to be breeding on site. There is no assessment or survey regarding the presence of dormice within the area. Due to the proximity of ancient woodland and the hedgerow network present on site and the surrounding area investigations regarding the presence of dormice should be undertaken.

#### Reptiles

All the above habitats have the potential to support at least a small population of reptiles. Refer to NE standing advice.

#### Biodiversity Action Plan Farmland Birds

It is important that the development does not contribute to the loss in

	habitat for species. Recommend that extensive management be introduced of an enhanced area of farmland as mitigation through agreement with adjacent landowners.
<b>CPRE</b>	No response received
<b>Kent Downs AONB Unit</b>	It is disappointing that there seems to be little green infrastructure east-west across the site, this should be addressed. It is noted that the application's energy strategy does not propose the use of wood fuel at the present time (para 12.6.10 refers). The Kent AONB Unit has appointed a woodfuels pathfinder manager to bring together the demand side for wood fuel (large houses, hotels, farm complexes etc) with the supply side (woodland managers, coppice workers, Forestry Commission etc) and link in boiler suppliers. It is hoped to create a series of sustainable relationships and contacts that will support the appropriate and sustainable management of the woodland resource of the Kent Downs AONB.
<b>DDC Ecologist</b>	No objection subject to conditions and additional SAC mitigation plan to be submitted prior to issue of planning consent.
<b>DDC Community &amp; Leisure Services</b>	No response received
<b>EHO</b>	No response received
<b>DDC Housing</b>	Affordable housing should be provided in line with Council Policy and in respect of recent amended submissions, have no further comment to make at this stage in addition to the points and concerns raised in previous correspondence
<b>Third Parties:</b>	21 object 0 support 0 ambivalent Responses summarised below
<ul style="list-style-type: none"> <li>Policy CP11 of DDC's Core Strategy confirms a strategic allocation at Whitfield. The first criteria of this policy requires any application for development to be preceded by and consistent with a Master Plan for the whole site which has been agreed by the Council as an SPD. The second criteria requires any proposals to relate to the whole allocated development or if less, it does not in any way prejudice the implementation of the whole development. The third criteria requires proposals to include a phasing and delivery strategy related to the provision of all forms of infrastructure and the creation of neighbourhood centres. Representations were made in response to the consultation for the draft SPD. In its current form, the draft SPD does not accord with the adopted core strategy CP11, and if adopted, without significant amendment, is likely to be the subject of a legal challenge. Accordingly, both planning applications are premature pending the</li> </ul>	

adoption of a sound SPD which fully accords with Policy CP11. The applications fail to demonstrate compliance with the criteria set out in policy CP11 and if permitted, would prejudice the Local Planning Authority's vision for the delivery and implementation of the Whitfield Urban Extension [Pentland Homes & Crest Nicholson].

- Should the Council approve these applications as submitted it would severely prejudice the deliverability of the whole development in accordance with the principles of a managed expansion of Whitfield as set out in Policy C11(ii). For example, the utility infrastructure proposed only considers the requirements of serving the initial phase 1 and phase 1a. There is no consideration to ensure that any utilities provided are sited and are of sufficient capacity to serve the completed development, [Crest Nicholson].
- CP11 provides that any application should be preceded by and is consistent with a masterplan which has been agreed by the Council as an SPD. Considerable expressions of concern were made on the SPD during the public consultation, if it is adopted without substantial amendment the SPD would not accord with CP11. The application is premature pending approval of a sound SPD. (Lambert and Foster)
- The draft Heads of Terms of the proposed S106 Agreement do not adequately deal with appropriate levels of open space provision or mitigation measures in respect of land subject to nature conservation interests. As a result an undue burden of delivery to meet such underprovision would need to be made up on subsequent phases, [Crest Nicholson].
- Policy CP11 (iii) of the adopted Core Strategy requires proposals to 'include a phasing and delivery strategy that is related to the provision of all forms of infrastructure ...'. The proposals as submitted show phasing and delivery strategy that is related to the provision of all forms of infrastructure on Phases 1 and 1a only. This is not a comprehensive approach as envisaged by the Core Strategy principle [Crest Nicholson].
- The planning applications have been submitted without a Transport Assessment and therefore the applications are technically invalid [Pentland Homes & Crest Nicholson].
- The parking strategy dated November 2010, should be reviewed in the light of the more recent advice from Government relating to parking provision, [Crest Nicholson].
- It is inappropriate in principle for applications of this size and nature to reserve access as a reserved matter for future consideration. The applications are incomplete as they do not contain a Transport Assessment. Without access to the TA it is impossible to consider whether the work supporting the planning applications is appropriate and robust. This is contrary to The Aarhus Convention which grants rights regarding access to information, public participation and access to justice in governmental decision making processes, [Barratt Strategic]
- The Planning Statement acknowledges (para 4.2) that 2% of the 1500 dwellings will be affordable. This equates to just 30 units. This is based on the findings of the viability assessment produced for the applicant. The Planning Statement suggests that lower affordable housing provision at this stage does not rule out a higher provision for affordable housing in later phases of the wider WUE. This is entirely unrealistic given the substantial proportion of the overall number of units within phase 1 and 1a. The remaining phases would have to provide 40% affordable housing compared to the Core Strategy and SPD requirements of 30% in order to make up this shortfall. Rather than setting a positive benchmark this would set a dangerous precedent [Barratt Strategic]

