

**Reference:** EDC/18/0196

**Site Address:** Ashmere (Western Village), Eastern Quarry, Watling Street,  
Swanscombe, Kent

**Proposal:** Application for the discharge of conditions 19, 20 & 21 attached to planning permission reference no. EDC/17/0048 relating to the submission of the Area Masterplan, Area Design Code and Air Quality Monitoring.

**Applicant:** Countryside Clarion (Eastern Quarry) LLP

**Parish / Ward:** Ebbsfleet, Stone and Greenhithe & Knockhall

**SUMMARY:**

This application seeks approval for a combined area masterplan and area design code document (AMP/ADC), parking management plan (PMP), junction design modelling and air quality report pursuant to conditions 19, 20 and 21 of the outline planning permission for Eastern Quarry (EQ).

The area masterplan and design code covers the whole of the western village (Ashmere) and sets out a clear vision and robust set of high quality design parameters for development of the built form and open spaces. It is a fully comprehensive document which establishes an excellent basis to ensure the delivery of high quality detailed schemes.

The PMP identifies a set of parking levels and control measures to deliver the vision for EQ which seeks to lower the reliability on private car use and ownership to improve sustainability. Initiatives such as car clubs and public transport orientated measures have been identified to deliver this vision.

Details of junction designs for the major junctions within the site have been modelled on forecast traffic flows to demonstrate junctions can be designed to accommodate the anticipated level of traffic and avoid traffic backing up.

Although this is an application for approval of conditions which are not usually reported to Committee, the impact of the matters addressed in these documents is significant. The AMP/ADC and PMP will become the standards against which all future reserved matters applications in the Western Village will be assessed.

This application also seeks approval of condition 21 in relation to air quality since it was identified under the outline consent that levels of nitrogen dioxide may be a particular problem in the south west area of the site. Levels have been monitored in accordance with a methodology agreed by Dartford Borough Council. They agree with the findings that levels are acceptable and as such no mitigation is required.

It is considered the submission has successfully met the requirements of conditions 19, 20 and 21.

## **RECOMMENDATION: APPROVAL AND DISCHARGE CONDITION**

### Informatives

#### **1. APPROVED DOCUMENTS**

The submission is approved in accordance with the information as contained in the following approved documents:

- *Ashmere Area Master Plan & Design Code* - report by PRP dated 22 May 2019
- *Eastern Quarry Parking Management Plan: Alkerden and Ashmere Villages* – report by PBA dated 5 June 2019
- *Eastern Quarry Junction Modelling: Technical Note* – report by PBA dated 20 May 2019

#### **2. DISCUSSION FOR FUTURE RESERVED MATTERS APPLICATIONS**

The Local Planning Authority would welcome discussion to avoid the following issues as part of Reserved Matters Applications: -

- Position of garages to avoid half size parking spaces in front
- Parallel parking on opposite sides of the road

#### **3. HIGHWAYS AND TRANSPORTATION**

It is the responsibility of the applicant to ensure, before the development hereby approved is commenced, that all necessary highway approvals and consents where required are obtained and that the limits of highway boundary are clearly established in order to avoid any enforcement action being taken by the Highway Authority.

Across the county there are pieces of land next to private homes and gardens that do not look like roads or pavements but are actually part of the road. This is called 'highway land'. Some of this land is owned by Kent County Council (KCC) whilst some are owned by third party owners. Irrespective of the ownership, this land may have 'highway rights' over the topsoil. Information about how to clarify the highway boundary can be found at <https://www.kent.gov.uk/roads-and-travel/what-we-look-after/highway-land/highway-boundary-enquiries>

The applicant must also ensure that the details shown on the approved plans agree in every aspect with those approved under such legislation and common law. It is therefore important for the applicant to contact KCC Highways and Transportation to progress this aspect of the works prior to commencement on site.

#### **4. POSITIVE AND CREATIVE APPROACH TO DECISION MAKING**

In accordance with paragraph 38 of the National Planning Policy Framework, Ebbsfleet Development Corporation, as local planning authority, has taken a positive and creative approach to the proposed development, focusing on finding solutions:

- The agent was advised of planning issues during the processing of the application and additional information has been submitted to address these.

## 1.0 SITE CONTEXT AND PROPOSAL

### *Site Description*

- 1.1 Eastern Quarry (EQ) is a former quarry site and area of brownfield land located within the Ebbsfleet Garden City. It is broadly rectangular in shape and includes the former route of a minerals railway in Craylands Gorge to the north of the quarry. The site is approximately 2.5km long (W-E) and 1.2km wide (N-S) and covers an area of approximately 270 hectares. The site is bounded to the south by the A2, the B255 and Bluewater shopping centre to the west, and Alkerden Lane and the settlements of Greenhithe, Knockhall and Swanscombe to the north. The eastern edge of the site, bounded by the B259 Southfleet Road, is approximately 500m from Ebbsfleet International railway station. Outside the boundary of EQ, the Northfleet West Grid Sub Station site (known as Ebbsfleet Green), which is being developed by Redrow, is located to the southwest.
- 1.2 Former quarrying activity at the site has created a dramatic landscape with steep chalk cliffs around the quarry's southern, western and north-western boundaries. Much of the site has been backfilled with Thanet Sand over the worked chalk but there are still considerable land level differences between the quarry floor and the site's surroundings. The topography of the site generally falls from north to south. There are large bodies of water within the site comprising a large lake to the west resulting from quarrying activities and a man-made lake along the southern boundary in Castle Hill.
- 1.3 The variations in levels limit access into the site. The main accesses are from Watling Street at the South which provides access to the Washmills area containing buildings associated with the quarry activities, and two accesses leading from the East from Southfleet Road. There is also a footpath bridge which crosses Craylands Gorge.
- 1.4 Tunnels remain under Bean Road along the western boundary, connecting the quarry to what was Western Quarry and is now Bluewater. Other historic connections exist via an old railway tunnel connecting the Peninsula to Craylands Gorge, though the status of this is unknown. A water pipeline also runs through the Gorge carrying water from the Quarry to the River Thames.
- 1.5 An area of former agricultural land is located at Alkerden Farm off of Alkerden Lane to the north of the site, which comprises a farmhouse and various outbuildings. This site is now vacant and unused. A smaller area of agricultural land is located at Western Cross Farm also off of Alkerden Lane which comprises agricultural storage buildings and is currently being utilised by a third party under lease.
- 1.6 The eastern portion of EQ is formed of a village known as Castle Hill which is currently under construction. Phases 1 and 2 are complete and occupied. Progress across the village is progressing well from northeast to southwest with all phases now having detailed consent. The neighbourhood centre, which contains the primary school and community centre which are operational, is also currently under construction with a mixed use centre including local supermarket.