- It is unclear how BRT will be delivered as part of the proposals. The success or otherwise, of a BRT system is dependent on it being an integral part of significant phases of development, in this case the first of the neighbourhoods envisaged at Whitfield, [Barratt Strategic].
- The existing rural lanes such as Napchester Road which lack footpaths, street lighting etc are unsuitable for the additional traffic volumes that would be generated by this development. This would be detrimental to highway safety.
- Limited or no capacity on existing roads for construction traffic. Impact of construction roads on the environment
- It is noted that the new access road off the A256 will not be operational until the first occupation under Phase 1 takes place. All pre-occupation construction traffic will therefore use the A2 roundabout and Archers Court Road creating increased traffic congestion and environmental pollution etc. The new access road should be constructed before development commences and its use by construction traffic mandatory.
- The carbon footprint will be massively increased by this development.
- The proposed development would destroy the beautiful countryside surrounding Whitfield, together with existing wildlife and would result in the loss of prime agricultural land.
- The density and number of dwellings proposed would result in a development 4 times larger than existing Whitfield – proposals too high for a village environment.
- Development should match density of existing village
- The proposals to build housing of more than two-storeys would not be in keeping with the existing character of the village.
- Formal Squares – not in keeping with existing village (not a town)
- House types not in keeping with existing village – not town houses – should match existing
- Houses along ACR should have big front gardens – not just 1 space plus garage
- Dormer windows common in east Kent – not Whitfield though (?)
- Images show existing lack of parking. New build should provide more than existing
- The long duration of the construction period will cause noise and pollution to existing residents.
- The archaeological value of the development site must be properly accounted for and any artefacts of interest properly recorded.
- It is envisaged by the proposal that the construction of the development will generate local jobs. Can this be guaranteed through the planning process?
- Full time fire/police stations should be provided on site prior to first occupation – all funded by development

- The proposed development will cause light pollution within areas that are presently unlit.
- It is noted that Veolia will supply an additional 8000 houses in the Whitfield Area by building a larger pumping station. However where will the extra water for the additional houses come from? The South East already suffers from water shortages resulting in hose pipe bans.

At the time of going to print, further representations have been received from a third party developer which have not been summarised within this report. An update in respect of the content of this correspondence will be made to Members at the Committee meeting.

- Association of British Drivers: Do not object to the proposed development in principle provided the road network is of a sufficient capacity to cope with the overall development. There appears to be no link between plan to develop and enlarge Whitfield with the wider issues of access to the town and port of Dover involving the nationally important A2 that runs alongside Whitfield. The success of the WUE depends upon upgrading and improving the capacity of the A2 – and that work should be a precondition of the WUE otherwise the Association would object to the proposals. The top-down approach to car use i.e. to discourage use of the private car, continues in relation to parking. The transport policy emphasis is to discourage car use by making parking inconvenient to drivers. The Association urges 2 spaces per house minimum. The classification of Whitfield as ‘suburban’ is disputed as it should be ‘suburban edge/rural’ which means that higher space requirements apply. The resultant shortfall of parking will contribute to congestion/competition for spaces in the future. The proposed parking allocation should be revised in accordance with this classification.

The proposal to limit traffic speeds to 15-20mph on all roads (with the exception of the spine road) is impractically slow and there is no overwhelming evidence to show that accidents have been reduced where these speed limits have been applied. Traffic calming increases emissions, fuel consumption, noise pollution, damage to vehicles, discomfort and potential injury to passengers. Raised crossing points, chicanes and road narrowing have no place in a modern housing development.

Access to phase 1 from the existing village is via a bus gate on the internal spine road will force drivers to take the long way round adding to congestion on the Whitfield roundabout. Buses will have priority traffic signals onto the A256 (a class A dual carriageway) which will be too near the two roundabouts. Objection is raised to the requirement that the developer will have to contribute £1500 per unit towards the transport infrastructure and £500 per unit towards transport management in order to finance the cost of bus services.

Spokes (summarised): Welcome proposals for a travel Plan co-ordinator and green notice board. Consider plans do not show whether there are traffic free cycle paths and that cycle paths should be shown alongside main distributor roads. Also that some footpaths are suitable for conversion to cycle paths. That cycle paths should be linked and that they should link with the foot/cycle bridge over the A256 and connect with Dover under or bridge the A2. Cycle parking should be provided for (3 Jan 2011).

## Appendix 2: Relevant Planning Policies and Guidance

### The South East Plan (SEP):

The South East Plan sets out that it wants to achieve: a socially and economically strong, healthy and just region that respects the limits of the global environment; deliver a society where everyone benefits from and contributes to a better quality of life; reduce the levels of resource use; and maintain and enhance the quality of the environment.

Core Objectives are:

- A sustainable balance of economic, environmental and social benefits.
- Tackling closer alignment between jobs and homes growth.
- Delivering a sufficient level of housing development.
- A substantial increase in the supply of affordable housing.
- Adequate infrastructure that keeps pace with development.
- Improvement to key transport links providing access for all.

Policies are:

- SP3 – The prime focus for development and support services should be in the urban areas. Aim to achieve 60% of new development on previously developed land, and ensure new urban extensions are well designed and consistent with principles of urban renaissance and sustainable development.
- CC1 – Sustainable development objectives are set out relating to resource use, the conservation and enhancement of the physical and natural environment, reduction of greenhouse gas emissions, preparation for impacts of climate change and safe, secure, and socially inclusive communities.
- CC2 – Ways to mitigate and adapt to current and forecast effects of climate change are set out and include, incorporating sustainable drainage measures, improving energy efficiency and carbon performance of new and existing buildings.

- CC3 – A sustained action plan to stabilise and in the longer term (by 2016) reduce the South East' ecological footprint should be incorporated into plans and programmes, including increased efficiency of resource use in new development, adaptation of existing development to reduce resource use and changes in behaviour.
- CC4 – All new development, and the redevelopment and refurbishment of existing stock will be expected to adopt and incorporate sustainable construction standards and techniques, relating to energy, water efficiency and biodiversity gain, designing to increase use of natural lighting, heat and ventilation and for a proportion of energy to be secured from decentralized and renewable or low-carbon sources, securing reduction and increased recycling of construction and demolition waste, designing for flexible use and adaptation to reflect changing lifestyles and needs and the principle of 'whole life costing'.
- CC5 – Sets out how development should support an ageing population through (1) adaptation of the housing stock, new provision, and sheltered and extra care housing, (2) the provision of reasonable access to services through public transport, the extension of communications and IT, (3) the provision of leisure, recreational and community facilities and (4) facilitating access to training and development opportunities that support available employment for the workforce beyond the existing retirement age.
- CC6 – The development and use of land will actively promote the creation of sustainable and distinctive communities, by respecting and where appropriate enhancing the character and distinctiveness of settlements and landscapes and through the use of innovative design to create a high quality built environment promoting a sense of place, including the consideration of accessibility, social inclusion, environmentally sensitive development and crime reduction.
- CC7 – Relates to infrastructure and implementation, and where development creates a need for additional infrastructure (that includes education, affordable housing, utility services etc) a programme of development should be agreed before development begins. To help achieve funding, provided by a combination of local government and private sector partners and central government, investment programmes from infrastructure agencies and providers will aim to be aligned to help deliver proposals in the plan, Local Development Documents will identify the necessary additional infrastructure and services and contributions from development will be required to help delivery.
- CC8 – Promotes the planning and provision of green infrastructure to conserve and enhance biodiversity, landscape, recreation, water management, and social and cultural benefits.
- RE4 – Promotes education and training to ensure that the skills provision meets business requirements and equips the workforce to access and benefit from existing and new job opportunities.

- RE5 – Relates to smart growth and supports and promotes advances in information and communication technologies and new ways of working including home based businesses, including live-work units.
- H1 – This policy sets out a target of 10,100 homes for the district over the period 2006 to 2026, with a net annual average delivery of 505 homes.
- H2 – In planning for the delivery of homes, this policy sets out several criteria to be taken into account including the need to facilitate Growth Point proposals, the ability to accelerate provision within Growth Areas, possibility of maximising the scale and pace of housing delivery, identifying additional supply on previously developed land including the change of use of non-residential sites to secure mixed use or residential development, realising opportunities consistent with PPS3, providing a sufficient quantity and mix of housing including affordable housing in rural areas to ensure long term rural sustainability, realising the delivery capacity unlocked by early investment in infrastructure and the need to address any backlog of unmet housing needs in the first ten years of the plan.
- H3 – Relates to the provision of affordable housing. (Cross reference to sub regional policy EKA3 for target). This includes securing small scale affordable housing sites within or well-related to settlements, possibly including land which would not otherwise be released for development.
- H4 – Existing and future housing needs should be identified and an appropriate range and mix of housing to meet particular needs such as students, families with children, black and ethnic minority households and Gypsies should be identified in each five year period.
- T1 – Encourages development that is located and designed to reduce average journey lengths, the improvement of the existing transport system, measures to minimise the negative environmental impacts of transport and the enhancement of communities, by facilitating Urban renewal and renaissance and improving levels of accessibility.
- T2 – Relates to mobility management to achieve a rebalancing of the transport system in support of sustainable modes of transport, including the allocation and management of highway space used by individual modes of travel, the scale and provision of on and off street parking, the scope and management of public transport services, improvements in the extent and quality of pedestrian and cycle routes, incentives for car sharing and car clubs, reducing the need to travel and changing ways of working that alter the extent and balance of the future demand for movement.
- T4 – Relates to parking standards and in respect of residential development sets the guidance in PPS3 reflecting local circumstances to be applied, and sets standards for non-residential development, and seeks to ensure that cycle parking provision is made including at flats and houses that lack garages.

- T5 – Relates to travel plans and identifies that travel plans should be developed for developments that generate major travel, both existing and proposed, identified by Local Authorities.
- T7 – Relates to rural transport and encourages policies that look for opportunities to improve provision for cyclists and pedestrians between towns and their nearest villages and to develop innovative and adaptable approaches to public transport in rural areas.
- NRM 1 – Water supply and groundwater will be maintained and enhanced through avoiding adverse effects of development on the water environment, by the identification of circumstances where new development water efficiency standards are required to exceed Building Regulations standards, the incorporation of sustainable drainage solutions, encouragement of winter water storage reservoirs and other sustainable land management practices, directing new development to areas where an adequate supply can be provided, and where additional infrastructure is required ensure that development is phased appropriately.
- NRM2 – Adverse effects on water quality are to be avoided. Account will be taken of groundwater vulnerability maps, groundwater source protection zone maps, water cycle studies and asset management plans.
- NRM4 – Relates to flooding and directs attention to advice in PPS25, and encourages a Strategic Flood Risk Assessment to be undertaken, which would inform development proposals. The policy sets out considerations to be made in determining applications, including requiring the incorporation of SuDS, other water retention methods and flood storage measures to minimize direct surface run-off.
- NRM5 – Relates to the conservation and improvement of biodiversity, with the highest level of protection to sites European sites. Damage to nationally important sites of special scientific interest, county wildlife sites, locally important wildlife and geological sites, including additional areas outside the boundaries of European sites where these support the species for which that site has been selected is to be avoided. Green Infrastructure is to be identified, developed and implemented in conjunction with new development.
- NRM7 – Supports the maintenance and creation of woodlands to ensure that their value and character is enhanced and protected. In major developments, the management, extension and creation of woodlands where it helps to restore or enhance degraded landscapes, screen noise and pollution, provide recreational opportunities, help mitigate climate change and contribute to floodplain management and seek to ensure that woodland lost as a result of development is replaced on at least the same scale, can contribute to their value and character..
- NRM9 – Relates to air quality and ensuring that improvements are made through reducing the environmental impacts associated with transport, mitigating impacts of development and exposure to poor air quality, encouraging the use of best practice during construction activities to minimise dust and other pollutants, and assessing the potential impacts of new development and increased traffic levels on internationally designated nature conservation sites.

- NRM10 – Measures to address and reduce noise pollution include locating new residential and other noise sensitive developments away from existing sources of significant noise or planned new sources of noise, traffic management and requiring sound attenuation measures in major transport schemes, and encouraging high levels of sound-proofing and screening as part of sustainable housing design and construction.
- NRM11 – Requires developments of more than 10 dwellings or 1'000 square metres of non-residential floor space to secure at least 10% of their energy from decentralised and renewable or low carbon sources, unless having regard to the type of development involved this is not feasible or viable, look towards incorporating renewable energy sources in developments, including power generated from wind and biomass in larger scale development and the use of renewables and low carbon energy sources should be utilized where opportunities arise given the scale of new development including at growth points.
- W2 – Seeks to minimise waste production and associated impacts through the re-use of construction and demolition materials, and promotes layouts and designs that provide adequate space to facilitate storage, re-use, recycling and composting.
- M1 – Relates to sustainable construction and encourages development of sustainable construction practices, promotes good practice, reducing wastage seeking to reduce delivery distances and identify sustainable supply routes. The use of construction materials that reduce the demand for primary minerals by requiring new projects to include a proportion of recycled and secondary aggregates wherever possible is encouraged.
- BE1 – Identifies ways in which new development can help to provide significant improvements to the built environment through promoting and supporting design solutions relevant to context and which build upon local character and distinctiveness and sense of place, including the sensitive re-use of redundant or under-used historic buildings, support and identify opportunities for appropriate higher density and mixed use schemes and drawing up design codes and master plans.
- BE4 – Relates to small rural towns, and supports and reinforces the role of the rural town as a local hub for employment, retailing and community facilities, encourages sufficient housing development (especially for affordable housing) where this would reinforce and develop the distinctive character and role of the town, protect and enhance the character and appearance of individual rural towns and develop public transport networks which meet the needs of such towns and their surrounding rural areas and their role as centres for education and training.
- BE6 – The policy seeks to ensure that proposals protect, conserve and where appropriate, enhance the historic environment and the contribution that it makes to the local and regional distinctiveness and sense of place.