### *Background*

- 1.7 Outline planning permission was granted for EQ for up to 6,250 dwellings together with associated open space, social infrastructure and employment floorspace in 2007 and then varied in 2013 with all matters reserved for later consideration. A second variation to the outline approval was granted in March 2018. The planning permission fixed

certain elements to form a framework for the development as it comes forward. These include:

- *Parameter Plans* – Series of plans identifying ground levels; broad floorspace disposition across the site; location of the key green zones and area for ecology and nature reserves; water features; principal accesses; built development area; open space; heights of buildings; and densities.
- *Land Use Disposition Plan* - A plan showing, spatially, how the development could be masterplanned to meet the requirements of the parameters.
- *Strategies* – A series of documents identifying the broad approach to spatial considerations covering landscaping, design, phasing, public art, community participation, community and leisure facilities, sustainable development, education and transport.

1.8 The extant outline permission sets a structured approach to delivery and identifies a hierarchy of plans and documents, to comply with the fixed elements listed in 1.7 above, to be submitted in stages as follows:

- *1<sup>st</sup> Stage: Site Wide Master Plan (SWMP)* – Identifies the broad location and approximate disposition of land uses across the site. To be provided prior to the 3<sup>rd</sup> stage submissions. An updated SWMP for the extant permission was granted in December 2018.
- *2<sup>nd</sup> Stage: Strategies* – An additional set of strategy documents providing the site-wide approach to waste and water management; archaeological field evaluation and safeguarding measures; programme for implementing the Bio-diversity Action Plan (as secured under the outline consent); utilities framework; and signage design. These documents to be reviewed and updated where necessary prior to the 3<sup>rd</sup> stage submissions. Where relevant, updates have been submitted and approved under separate planning submissions.
- *3<sup>rd</sup> Stage: Area Masterplans (AMP) and Area Design Codes (ADC)*: Informed by both 1<sup>st</sup> and 2<sup>nd</sup> stage submissions. These are required for each parcel of land for each phase as the development proceeds. Each AMP shall generally accord with the SWMP and provide greater detail on matters such as land use, building heights, density and indication of private/affordable sub areas. The design code provides the necessary detail to inform final design, being such matters as, architectural style and treatment, surface finishes, materials pallets, building forms and soft landscaping.

#### *Proposal*

1.9 This application seeks approval for a combined AMP/ADC document pursuant to conditions 19, 20 and 21 of the outline planning permission reference EDC/17/0048 issued in 28 March 2018. The exact wording of the conditions can be found at Appendix 1 and 2 of this report. Broadly, the following details are required:

#### Area Masterplan (AMP):

- Land uses and maximum floor space areas
- Affordable housing locations
- Phasing
- Land forming / relative levels
- Archaeology including remains to be preserved in situ

- Extent and form of built development and design (including identification of character areas)
- Access routes and car parking standards, typologies and management measures
- Integration of footpath and cycleway connections and associated signage
- Location and linkages of open space and information on access for the public
- Public art including broad locations and themes
- Lighting strategy
- Provision of employment and workspaces
- Details of any existing structures
- Interim landscaping strategy should development slow/cease

Area Design Code (ADC):

- Architectural style and treatment
- Treatment of public highways
- Building materials pallet
- Surface materials pallet
- Street furniture and design and lighting design
- Soft landscape
- Frontage types
- Heights
- Building forms
- High density living standards

- 1.10 The approved masterplans for Eastern Quarry divide the site into three distinct villages. The eastern village is identified as Castle Hill. The central and western villages have been named by the applicant as 'Alkerden' and 'Ashmere' respectively. This application applies to the western village (Ashmere), extending to the far northern, southern and western boundaries of EQ and as far east as the major urban park / chalk spine. It includes a small section of the major urban park to the north which includes the area in which Western Cross farm is located.
- 1.11 Condition 21 of the outline consent requires any AMP for the western village to address the issue of air quality. The outline consent identified the level of nitrogen dioxide may be a particular problem in the south west area of the site but that further investigation would be required at the time the relevant AMP came forward. Details of monitoring and associated conclusions are therefore reported as part of this application to for the approval of condition 21.
- 1.12 In addition to the AMP/ADC document, the application also seeks approval for details in relation to parking and junction design.
- 1.13 Condition 19 of the outline permission requires details of 'car parking standards, typologies and distribution and car parking management measures' to be provided within the AMP. However, there is also a requirement under the S106 Agreement dated 28 March 2018 for submission of a Parking Management Plan (PMP) 'approved from time to time on approval of Area Master Plans pursuant to planning condition 19'. Details of the PMP are embedded within the Transport Strategy, which forms part of the suite of documents under which the outline planning permission for EQ has been secured and requires the following:

"Each Area Master Plan submission will be expected to incorporate a Parking Plan that will establish some key criteria for the parking provision within that part of the site. These criteria will be:

- The parking standards to be applied within individual building or land use curtilages for each land use within the Area Master Plan;
- The additional provision to be made in respect of visitor parking;
- The extent of provision to be made within charged car park areas, along with an overview of the parking charge regime – i.e. short stay or long stay, particularly associated land uses (especially in retail, leisure and community areas), management and enforcement etc.; and
- The locations where on-street parking is considered appropriate, and an overview of the volume of parking that is provided by this means, and whether it is envisaged that it will be charged for and/or time controlled (parking management TRO's to be funded by the owner in this case)."

- 1.14 It should be noted that that the last PMP was approved for EQ in 2007. Since this time, Dartford Borough Council has adopted a Parking Standards SPD (2012) and these have been the standards applied for detailed plans for Castle Hill as being more up-to-date.
- 1.15 The scale of the EQ site presents a huge opportunity to develop a set of parking principles based on the unique nature of the site and the structure of the permission sets out to do this. This application therefore seeks to secure an individual set of parking standards, based on relevant case studies and the individual character of this major residential development site which will become a standard against which all future reserved matters applications (RMA) for EQ will be measured in the future.
- 1.16 Under consideration of the site-wide masterplan (SWMP) for EQ, Kent Highways identified the need for future modelling to understand the highway implications of the development on the internal network in order to ensure that key internal junctions and links are designed to accommodate peak time demand. It was deemed the SWMP was too high-level for this detail and that it would be more appropriately considered with the AMP in conjunction with part 'n' which required details of access routes (vehicular, public transport, pedestrian and cycle) and connections to surroundings areas and when these will become available for use. An informative was added to the decision notice to advise the applicant this information would be expected to support the AMP submission. A report has therefore been provided as part of the current application.

## 2.0 RELEVANT PLANNING HISTORY

### *High Level Permissions*

- |     |                   |  |
|-----|-------------------|--|
| 2.1 | DA/03/1134/OUT    | Outline permission for a mixed development comprising up to 6,250 dwellings and up to 231,000sq metres of built floorspace for: business premises; education; community & social facilities; hotels; theatre; & supporting retail & leisure facilities & associated works. Approved 13.11.07 |
| 2.2 | DA/12/01451/EQVAR | S73 application for the variation of conditions of DA/03/1134/OUT to reflect a revised disposition of land uses across the site. Approved 18.01.13   |
| 2.3 | EDC/17/0048       | S73 application for the variation of conditions of   |

DA/12/01451/EQVAR relating to parameter plans and strategies. Approved 28.03.18

*Approval of Conditions*

- 2.4 EDC/18/0065 Application for approval of condition 10 attached to outline planning permission reference no. EDC/17/0048 relating to the Site Wide Master Plan. Approved 19.12.18
- 2.5 EDC/19/0006 Application for the Discharge of Condition 11 attached to the planning permission reference no. EDC/17/0048 relating to the submission of a Waste Management Plan. Approved 21.03.19
- 2.6 EDC/19/0035 Application for the discharge of condition 12 attached to planning permission reference no. EDC/17/0048 relating to the Water Management Plan. Under consideration
- 2.7 EDC/18/0091 Application for approval of condition 14 (a-b) pursuant to outline planning permission reference no. EDC/17/0048 relating to an archaeological field evaluation report, written timetable and safeguarding measures. Under consideration
- 2.8 EDC/17/0132 Application for approval of condition 15 attached to planning permission reference no. EDC/17/0048 relating to the Bio-Diversity Action Plan (BAP) implementation programme. Approved 20.12.18
- 2.9 EDC/19/0027 Application for the discharge of condition 16 attached to planning permission reference no. EDC/17/0048 relating to the submission of the utilities Framework. Approved 31.05.19.

*Other Applications*

- 2.10 EDC/18/0086 Reserved Matters Application pursuant to Conditions 2 and 18 of planning permission reference no. EDC/17/0048 relating to advanced infrastructure works in the form of land forming and earthworks within the Central and Western villages (excluding Alkerden Farm). Approved 06.03.19
- 2.11 EDC/19/0004 Housing Implementation Strategy pursuant to S106 attached to outline planning permission EDC/17/0048. Approved 31.05.19.

**3.0 PUBLICITY**

- 3.1 This type of application as condition discharge would not normally require public consultation. However, due to the nature and implications of the document, full consultation was undertaken.

3.2 Neighbour notification letter expiry date: 25.01.19

3.3 Site notice expiry date: 29.01.19

3.4 Press notice expiry date: 31.01.19

#### **4.0 REPRESENTATIONS**

4.1 Two letters of representation were received from the same organisation objecting to the application and raising the following concerns: -

- Inadequate parking provision
- Strain on existing community facilities
- Criticism of public consultation carried out by applicant on the basis no notice was received
- Do not support allocation of names to the villages or quarry
- Question whether KCC support the approach to the design of main traffic routes
- General concern in relation to rat running through the site
- Air quality monitoring

#### **5.0 CONSULTATION RESPONSES**

5.1 The following organisations have been consulted on the application:

- Environment Agency
- Swanscombe and Greenhithe Town Council
- KCC – Flood and Water Management; Archaeology; Ecology; Kent Highways
- Dartford Borough Council
- Kent Police Crime Prevention Officer
- Bean Parish Council

5.2 The following responses have been received and summarised as follows:

##### 5.3 Environment Agency (EA)

(08.01.19) All water and drainage infrastructure must be adequately designed to allow for the safe use of the development with regards to groundwater protection principles and safeguarding of future resource options and use of the chalk aquifer.

All earthworks and spoil management strategies should be agreed with the EA and relevant codes of practice utilised to enable earthworks and re-profiling.

Relevant SuDs design must have regard to groundwater protection as necessary

*EDC Officer Response: Principles of water treatment and drainage are managed strategically under the outline permission in higher level consents. An application has been made for condition 12 of the outline permission that deals with water treatment and the EA has been consulted. Earthworks and spoil management strategies have also been determined under separate applications for advance infrastructure for earthworks and application for Scheme of Working and Code of Conduct associated with landforming. The EA has been consulted on both these applications.*

##### 5.4 Swanscombe and Greenhithe Town Council

(17.01.19) The parking management document seems to be an attempt to reduce the importance of the Dartford Borough Council parking standards SPD (2012). We note from previous applications that Dartford Borough Council states that the SPD should be adhered to unless firm justification is provided for a lower provision. A survey of parking in Castle Hill is included with the application as justification, however this is a new development and we consider that the parking patterns are not yet established. We expect that this demand could change over the next five, ten or twenty years. Ingress Park, Greenhithe is an example of this as it is a similar development. Kent County Council decided that there was no demand for the proposed school but now, due to demand, additional class rooms have been added to two local schools to cater for the need. Likewise with parking, early residents tended to commute by public transport but now many are working locally and travel by car. Families have started to grow and the demand for a second family car has increased. There is then also a need for visitor spaces for child carers. The situation in Ingress Park regarding parking and traffic management has reached the point that it is now the most common item residents are complaining to local councillors about.

The Town Council are concerned that the re-naming of areas, such as Ashmere, seems to be happening without consultation or discussion.

(11.04.19) The Town Council feel that the applicant should provide a clear and understandable list of the revisions as it seems unreasonable to expect consultees to identify all the changes in a 374 page document.

The Town Council are also concerned that the original names for the area, selected after consultation, now seem to be being changed i.e. Western Village now being referred to as Ashmere.

*EDC Officer Response: The outline consent requires an individual parking strategy to be developed specifically for EQ which is not reliant on the Dartford SPD. Highways have been consulted extensively and are satisfied with the findings of the survey material. Ingress Park was not considered an appropriate comparison since matters of scale, location and master planning principles are too different to EQ. The allocation of names for the villages has been at the discretion of the landowner. The length of the document reflects the content as required in the outline planning permission.*

## 5.5 Kent Highways

(24.01.19) Parking provision at the site should ensure enough spaces are available so as not to create on-street parking issues but should also show restraint to reflect the sustainable location and the high-quality public transport services that will be available.

- Proposals for 1 space per 1-2 bed unit and apartment, and 1 space per 20 units for vans, are acceptable.
- Parking for flats should be unallocated.
- Visitor spaces should be provided at 0.2 spaces per unit, and 0.3 spaces per unit where tandem spaces are provided, rather than the 0.1 spaces proposed. This will cater for visitors and provides a balance to the reduction in spaces for the 1-2 bed units and apartments.
- Garages are proposed to be counted as 1 space. Recognising the reality that garages are often used for storage, the provision should be 0.5 spaces.
- 1 cycle parking space should be provided per bedroom, regardless of house type.
- To help resolve any parking issues that may arise, small parcels of land should be identified, which can be converted to on-street parking if on-street parking

issues arise within a defined period of time, if other sustainable travel measures have not been effective in combating the issue.