- S1 – The importance of supporting healthy communities is set out and the role that planning can have in developing and shaping healthy communities is highlighted including community access to amenities such as parks and open spaces, mixed and cohesive communities, with a focus on access to housing for socially excluded groups and healthier forms of transport, by incorporating cycle lanes and safe footpaths in planned developments.
- S3 – Relates to education and skills and the need for policies to take account of the future development needs of the economy and the community sector, encourage mixed use approaches that include community facilities alongside ‘formal’ education facilities, and seek to ensure access for all section of society to education facilities at locations with good public transport access.
- S5 – Relates to cultural and sporting activity and encourages the sustainable location of such facilities where they can be accessed by a range of modes of transport, particularly walking and cycling.
- S6 – Relates to community infrastructure and the need for it to be located and designed appropriately, taking into account local needs and a whole life costing approach. Particular priority should be given to health and education provision, with creative action and thinking on new mixes of cultural and community facilities and the accessibility of such facilities to all of the community.
- EKA1 – Sets out the core strategy for East Kent and Ashford and highlights that the unique heritage and environment will be protected and promoted for its own sake and to foster the economic success of the sub-region.
- EKA3 – Sets out affordable housing targets of 30%.
- EKA4 – The policy refers to urban renaissance of coastal towns and identifies the need to strike a broad balance between new housing and new jobs at each urban area at a level commensurate with the size and character of a town.
- C3 – Relates to Areas of Outstanding Natural Beauty, in which high priority will be given to the conservation and enhancement of the natural beauty, and planning decisions should have regard to their setting.
- C4 – This policy relates to landscape and countryside outside of nationally designated areas with the aim to protect and enhance the diversity and local distinctiveness of the region’s landscape, informed by landscape character assessment.
- C5 – Relates to the management of the urban fringe and identifies that positive management on areas where urban extensions are planned is necessary so that early consideration is given to landscape and biodiversity enhancement, woodland management, recreation provision and access routes.

- C6 – Relates to countryside access and rights of way and encourages taking full advantage of such by maintaining, enhancing and promoting the Public Rights of Way system and longer distance routes to facilitate access within, to and from the countryside, identifying opportunities and planning for routes within and between settlements, seeking to reduce reliance on the car, making routes multi-functional to contribute to wider objectives of green infrastructure.

### The Core Strategy (CS):

- The Core Strategy aims to transform Dover into a leading town in the region and regenerate the District so that economically and socially it equals or out-performs the region. Economic growth will be supported by an improved range and quality of housing stock, and enhanced environmental standards, which will accommodate local needs and also attract new people to the district. Improved education and training facilities will also ensure local people are better equipped to join the local workforce. Highspeed links to London, good links to the continent, improved public transport provision and increased employment opportunities within the district, through regeneration projects and new development proposals will all strengthen Dover's social, economic and environmental profile. The following policies are relevant:

Policies are:

- CP1 – Identifies Dover as a Secondary Regional Centre, and that Whitfield is to be one of the major areas suitable for the largest scale developments.
- CP2 – Relates to the provision for jobs and homes in the District and sets out that by 2026 10,100 new homes will be expected to be delivered out of an allocation of 14,000 required within the District.
- CP3 – Refers to housing allocation – setting out that 70% (9,700) of the housing provision identified in CP2 will be made at Dover, commenting that the Whitfield Urban Expansion will provide some 5,750 homes.
- CP4 – Housing mix, quality, density and design. The best use of allocated land will be expected in terms of achieving suitable density levels. PPS3 has recently been amended to remove the national minimum indicative density level. The CS identifies that density levels between 30 and 40 dph would be sought - but, it is also necessary to take into account context of location and surroundings, design and layout etc in establishing a suitable density level.
- CP5 – Dwellings built after the adoption of the Strategy should meet Code for Sustainable Homes level 3, and levels 4 and 5 from future key dates.
- CP6 – Development that generates a demand for infrastructure, (including transport, affordable housing, utility services etc) will only be permitted if the necessary infrastructure is in place or there is a reliable mechanism to ensure that it will be

provided when it is needed. A sustainable invest and manage approach should be used in determining infrastructure provision e.g. – consider first whether existing infrastructure is sufficient and can be used, then whether demand can be reduced through promoting behavioural change and then deciding on whether existing capacity can be expanded or whether there is a need for new infrastructure. This aim is reflected in the Core Strategy, where the need to provide infrastructure sustainably is underpinned by a three stage manage and invest approach, as follows:

- Delivering efficiency through the better use of existing infrastructure;
- Reducing demand through promoting behavioural change;
- Providing additional capacity by extending or providing new infrastructure.

Infrastructure is defined in the Core Strategy as amongst other things, transport – including walking and cycling, affordable housing, education, health and health centres, social infrastructure – such as supported accommodation, social and community facilities, opens spaces and play spaces, green infrastructure, public services including waste management, libraries, cemeteries etc, utility services, flood defences together with their associated regimes for management and maintenance.