- Displaced parking areas are proposed. These are acceptable but should be for a limited number of vehicles so as not to create the potential for large areas of hardstanding.
- Monitoring occupations and car ownership proposed to be undertaken every 250<sup>th</sup> occupation is acceptable.
- Non-residential parking provision proposed to be based on provision set out in the EQ Transport Strategy. This is acceptable.
- Evidence or first principles assessment should be provided to support proposals for education parking.
- Where on street parking in public places is to be charged for, the provision of a pay-by-phone facility should be considered in addition to pay-and-display.
- Electric vehicle charging is welcomed. Contact should be made with energy provider to ensure there is enough capacity to support the level of vehicle charging proposed; consideration to be given to providing a rapid vehicle charging hub (akin to today's 'petrol station').
- Fastrack stops need to have suitable infrastructure including flag and Landmark shelter with real time information.
- The cycle routes shown on the primary street proposals should be increased from 2m to 3m to accommodate two-way flow.
- The 1.2m footway shown on the 'mews' is a departure from the standards and if not increased, should be amended to a 'service strip'.
- Locations of footway and cycleway connections to the surrounding areas are shown, however, no off-site works or necessary signage have been identified. Further details should be provided.
- Landscaping and its impact on highway safety and maintenance together with lighting will be considered in further detail at the Reserved Matters Application stage.

(12.02.19) Additional comments in relation to Fastrack:

- All Fastrack stops must have suitable infrastructure including flag and landmark shelter with Real Time Information.
- The Fastrack spine road must be 6.75m wide with junction design suitable for buses to negotiate.
- Whilst the current proposal is for Fastrack to run between the site and Bluewater via a tunnel, it is important to ensure an alternative route is available during periods of tunnel maintenance, emergency closure, or if the tunnel option itself does not go ahead. During periods of tunnel maintenance or emergency closure the Fastrack buses will need to use the primary route between the Fastrack spine road and Hedge Place Roundabout. This route must therefore be 6.75m in width, and along with the associated junctions, should be designed to appropriate standards to cater for bus access. If the tunnel option does not go ahead an alternative Fastrack connection to Hedge Place Roundabout must be provided. Under this scenario the most westerly north-south secondary route should become a primary route with a 6.75m carriageway and ideally no direct access. This alternative route continues to provide an east-west Fastrack route and is based on the assumption that all residents will be within 500m of the bus stops shown on the Masterplan. Junctions along this route will need to be designed to appropriate standards to cater for bus turning movements.

(09.04.19) Comments on revised PMP:

- Proposals for 1 space per 1-2 bed unit and apartment, and 1 space per 20 units for vans, remain acceptable.

- Parking for flats should be unallocated.
- Additional visitor surveys are welcomed. However, maintain they should be provided at 0.2 spaces per unit, rather than the 0.1 spaces proposed.
- A blanket provision for counting garages as one space is unacceptable recognising the reality that garages are often used for storage. The increase in the dimensions of the garages to 7x4.05m / 7x4.2m (where they are to count as one space) is welcomed. In locations where the design of the street creates minimal (or no) on-street parking opportunities, such as The Mews, garages designed at the increased size will be acceptable as one space but must not be 100% enclosed to the front façade.
- Monitoring of the occupations and car ownership should be undertaken on an annual basis rather than every 500th occupation.
- Non-residential parking provision is proposed to reflect the local authority guidance, yet the parking provision for the office is approximately half of the DBC standard. Justification should be provided
- Education parking should be based on a first principles assessment including staff and pupil numbers etc.
- Cycle parking is proposed to be provided in line with DBC standards. Reflecting the sustainable nature and ethos of the development, additional cycle parking should be provided.
- Where on street parking in public places is to be charged for, the provision of a pay-by-phone facility should be considered in addition to pay-and-display.
- Electric vehicle charging is welcomed. Consideration should be given to providing a rapid vehicle charging hub (akin to today's 'petrol station').
- The Parking Management Plan refers to a 20% mode share for public transport. Fastrack requires a 25% mode share.
- Reference to MaaS is made, but information on how this will be procured should be provided.
- Fastrack stops need to have suitable infrastructure including flag and Landmark shelter with real time information.
- On the Fastrack alternative route, the on-street parking bays should be a minimum of 2.5m in width.
- The cycle routes shown on the primary street proposals should be increased from 2m to 3m in order to accommodate two-way flow.
- The locations of footway and cycleway connections to the surrounding areas are shown, however, no off-site works or necessary signage have been identified.
- Additional parking areas have been indicated in the Neighbourhood Green areas. Justification as to the number of spaces and why these have been provided, is required.
- Junction capacity modelling of the internal junctions is still outstanding.
- Landscaping and its impact on highway safety and maintenance together with lighting will be considered in further detail at the Reserved Matters Application stage.
- KCC will not adopt shared space schemes over 25 units. Materials used should be in accordance with the standard Kent pallets.

(24.04.19) Response to junction modelling report:

- *Junction 1*: The junction is shown to operate well and is acceptable.
- *Junctions 2, 3, 4 and 6*: These are Fastrack crossings and have been modelled using a 150 second cycle time and four traffic phases. Fastrack also caters for pedestrians and cyclists who will also need to cross the carriageway but who are unlikely to wait for the Fastrack bus to trigger the red signal. The results show that the junctions are anticipated to operate well within capacity during both peak periods but the models should be re-run assuming the toucan crossing phases

are called, to ensure the queuing traffic does not block back to neighbouring junctions.

- *Junction 5 (off Watling Street)*: Results show the junction will need to be of a significant size to cater for the demand. It includes three lanes on the eastern approach, two lanes on the southern and western approaches, a single lane on the northern approach and a merge on the eastbound exit lane. The stage diagram needs clarification in relation to eastern arm left turn running in stage 4. Pedestrian/cycle crossing facilities are provided on three of the four arms and consideration should be given to providing a standalone crossing facility east of the junction for future applications. Modelling results show the junction is anticipated to operate within capacity, but there is concern that significant queuing at the junction will block back onto the neighbouring junctions. This should be addressed.
- *Junction 7*: Consideration should be given to the desire lines of pedestrian / cyclists for future applications.
- *Junction 8*: KCC have recently advised that this junction is to be a gated access for emergency access only.

(28.05.19) Reconsultation on revised PMP and junction modelling:

- I have reviewed the Internal Junction Modelling Technical Note (v07) and have no further comments to make in relation to highways. I therefore raise no objection on behalf of the local highway authority
- In respect of the PMP, key outstanding issues have now been addressed. No further comments.