- CP7 – Relates to green infrastructure and seeks to protect its integrity. Development that would harm the network will only be permitted if measures to avoid the harm arising or mitigate its effects are incorporated. Proposals which may introduce additional pressure on the existing GI network will only be permitted where they incorporate quantitative and qualitative measures as appropriate to address pressures.
- CP11 – refers to the managed expansion of Whitfield and identifies criteria against which planning applications will be considered and permission granted. It comments:

The site to the west, north and east of Whitfield is allocated for an expansion of Whitfield comprising at least 5,750 homes supported by transport, primary education, primary health and social care, utility services and green infrastructure together with retail, financial and professional offices, eating and drinking establishments (Use Classes A1 to A5). Planning permission will be granted provided:-

- (i) Any application for development is preceded by, and is consistent with, a masterplan for the whole site which has been agreed by the Council as a Supplementary Planning Document;
- (ii) The proposals relate to the whole allocated development or if less do not in any way prejudice the implementation of the whole development;
- (iii) The proposals include a phasing and delivery strategy that is related to the provision of all forms of infrastructure and the creation of neighbourhood centers;

- (iv) An access and transport strategy is developed that maximizes the potential for walking, cycling and use of public transport, especially to the town centre and the White Cliffs Business Park area, includes link/distributor roads to connect the site to the surrounding network, identifies access points to the site and between the site and the existing settlement, safeguards land for a park and ride facility and identifies construction access arrangements that do not disrupt existing residents;
  - (v) An energy and water strategy is developed that will be capable of enabling the development throughout its lifetime to meet proposed national stepped requirements for sustainable construction under the Code for Sustainable Homes but enables residential buildings to achieve a minimum of Code for Sustainable Homes level 4 with immediate effect from adoption of the Core Strategy, non-residential buildings to achieve BREEAM excellent standard and schools to achieve zero carbon rating;
  - (vi) Existing hedgerows and tree lines are, wherever possible, retained and enhanced to form the basis of a green infrastructure network that connects with the wider network and also incorporates open spaces for recreational and other purposes, including the provision of facilities to deflect likely urbanization and recreational pressures arising from the development away from the Lydden and Temple Ewell Downs Special Area of Conservation;
  - (vii) The design creates neighbourhood centers and incorporates a landmark building and foreground buildings and creates vistas and focal points using retained trees and having particular regard to relationships with the access and transport, energy, water and green infrastructure strategies;
  - (viii) The mix of market housing is designed to broaden Dover's market offer and appeal and assist in attracting families and people of working age into the District while the provision of affordable housing should address prioritized need; and
  - (ix) The proposals demonstrate how the development would protect the setting of listed buildings and integrate with existing residential areas while not causing any significant adverse effect on the amenities of existing residents.
- DM5 – Refers to affordable housing provision – saying that 30% of housing in schemes of 15 or more dwellings should be affordable.
  - DM11 – Requires that proposals which are likely to increase travel to be supported by a systematic assessment to quantify the amount and type of travel likely to be generated and requires planning applications to include measures that will maximize walking, cycling and public transport use opportunities over that of the private car.
  - DM12 – Refers to the potential for increased traffic hazards on trunk roads and that planning permission will not be granted unless mitigation measures are incorporated.
  - DM13 – Sets out that residential parking provision should be informed by parking guidance set out in the CS – but that its design and layout should be part of the design led process.

- DM15 – Identifies that the CS seeks to protect the countryside from development beyond that needed to implement its proposals. It recognizes that impacts on the countryside can often occur from developments that are located outside the countryside – such as light pollution. Development which would result in the loss of or adversely affect the character and appearance of the countryside would only be permitted if, amongst other things it is in accordance with allocations made in the Development Plan document.
- DM16 – The character of the landscape is expected to be protected. Development that has a harmful effect on the landscape would be considered to be unacceptable. The scale and design of buildings are expected to be crafted to fit the circumstances and again, development which would harm the character of the landscape will only be acceptable if it forms part of an allocation. Where this is the case, proposals are none-the-less expected to include necessary avoidance and mitigation measures.
- DM23 – Proposals for local shops can provide a valuable local service and function and can reduce the need to travel to town centers for small amounts of everyday shopping – they can also provide a social function. Local shops will therefore be considered acceptable within the urban area and within a rural settlement, if they are consistent with the settlement hierarchy. Shops that do not exceed a gross floor area of 500 sq m will not be subject to the sequential test set out in PPS4 (Thus – shops that exceed this amount of floor space will be subject to the test).

#### Dover District Local Plan

Saved Policies are:

- TR4 – Relates to safeguarded land for A2 dualling between Lydden Hill and the Duke of York roundabout.
- TR9 – Refers to the provision of cycle routes and safeguarding of those outside the existing highway limits.
- OS2 – Children’s play space is to be provided on developments of more than 15 dwellings and its long term maintenance secured, in accordance with specific standards set out in the Local Plan for Local Areas of Play (LAP) and Local Equipped Areas of Play (LEAP).
- OS3 – Long term arrangements to meet open space requirements for housing must be made for planning permission to be granted.
- OS7 – Proposals for outdoor sports and recreational facilities or the enhancement/expansion of existing facilities will be permitted provided that they satisfy a local need and associated built development is small in scale, ancillary to the outdoor sports/recreation use and unobtrusively sited. Development will not be permitted if it would cause harm to residential amenity through noise or illumination.

- CO8 – Development that would adversely affect a hedgerow will only be permitted if no practicable alternatives exist; suitable native replacement planting is provided and future maintenance is secured through the imposition of conditions.
- SP3 – Refers to convenience store provision setting out that schemes outside the town centre of less than 2,500 sq m may require impact assessments as to their effects on nearby existing centres and the Council's shopping strategy. Shopping proposals are also subject to consideration under PPS4.

### Whitfield Urban Expansion Supplementary Planning Document

The Whitfield Urban Expansion Supplementary Planning Document (WUE SPD) was adopted by the Council on 6 April 2006 (Minute 534) after an intensive period of exhibitions, drafting and consultation.

It sets out a broad framework for how the proposed expansion of Whitfield should be undertaken. It provides a masterplan in accordance with policy CP11 of the CS, which required, amongst other things for the WUE SPD to be in place before any planning permission could be granted.

The SPD requires that the WUE should be undertaken in a comprehensive and cohesive manner and to this end, has identified a set of criteria which applications for development are expected to comply with.

The SPD Masterplan essentially sub-divides the entire WUE development area into three districts - north, east and west which can be subdivided further into six neighbourhoods. The Council's preference, identified in the SPD, is that planning applications should be submitted for nothing less than a neighbourhood, so that necessary infrastructure provision can be afforded and provided. This approach seeks to prevent ad hoc and piecemeal development of small sites which could not financially contribute towards required and identified infrastructure provision. The SPD sets out the Council's preferred anticlockwise development phasing order, starting from the south east corner. It also sets out that small parcels of land (defined as 'village extensions') within the WUE development area have the potential to be brought forward independently of the larger districts or neighbourhoods, subject to evidence showing that related infrastructure can be resolved.

The WUE SPD sets out infrastructure needs that will be generated by the wider WUE to support the newly expanded village. Amongst other things it sets out that development should deliver the Dover town centre to Whitfield express bus link (known as BRT – Bus Rapid Transport system) and identification of access arrangements into Whitfield from A2 and A256, a BRT hub, green infrastructure, affordable housing, education (3 new Primary Schools), health centre, community and social services, financial contributions towards sports halls and swimming pools and public service facilities and utility services (water supply – new trunk main, service reservoir and booster station to serve Whitfield, waste water – new local system, electricity supply – and new electricity sub station to serve further development at White Cliffs Business Park and Whitfield Urban Extension).

The SPD criteria also set out that development proposals for "Light Hill" (ie. south east corner of the WUE development area – and also known as phase 1) should include or be accompanied by an application for proposals for the Village Centre (also known as phase 1A).

PPS1 – Delivering Sustainable Development: Sets out the Government's overarching planning policies for the delivery of sustainable development through the planning system. The Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas. It encourages planning policy to seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. A high level of protection is given to most valued townscapes and landscapes, wildlife habitats and natural resources. Those with national and international designations receive the highest level of protection. The importance of design is stressed, and design that is inappropriate in its context or fails to take opportunities for improving the character or quality of an area and the way it functions is not acceptable.

PPS1 highlights the need to ensure infrastructure provision will be provided to support development for housing. It sets out that Local Development Documents will identify the necessary additional infrastructure and services and contributions from development that will be required to support housing delivery.

PPS1 sets out the Government's policy towards community involvement in the planning process. It sees community involvement as essential to the development process and key to achieving sustainable development and identifies that community involvement should not be a tick box process.

- PPS1 Supplement – Planning and Climate Change: Through the Key Planning Objectives, it confirms that sustainable development is the core principle underpinning planning. Its objective is to ensure that new development minimizes the need to consume new resources over the lifetime of the development, by making more efficient use or re-use of existing resources, rather than making new demands on the environment, and incorporates the use of renewable resources.
- PPS 3 – Housing – Reflects the Government's intentions to improve the affordability and supply of housing in all communities. It focuses on making the most efficient use of previously developed land within existing urban confines, and on the aim of achieving high quality designs and layouts, which will contribute to the creation of sustainable, mixed communities.
- A Planning Policy Statement on Planning for a Low Carbon Future in a Changing Climate is currently out to consultation (At the time of writing this report it had not been published). It will seek to bring together the Planning and Climate Change supplement to PPS1 and the Renewable Energy PPS 22. It will become a consolidated supplement to PPS1 and also support and provide an overarching framework for .
- PPS4 - Planning for Sustainable Economic Growth.

The Government's overarching objective is sustainable economic growth. To help achieve sustainable economic growth, the Government's objectives for planning are amongst other things to:

- build prosperous communities by improving the economic performance of towns, and rural areas,
  - to promote regeneration and tackle deprivation,
  - deliver more sustainable patterns of development,
  - reduce the need to travel, especially by car; and
  - respond to climate change; promote the vitality and viability of town and other centres as important places for communities.
- PPS5 – Planning for the Historic Environment: This document seeks to ensure the historic environment and its heritage assets are conserved to be enjoyed for the quality they bring to current and future generations.
  - PPS7 – Sustainable Development in Rural Areas: Refers to the government’s aims to prevent urban sprawl and to discourage “waste” of greenfield land where it must be used. It sets out that development should be allowed where it would benefit the local economy and/or community and amongst other things that development in rural areas should be well designed and inclusive, in keeping and scale with its location and sensitive to the character of the countryside.
  - PPS9 – Biodiversity and Geological Conservation: In moving towards its vision, the Government’s objectives for planning are: to promote sustainable development by ensuring that biological and geological diversity are conserved and enhanced as an integral part of social, environmental and economic development, so that decisions about the development and use of land integrate biodiversity and geological diversity with other considerations; to conserve, enhance and restore the diversity of England’s wildlife and geology by sustaining, and where possible improving, the quality and extent of natural habitat and geological and geomorphologic sites, the natural physical processes on which they depend and the populations of naturally occurring species which they support; and to contribute to rural renewal and urban renaissance by enhancing biodiversity in green spaces and among developments so that they are used by wildlife and valued by people, recognising that healthy functional ecosystems can contribute to a better quality of life and to people’s sense of well-being and ensuring that developments take account of the role and value of biodiversity in supporting economic diversification and contributing to a high quality environment.
  - PPS10 – Planning for Sustainable Waste Management: This was amended in March 2011. It reinforces the approach that increased consideration needs to be given to the use of waste as a resource (e.g. for fuel) and to place greater emphasis on the prevention and recycling of waste, while protecting human health and the environment. It includes a new waste hierarchy which defines re-use of materials and the distinction between recycling and other recovery. It sets out that planning authorities should, where relevant, consider the likely impact of proposed, non-waste related, development on existing waste management facilities, and on sites and areas allocated for waste management. It comments that good design and layout in new development can help to secure opportunities for sustainable waste management.