#### 5.6 KCC – Flood and Water Management:

(24.01.19) No comment to make with regards to this application but would remind the applicant that we expect to be consulted with regards to demonstrating that detailed surface water drainage designs for future phases comply with the Site Wide Master Plan and approved strategy.

#### 5.7 Archaeology

(30.04.19) Most of the area covered by the Ashmere AMP has been quarried down to the underlying Chalk geology in the 20<sup>th</sup> century with little or no archaeological mitigation. Unquarried areas survive in the west, south and north of the site particularly at Western Cross Farm.

Archaeological evaluation has taken place recently on the western edge of the site in connection with the Western road tie-ins. Known heritage features within the area of the site include Cobham Terrace Road Second World War air raid shelter tunnel, Western Cross Farm and Neolithic pottery and flints from Ingress Vale.

Western Cross Farm was shown as undevelopable land in the original application but is shown as proposed mixed use in the AMP. Walking routes are proposed immediately to the south of the farm buildings, together with points of integration and a secondary vehicle route shown close to the tunnels at the north west and north east corners of the site. Further assessment of the character and significance of these features and the impact of any proposed works is required in order to inform decision-making. The Kent Farmstead Guidance should be used to assess Western Cross Farm and to inform the nature of any proposed re-use or development of the area. The area was not assessed as part of the original application as it was expected to be left undeveloped.

In the absence of this information it is difficult to comment fully on the AMP, and I would wish to see this information before providing final comments on the Plan. The principle

of mixed use redevelopment of the farm should not be decided until assessment has taken place.

There should also be further assessment of the impact of any proposed landscaping or habitat creation on any unquarried areas of the site and mitigation agreed as appropriate. As with the other areas of Eastern Quarry a management plan should be provided for the Palaeolithic, medieval/post-medieval, industrial and World War Two heritage which survives in the area affected by the AMP, where preservation in situ is proposed. I welcome the proposal to keep the chalk cliffs created by the former industrial use of the site as a quarry as a dramatic illustration of its past. The Eastern Quarry Historic Environment Framework requires interpretation of the historic environment which should ideally be agreed as part of the AMP.

*EDC Officer Comments: The structure of the EQ permission requires matters of archaeology to be dealt with at a strategic level in advance of AMP approvals. A separate application to undertake site investigation and any necessary mitigation requirements was submitted and, in consultation with KCC, is under consideration. This covers the western edge of the site referred to in the comments above and will secure investigation for Western Cross and the and Neolithic pottery and flints from Ingress Vale which are located within the farm complex. The Cobham Terrace Road Second World War air raid shelter tunnel is located outside the boundary of EQ. Further investigation is therefore not expected to cover this.*

*Western Cross has always been identified as potentially developable from the original outline permission when an opportunity for mixed use was identified in the land use disposition plan and was not therefore assumed to be undeveloped.*

*Through discussion with KCC, it is understood that the comment above were intended help shape future development which will not impact negatively on areas of archaeological interest. However, it is also acknowledged that much of the information is not known at this stage as the exact use and nature of redevelopment is currently unknown. It would therefore be unreasonable to ask for it at this strategic level.*

*The exact nature and position of the walking routes referred to will emerge under an RMA for the major urban park. It should also be noted that the principle of points of integration and vehicular access routes in these locations have also been embedded in higher level documents. Furthermore, there are other conditions within the consent that require the provision of details for any foundations or planting that involve ground disturbance in areas identified as having potential for archaeological remains; and management plans for any areas where archaeological remains are to be preserved in situ. These details must be provided with the RMA that affect the relevant area.*

## 5.8 Ecology

(18.01.19) Plans between the AMP and those secured in earlier biodiversity management plans don't match in respect of the water bodies to the south of the site (1 water body in the AMP while 3 shown in the management plans).

Does not change much (in the context of the site) as ultimately it is an area of water with reed beds. But what it does mean the management within the mini bap isn't correct.

*EDC Officer Response: Agreed with KCC that an update is required to the management plans to regularise this anomaly. The applicant has been advised and has confirmed that an update will be provided.*

- 5.9 Dartford Borough Council:  
(14.12.18) The Council's Environmental Health officers advise that the monitoring survey submitted pursuant to condition 21 of 17/0048 shows that levels of nitrogen dioxide in the southwestern area of the site to be below air quality objectives, which they confirm they accept. They also advise that the report states that based on the results no mitigation measures are required to be included in the area master plan with regard to air quality levels on future occupiers.

As far as condition 21 is concerned the Council is satisfied with the monitoring carried out and the results of that monitoring.

The Council recognises the Eastern Quarry development has been designed to reduce car use and therefore impact on the wider air quality environment. But Environmental Health officers encourage the consideration and use of detailed mitigation measures to offset the increase in emissions resulting from this development to be considered at reserved matters stage.

## 6.0 **PLANNING POLICY**

### 6.1 National Policy & Guidance

National Planning Policy Framework (NPPF)  
National Planning Practice Guidance (PPG)

### 6.2 Development Plan

Dartford Borough Council – Core Strategy (2011):

CS4 - Ebbsfleet to Stone Priority Area  
CS5 - Ebbsfleet Valley Strategic Site  
CS11 - Housing Delivery  
CS14 - Green Space  
CS15 - Managing Transport Demand  
CS17 - Design of Homes  
CS18 - Housing Mix  
CS19 - Affordable Housing  
CS21 - Community Services  
CS23 - Minimising Carbon Emissions

Dartford Development Policies Plan (DDPP) (Adopted July 2017):

DP1 - Sustainable Development  
DP2 - Good Design  
DP3 - Transport Impacts  
DP4 - Transport Access and Design  
DP5 - Environmental and Amenity Protection  
DP7 - Borough Housing Stock and Residential Amenity  
DP8 - Residential Space and Design in New Development  
DP9 - Local Housing Needs  
DP11 - Sustainable Technology and Construction  
DP12 - Historic Environment Strategy  
DP25 - Nature Conservation and Enhancement

### 6.3 Other Guidance

## 7.0 PLANNING APPRAISAL

- 7.1 The main issues to be considered in connection with this proposal are whether the submitted documents comply with the requirements of conditions 19, 20 and 21, and whether they establish appropriate principles to inform detailed schemes and delivery of high quality, sustainable schemes for buildings and open spaces within the western village of EQ.

### Vision

- 7.2 A clear vision for the western village, or Ashmere, is identified at the start of the AMP/ADC:

*'To create a desirable and sustainable neighbourhood for the new Healthy Garden City at Ebbsfleet.'*

Informed by the vision of the EDC to deliver a sustainable 21<sup>st</sup> Garden City of well-designed neighbourhoods, workplaces, schools and town centres, the AMP/ADC states it is a landscape-led masterplan which builds on Healthy Garden City principles. It identifies a set of principles to ensure the design of Ashmere encourages healthy and sustainable lifestyle choices:

- Mixed tenure homes and housing types distributed throughout;
- Strong local employment opportunities within easy commuting distance – identifying provision of several local-scale employment opportunities within a mixed use centre, 10 minutes' walk from all homes;
- Imaginatively designed homes, responding to the local historical context and with ample public and private amenity spaces;
- Comprehensive and multifunctional green infrastructure network;
- Strong local cultural, recreational and shopping facilities;
- Integrated and accessible transport system and new walking and cycling routes;
- High quality indoor environments, adhering to the Nationally Described Space Standards and a minimum of 90% of homes meeting the M4(2) accessibility standard or above;
- Built and natural environment that supports mental and social health, particularly through landscape-led approach to design.

### Layout and Built Form

- 7.3 Ashmere is characterised by residential development with a small mixed use commercial area, together with 2FE primary school, located in the centre. Western Cross Farm to the north along Alkerden Lane is also identified for potential community and leisure uses. The outline consent secures a maximum quantum for land uses being B1 – Office (80,000m<sup>2</sup>); C3 – Residential (402,000m<sup>2</sup>); A1-A5 - Retail/Commercial (2,500m<sup>2</sup>); D2 – Leisure (2,000m<sup>2</sup>); and D1/D2/Other - Community (9,000m<sup>2</sup>). The amounts have been refined in the AMP as being up to 25,000m<sup>2</sup> for residential and up to 3,000m<sup>2</sup> for undefined commercial uses falling within use classes A, B and D. Unit numbers of houses have not been included at this stage since this

will be determined through reserved matters but informally is anticipated to be circa 3000 units.

- 7.4 The size of the EQ scheme results in a long build out programme and so it is likely there will be changes to retail and commercial activities and markets during this time. The AMP/ADC therefore maintains a degree of flexibility to allow for this, while ensuring any uses that do come forward 'should focus on creating a community heart for Ashmere'. It is acknowledged the floorspace for non-residential use is much lower than the maximum quantum set out in the outline consent. However, it is recognised that Ashmere centre is positioned on the Fastrack route which directly links Alkerden, which will serve as the community and commercial heart of the whole of EQ, and the regional shopping centre of Bluewater. The commercial uses in Ashmere could therefore never contend as a retail destination in its own right but should serve to provide local services to residents of this village. The anticipated floor area and land use is therefore considered appropriate.
- 7.5 The provision of a 2FE primary school will coincide with the occupation of 3,900 dwellings (EQ wide) as required by the outline consent. A site of up to 2ha including up to 0.5ha for multi-agency space and maintained early years provision has been identified. The AMP secures its location in the heart of Ashmere, close to the mixed use local centre, public open spaces and opposite the village green. This ensures good accessibility for all houses in Ashmere which is the intended catchment. The primary school is located on a main road but strong pedestrian and cycle links have been identified which link public open landscapes for play and wellbeing together with opportunities for combined trips to support the local centre.
- 7.6 The provision of affordable housing is obligated by the outline consent at 25% provision on site and 5% off site. The AMP/ADC sets out a proposed split on-site of 20% affordable rent and 80% shared ownership. Although the exact distribution will be assessed under reserved matters, this split is compliant with the S106 and policy CS19 of the Dartford Core Strategy which sets out recommended relative levels of intermediate and social-rented housing. The AMP/ADC does not identify exact parcels to be allocated specifically for affordable housing. Instead it shows indicative boundaries for 12 phases across the village for all housing types. Each phase has an overall target of 250 units. The AMP/ADC commits to 25% of each of the total units within each parcel to be affordable. This secures an even spread of housing tenures across the village but provides a degree of flexibility in determining their exact location, which assists with delivery of a large scale site.
- 7.7 Ashmere has been set out in a permeable block layout with strong connectivity to existing and proposed green and blue infrastructure through direct cycle/pedestrian routes, roads and clear visual links drawing the landscape into the development parcels to ensure interaction between the natural and built environment. A series of street typologies have been identified, establishing a clear hierarchy of street types. Landscaping is identified as the key feature used to define the character of each streetscape. Dedicated pedestrian and/or cycle paths have been provided on the major roads. In light of the scale of the village and predominant residential use, variations have been added to the road typologies to enable some variety in character. Sections of the primary street have been identified as providing direct vehicular access to the residential properties. This also assists in calming vehicular speeds. All street typologies including dimensions, surface materials and the principle of direct access have been agreed by Kent Highways.
- 7.8 Proposed building heights reflect the density layout. Generally, heights are proposed at 2-3 storeys with increased heights along Fastrack at 3-8 storeys reflecting the high

density allocation (60+ dph) and accord with public transport orientated development principles. Increased heights are identified around the lake edge, also high density, to maximise the appeal of the landscape feature. Opportunities for taller buildings are further identified towards the Hedge Place roundabout in the northwest corner and Watling Street on the southern boundary to assist in the creation of entrance gateways. A strip of low density development is proposed to the eastern boundary adjacent to the chalk cliff and major urban park to reflect the landscape character which requires a looser urban grain.

- 7.9 Together with street typologies, a series of block types, frontage characters, building typologies and parking typologies have been developed. The AMP/ADC identifies where or in what circumstances each of these typologies should be used and the ideal combination between them. For example, on mews streets, the preference is for split block types (which creates a mew street along the 'split'), with either stepped linear or continuous linear frontages of either townhouses or mews houses which provide integrated garages. The effect of this will be to create enclosed streets with a strong frontage, regular rhythm and tight urban form which is appropriate for a mews street. The formulation of these typologies represents good urban design and strong and clear design guidelines which ensures high quality detailed schemes can be delivered.
- 7.10 A clear design narrative for architectural design has also been developed which is based on the historical transformation of the site. It draws inspiration from the cultural heritage of the local area, drawing on its historical context of the quarry's beginnings as a farmland to a chalk quarry and its current status as new urban settlement. Ashmere has divided into sections with an arbitrary line to identify these aspects of the sites history.
- 7.11 Two "narrative zones" are proposed. The first - the "Heritage Edge" – is located around the edge of the development, drawing inspiration directly from the transformation of the site from agricultural land to quarry and journey of the quarried material from the site to the docks at Northfleet and Gravesend for distribution. The Heritage Edge is represented by three character areas: Western Cross Farm to the north; chalk cliffs to the east and west; and southern lake used as a reference to the waterside environment found at the local docks where the quarried chalk would be distributed.
- 7.12 The second narrative zone is "Settlement Centre" which informs the urban layout towards the centre of the village. It draws inspiration from local historic settlements such as Gravesend. The AMP/ADC states 'the orthogonal form and fine grain - typical of many Roman-origin settlements in Kent - are re-interpreted to provide a sense of enclosure and encourage neighbourliness in a modern, urban setting'. An additional character area is created for the village centre which includes the village green and the mixed use buildings around it. The emphasis for this character area is on built form, to create distinctive development which makes a stand as a hub of the village but which provides cohesion with the rest of the village.
- 7.13 For each character area identified, mandatory principles defining key design elements of the narrative are provided, together with details of how buildings should be articulated, colour and texture of building and surfacing materials and tree planting structure.
- 7.14 Several landmark buildings are identified, particularly at gateway locations. Gateway landmarks are to reflect the site's quarry history through sculptural land modelling and use buildings of a greater mass and/or distractive architectural features. Landmarks with a smaller mass are to be used at key points to add visual interest, particularly at