- PPS12 – Local Spatial Planning: The policy statement emphasises that spatial planning is crucial for regeneration and the economic growth of an area by ensuring, amongst other things that an attractive environment is provided and a sufficient workforce is well housed and able to access employment. Sustainability, provision of economic opportunities and good housing that is well located is the key theme.
- PPG13 – Transport: Sets out objectives to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight. It promotes a safe, efficient and integrated transport, system that will support a strong and prosperous community, by shaping the pattern, location, scale, density and design of development in order to reduce the length of journeys and increase reliance on modes of transport other than the car.
- PPG17 – Planning for Open Space, Sport and Recreation: Guidance sets out the Governments objectives which include: supporting rural renewal; promotion of social inclusion and community cohesion; promoting health and well being; and promoting more sustainable development accessible to all communities. The importance of maintaining and enhancing the provision of open space including sports and recreational facilities is set out. Development of such facilities may provide opportunity for deficiencies in provision to be remedied or the opportunity to exchange the use of one site for another. The aim wherever possible should always be to achieve qualitative improvements. In addition to securing the exchange of such land, the maintenance and management of it must be secured.

It highlights the need for developers to consult the local community and demonstrate that their proposals are widely supported by them.

- PPS22 – Renewable Energy and its Companion Guide: Set out the Governments aims in respect of sustainable and renewable energy. It identifies that homes should be adequately heated, that there must be a reduction of greenhouse gases, thereby reducing the potential for climate change, that reliance on fossil fuels must be reduced and promotes the creation of jobs which are directly related to renewable energies for example in the development of new technologies, to maintain and sustain high levels of economic growth and employment.
- PPS23 – Planning and Pollution Control: Is intended to complement the pollution control framework under the Pollution Prevention and Control (PPC) Act 1999 and the PPC Regulations 2000. The Statement confirms that development control decisions can have a significant effect on the environment. LPAs must be satisfied that planning permission can be granted on land use grounds taking full account of environmental impacts. This will require close co-operation with the Environment Agency and other relevant bodies to ensure that in the case of potentially polluting developments the relevant pollution control authority is satisfied that potential releases can be adequately regulated under the pollution control framework; and that the effects of existing sources of pollution in and around the site are not such that the cumulative effects of pollution when the proposed development is added would make that development unacceptable.
- PPG24 – Planning and Noise: The guidance outlines the considerations to be taken into account in determining planning applications both for noise-sensitive

developments and for those activities which generate noise. Advice is given on noise from different sources including noise from construction sites and from recreational and sporting activities.

- PPS25 – Development and Flood Risk and accompanying Practice Guide: Sets out Government policy on development and flood risk. Its aims are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to prevent new development increasing the risk of flooding to neighbouring land.

#### Other Documents

- Kent Design Guide 2005 (adopted as an SPD).
- Safer Places: The Planning System and Crime Prevention, Home Office/ODPM.
- Green Space Strategies: A Good Practice Guide, CABI Space.
- By Design, Better Places to Live A companion guide to PPG3, DTLR/CABI.
- By Design, Urban Design in the Planning System, towards better practice, DETR/CABI.
- Protecting Design Quality in Planning – CABI.
- By Design (2001).
- Manual for Streets (2007) and Manual for Streets 2 (2010).

## **Appendix 3: THANET COAST SPA MITIGATION STRATEGY, V.3**

### **A Dover-based Development Mitigation Strategy**

The following paper considers those developments that cannot, when taken *in-combination*, be ruled insignificant in terms of Regulation 61 of the Conservation of Habitats and Species Regulations 2010 and thus, could give rise to significant impacts on the Thanet Coast SPA, a Natura 2000 site.

#### **The Need for Mitigation**

It is apparent from an ongoing visitor disturbance study at Pegwell Bay (Thanet district) and Sandwich Bay (Dover district) that recreational impacts are having an adverse impact on the species for which the SPA has been designated. The major concern is that of disturbance to over-wintering birds, particularly their ability to feed and, consequently, adverse effects on their breeding performance.

#### **Surveys and Mitigation Strategy**

Visitor surveys carried out in late 2010 and early 2011 on behalf of DDC and other contributing parties indicated that recreational activities by residents in Dover are localised. This work supported an earlier 'Tourism Development and Planning at Sandwich and Pegwell Bay National Nature Reserve' report (University of Kent, nd). The division of the Thanet Coast SPA by the Stour estuary is important and allows for a more focused approach to provision of a mitigation strategy.

It is considered on the existing evidence that development in Dover is unlikely to have any impact on Pegwell Bay, but may impact Sandwich Bay. It is to be noted that any proposals that have an individual, or site-specific in-combination likely significant effect on the Thanet Coast SPA will be subject to separate mitigation requirements in addition to those in this strategy.

It is fundamental that the purpose of a development mitigation strategy is to avoid potential impacts brought about by demographic changes, rather than ameliorate pre-existing impacts. However, a strategy that may have coincidental effects on existing impacts would produce an overall benefit. Wardening, for instance, should, by its very nature, reduce existing as well as new impacts.

The mitigation strategy was initially proposed by developers and that has evolved over several months in discussions with Natural England. It has further been refined in the light of the surveys and ongoing discussions (May 2011) and comprises four elements:

1. The ability, if necessary, to draw on funding, via a bond, to support wardening at Sandwich Bay for a period up to 10 years.
2. Monitoring of potential impacts associated with Dover development to identify if and when such wardening (1) or other mitigation (4) is required;
3. Contribution to the Pegwell Bay and Sandwich Bay Disturbance Study to complement (2), provide weighting for different forms of disturbance and thus direct the role of wardening (1).
4. To use the monitoring (2) to identify lesser sources of development-related disturbance and to draw on the relevant developers contributions for mitigation of such.

### **Mitigation Rationale and Proportionality**

It is generally accepted that for coastal recreational pressures, wardening provides the most secure mitigation and this is considered later in this document with application to the Dover Core Strategy housing allocations. For the mitigation to be proportionate there should be other tools available which can be applied incrementally, as necessary, and their effectiveness tested by monitoring. Such tools can include coastal user guidance leaflets, interpretation boards, the provision of regulations, such as dog control areas, and the enforcement of such regulations.

Monitoring will allow the source of new disturbance to be identified and the mitigation requirements to be applied appropriately, drawn as necessary, and proportionately, from developer contributions.

As developments progress and are monitored, it should become evident as to whether there are probable impacts on the SPA, or not. Therefore, it is reasonable that, in the event of no identified impact, there should be a 'cut-off' point for the bond from a particular development. This can best be aligned with monitoring periods. Allowing for maturation of a development, this should not be until at least a second monitoring period has passed subsequent to commencement of any development.