transitional point between key open spaces and the built environment. The AMP/ADC requires that landmark buildings are to be distinctive in terms of design and no two landmarks should have the same design, massing or articulation, ensuring landmarks are individual and serve as specific points of reference for that part of the site in which they are located.

- 7.15 The AMP/ADC identifies locations within the village where public art might reasonably be best located and identifies a theme of '20<sup>th</sup> Century Discoveries' which has been influenced by public consultation in association with the Public Art Strategy, approved under the outline consent. The AMP/ADC recognises that public art can take varying forms including static installations as well as a temporary pieces or process such as community project, festival or event and that any installation should include input from the community. Parameters for the installation of public art is therefore recognised as being dynamic which is welcomed. An update to the Public Art Strategy is currently being undertaken. However, the information in the AMP/ADC is welcomed as being aligned to the EDC's emerging work on a vision for art and communities in the Garden City.
- 7.16 The AMP/ADC makes a commitment that all residential properties will adhere to the Nationally Described Space Standards and a minimum of 90% of homes within each phase will be accessible and adaptable to M4(2) and above. Accessibility level M4(3) provision will be determined on a phase-by-phase basis at the Reserved Matters stage to ensure future demand is appropriately catered for. In light of the unknown level of demand until a RMA is submitted, this is considered an acceptable approach. Standards for high density developments are set out and include matters such as appropriate storage, and homeworking space as well as access to natural light and ventilation and provision of balconies of a minimum of 3m<sup>2</sup>.
- 7.17 The AMP/ADC provides clear guidance for development within Ashmere based on good urban design principles. It provides clear direction with a distinct narrative that will shape an individual village character which will be distinct to the area. To ensure the vision of the AMP/ADC is delivered, compulsory elements and design features are identified to ensure the design character of Ashmere is delivered. These are accompanied by advisory elements which are encouraged while recognising alternative creative responses might also be acceptable. The submitted document is robust and well-considered providing comprehensive guidance to guide delivery of a high quality built environment. The document has been through several amendments during the course of the negotiation period. There are some concerns raised by EDC that have not been adjusted by the developer such as [perpendicular parking on opposite sides of the roads demonstrated in parking typology 'Frontage' (p.266); the apparent provision of half size parking spaces in the on-plot allocated parking typologies (p.267) which would lead to overhanging of the footpath if they were to be used for parking. While it is not considered these issues would justify an objection to be maintained to the application, it is recommended these outstanding points are raised by way of an informative on the decision notice for clarity and to invite further discussion on these issues on future RMA submissions.

### Open Space

- 7.18 The creation of a landscape-led masterplan is a key driver behind the design of Ashmere. The open spaces have been distributed evenly throughout the village to provide good accessibility for each residential phase. In accordance with the Landscape and Open Space Strategy secured by the outline permission, mandatory principles have been developed for each neighbourhood green, village green and peripheral landscape surrounding the village, including the lake and its edge to help

ensure they adhere to the particular design of these spaces and ensure an individual character and role is attributed to each of these spaces to accommodate all needs of residents.

- 7.19 Consideration of the design of the landscape has been led from a vision to help improve health and wellbeing, developed from the “Five Ways” to mental wellbeing developed by the Government Office for Science (2008) being social, environment, recreation, play and education.
- 7.20 The provision of social civic spaces of various sizes to support community events or pop-up activities are proposed to be distributed through the neighbourhood greens and village green as well as meeting opportunities along the lake edge. Emphasis has been given to utilisation of the natural assets, ensuring orientation over features such as the lake or viewpoints from the Washmills plateau and designing spaces with a variety of natural and semi-natural landscapes with individual planting schemes to vary character. In respect of recreation, a network of pedestrian and cycle routes is proposed. Given the relatively flat terrain of Ashmere, this is advantageous. A mini-Ashmere loop is proposed around the village green, providing children with a safe place to learn to ride their bikes on a fun tarmac route with painted markings. A wider Ashmere loop is proposed around the perimeter of the village with waypoints every 100m, stopping places every 100m, information panels and trim trail equipment. Opportunities are also identified at the lake edge through the provision of jetties that will be close enough to the water to use for launching small boats or kayaks, and will provide opportunities for interaction as well as the provision of a bird hide in a suitable location.
- 7.21 Various areas of play are identified each with a different character, size and scale to provide play for children of different ages. These reflect requirements for ‘local areas of play’ and ‘neighbourhood areas of play’ as required by the consent. However, further opportunities are also identified for imaginative play, utilising landscape features and ‘play on the way’ features along footpaths together with a large area for play within the major urban park to the north. A variety of spaces are proposed throughout the village to provide opportunities for outside learning including information panels. The proximity of open spaces to the schools lend itself to being an opportunity for this. The provision of community spaces also lends itself to community uses which teach new skills for both adults and children
- 7.22 A key feature that has been developed in addition to the open spaces required by the outline consent is the ‘green lung’. This is a publicly accessible linear park running north to south through the centre of Ashmere for approximately 900m in length with varying widths (minimum 10m). It is described as a ‘connected landscape’ which joins the major urban park to the north and the lake/chalk cliff landscape to the south. It is divided into 6 sections each of which have their own themes and features. A section of the principle street runs through the centre section of the Green Lung. However, a dedicated cycle/footpath is maintained along its entire length. Given the scale of the village, the green lung serves to divide the village into two, creating a better sense of scale.
- 7.23 A tree strategy has been developed outlining appropriate tree species for the various open spaces. Opportunities for SUDs features have been identified within the neighbourhood greens and along the northern and western boundaries in the form of swales. Both these features of the AMP/ADC are welcomed as securing good design.