### **Application to Dover Core Strategy Housing Allocations**

Potential recreational impacts on sites must, ultimately, relate to demographic change and this is the basis on which various applicants have prepared their planning documentation. In all cases, it is understood that the figure of an average 2.25 people/household (see DDC

Core Strategy (CS) p.14) has been used. Application of the mitigation strategy to just housing number is simple, but may be refined further by application to house size in terms of bedroom number (CS, pp 43, 80). This would allow a degree of flexibility should individual developments come present justified departures from the housing mix in the Site Allocations document.

On the basis of the above reasoning, bedroom figures are used. The following figures are based on the CS. For historic reasons, Aylesham is omitted. The CS contains a breakdown of expected housing types for Whitfield (WUE) and the rest of Dover (RoD). A simple analysis provides the total bedroom count in the CS.

For WUE: 5750 houses give a bedroom count of 12793

Bed No.	%	Of 5750 =	Bedroom No.
1	25	1438	1438
2	35	2012	4024
3	32.5	1869	5607
4	7.5	431	1724

For RoD: 7250 houses give a bedroom count of 17762

Bed No.	%	Of 7250 =	Bedroom No.
1	15	1088	1088
2	35	2537	5074
3	40	2900	8700
4	10	725	2900

Total Dover planned bedroom count = 30555

## Monitoring and Build-Out

The issue of monitoring potential impacts is properly dealt with through visitor surveys, to establish whether the new developments in Dover have generated a greater visitor pressure on the Dover part of the SPA. The cost of such surveys is directly related to their frequency. Costs are considered later.

As the most sensitive time for disturbance is winter, the prime time for recreational surveys will also be then. There are two approaches – either annual surveys, regardless of development, or surveys based on development quantum triggers: the latter is CIL compliant. It is also reasonable to consider that, if recreational impacts increase, there may be a need to intensify survey effort in order to clarify any need for wardening, thus, reinforcing the quantum trigger approach.

The LDF has a fixed lifespan, to 2026, unless overall LDF monitoring indicates that a review needs to be made earlier.

Building out of developments takes time and that will determine when population increase occurs. Although the main Dover project is WUE, it only equates to 44% of the total housing development in Dover. According to the WUE masterplan, it would take approximately nine years to build out Phase 1 and Phase 1a (1400 houses/3115 bedrooms). Without evidence to the contrary, applying the 44%, it is considered that by completion of these phases 7080 bedrooms throughout Dover might be completed.

There is no evidence from the survey work carried out to indicate that WUE Phase 1 and 1a *alone* would impact the SPA and, therefore, it seems reasonable to trigger the 1<sup>st</sup> monitoring surveys by the number of completed bedrooms associated with those phases. For simplicity, this has been rounded down to 3000. Taking on board the wider developments in Dover, this first monitoring could, however, occur as early as within 4 years of commencement of WUE and after completion of approximately 1370 bedrooms, giving a fine-scale measure of potential impacts and their sources.

Monitoring would need to be continued and it is reasonable to assume that if impacts do begin to occur they will intensify as development proceeds. Therefore, the monitoring intervals are slightly tapered. The suggested taper is:

Survey Number	Incremental Bedroom No.	Total Bedroom No.
1	3000	3000
2	3000	6000
3	3000	9000
4	3000	12000
Potential Break Point due to LDF Review		

5	3000	15000
6	3000	18000
7	3000	21000
8	2500	23500
9	2500	26000
10	2250	28250
11	2250	30500

A tentative break point has been inserted for the LDF review. This would allow a comprehensive review of the relationship of development in Dover to the requirements of the Conservation of Habitats and Species Regulations 2010, or any later legislation. The effectiveness of monitoring and mitigation would be amenable to detailed examination and any necessary revisions then be applied to any future site allocations.

### **Overall Cost Estimates**

This strategy has evolved through discussions over several months with Natural England and ecological consultants working for three developers in Dover, with consideration of the views of other bodies – RSPB, KWT, and the Thanet Coast Project (an operative arm of the North East Kent European Site Management Scheme).

An overall figure of £400,000 was initially considered, with a split of 3/1 for wardening/monitoring. This mitigation was based on population growth figures.

£300,000 would cover the cost of wardening Sandwich Bay for 10 years. While this might seem to cover a relatively short period, it would, when making allowances for development commencement and build-out times, cover the lifetime of the Local Development Framework (LDF), which runs to 2026, and beyond. However, there may be additional costs, such as enforcement, to be considered. For this reason, DDC consider a figure of £350,000 would provide greater assurance of effective wardening. This element of the strategy would be in the form of a bond, to be drawn upon as necessary.

It is considered that a series of 11 surveys should form the baseline, based on a tapered bedroom count: 7 @ 3000, followed by 2 @ 2500 and then 2 @ 2250. This would encompass the totality of Dover development. Allowing £5000 per survey, this would equate to £55,000. The eleven surveys extend well beyond the LDF lifetime.

Despite various efforts, it has not been possible to obtain costings of the current disturbance study at Pegwell Bay and Sandwich Bay. However, ENTEC have provided an estimate

which is robust, at £100,000 for a two year study. As it is robust, it is now proposed that this sum should also include provision for interpretation, signage and leaflets (£15,000). The timing of this study will require consultation with Natural England, but is provisionally set to commence 8 years after the completion of the current study, that is 2020/2022.

Therefore, the overall sum sought for mitigation purposes is £505,000, of which £350, 000 would be in the form of a bond.

### **Cost per House, Depending on Bedroom Number**

Bedroom No	Bond	Monitoring etc.	Total
1	11.46	5.07	16.53
2	22.92	10.14	33.06
3	34.38	15.21	49.59
4	45.84	20.28	66.12

There is a level of development which it would not necessarily be cost-effective to include in this scheme. It is considered appropriate this would be 15 or more units, which at a strategic density of 30 units/ha, would also have to be screened for EIA. While the requirements of the Habitats Regulations would still apply to smaller numbers, including appropriate assessment, each development would need to be considered on its own merits.