- 7.24 Internal consultation was undertaken with a landscape consultant. Initial comments raised for additional clarification or consideration of design elements including boundaries, interaction with the lake and material palettes have been addressed during the course of the application. An outstanding comment in relation to set back distances from the cliff being unclear has not been responded to. This was raised particularly in order to avoid overshadowing from the landscape features. While this has not been addressed in detail, it would fall under consideration for relevant RMAs in due course and is therefore not considered to justify objecting to the application. The AMP/ADC provides very comprehensive details in relation to the open spaces. In the context of the AMP/ADC, it may be considered over and above the level of detail required. However, it demonstrates a commitment to high quality landscapes and sets a good standard and expectation for the detailed schemes to come forward under future RMAs.

### Highways

#### *Parking Management Plan*

- 7.25 As required by the outline consent, the PMP sets out a set of parking standards to be applied throughout the village. The same PMP has been submitted pursuant to the AMP/ADC for Alkerden (planning ref EDC/18/0195) and as such the document identifies standards that are proposed to be adopted for the rest of EQ.
- 7.26 The PMP develops a clear line of reasoning, from the vision for EQ, through current parking trends and evidence base, to the proposed measures for delivering the vision and monitoring methodology.
- 7.27 The development of a site at this scale offers exciting and unique opportunities to establish its own strategy which maximise benefits offered by sustainable transport initiatives. The PMP identifies the role of the Transport Strategy which falls under the scope of documents approved as part of the S73 application and sets out a set of objectives which is based around the philosophy of managing car use and reducing convenience of the car. This is supported by masterplanning principles that have been established such as the priority location of the Fastrack corridor, convoluted vehicular routes and the creation of walkable neighbourhoods through the provision of accessible infrastructure together with good amounts of open space, and well-connected pedestrian and cycle links. It is also assisted by the location of the site next to the international station and a nationally significant retail/leisure destination which will be well connected and easily accessible for residents.
- 7.28 The vision for EQ is therefore a 'public transport orientated development' with the aim to embed the principle that the use of 'walking, cycling and public transport to meet daily travel needs will challenge the historic default use of the car' (paragraph 2.1.2) and thereby foster a healthier lifestyle and promote community interaction. The PMP seeks to 'dovetail with a wider aspiration for EQ to cater for, and hence be attractive to, families and individuals who are seeking a much more sustainable approach to living' (paragraph 2.1.10). In light of the long build-out programme for EQ, the PMP proposes the vision (and PMP) should evolve accordingly, responding to relevant trends at the time.
- 7.29 The PMP identifies current trends in car ownership and use that affect consideration of an appropriate level of parking. It draws on research undertaken by DfT - *Young People's Travel - What's Changed and Why?* – found that since 1990 trends show young people travel less and to own and use cars less. The reasons have been

attributed to rising car costs, stagnation in wage rates, increasing housing expenditure, decline in disposable income and home ownership and an general change in attitude and shift in values.

- 7.30 A subsequent report by PBA - *Planning Transport and Development – All change?* - shows predictions in traffic forecasts since the 1980s far exceed actual growth. A number of societal changes that have been attributed to this include big data, real-time information, car clubs, bike hire schemes, smart ticketing, improvements in public transport quality and reliability, and cost of living versus cost of travel.
- 7.31 By and large, empirical evidence clearly shows habits are changing away from dominated car use in favour of alternative methods an increasing rate and it is important for large development site with long build-out periods to be able to react and respond effectively.
- 7.32 The unique nature of EQ means the availability of comparable sites to carry out survey research is incredibly limited. It was therefore determined that a survey of Castle Hill within EQ was most appropriate and would enable a review of the standards applied to date. Surveys were undertaken at phases 1 and 2 which are complete and fully occupied.
- 7.33 To determine current resident parking levels at Castle Hill, surveys were carried out on Sunday 16 September at 0700 and Wednesday 19 September at 2100. These times are considered appropriate to make meaningful conclusions on resident car ownership. To create a 'worst case' scenario' all on street parking counted as residential spaces and data was combined for both survey days selecting the highest number of cars parked on either day. Garages were not surveyed but were assumed to be used for parking at a rate of 50%. In summary, a parking ration of between 0.93 – 1.62 was observed identified as follows:

Beds	Parking Ratio Observed
4 bed	1.62
3 bed	1.24
2 bed	0.98
Apartment	0.93
<b>Total</b>	<b>1.21</b>

- 7.34 While visitor parking was added to resident parking in the calculations above, the numbers of cars in visitor bays were recorded separately. The demand from these surveys ranged from 0.16 – 0.23 for houses and 0.21 – 0.25 for apartments.
- 7.35 It was identified that visitors were less likely to be visiting during the early and late hours of the September surveys. Subsequent surveys were therefore carried out on Saturday 16th March at 13:00 and 16:00 and Sunday 17th March at 13:00 and 16:00 when visitors were more likely to be utilising spaces. The demand for visitor parking from these surveys ranged from 0.14 – 0.20 for houses and 0.15 – 0.22 for apartments. No data was provided as to whether the parking provision was on an allocated or unallocated basis.

- 7.36 Vans were also surveyed both on and off plot. Of the 19 van spaces provided across phases 1 and 2, only 1 was being used for van parking, 13 were observed being used for cars and 5 were empty.
- 7.37 A total of 40 vans were observed parked on site. Of these:
- 1 van was observed parked within a dedicated van space
  - 29 vans were observed parked on plot
  - 8 vans were observed parked in visitor spaces
  - 2 vans were observed parked outside of designated spaces
- 7.38 On the basis of these results, the report concluded that visitor spaces are being used by residents who could instead be parking on plot, and that van spaces are not being used by vans. It is further evident that vans are predominantly parked on plot.
- 7.39 In order to help deliver the vision for reduced car use in EQ, the PMP identifies a series of key initiatives to help encourage the use of sustainable methods of transport:
- 7.40 The report identifies the significance of the Fastrack route to the local area which passing through EQ will be a key and fundamental part of the overall transport network. Planned improvements to the route and the EDC's direct involvement to help deliver service and infrastructure improvements are reflective of the importance this public transport network has. The report states resident welcome packs will include details of the Fastrack timetable and its proposed routes. It also identifies that real time information is also required to ensure that the service can meet the responsiveness required. This will be gained from the bus stops on site as defined by the Transport Strategy and obligated through the S106. It is envisaged this will become increasingly available on mobile phone apps.
- 7.41 The report identifies the increasing popularity of car clubs. Car clubs are incredibly convenient and provide the convenience of private car use without the frustrations of associated costs of owning a vehicle or finding parking spaces. Booking is generally online or by phone and vehicle can be rented for as little as 30 minutes and returned at any time. There are clearly significant opportunities for provision of car clubs at EQ in a development of this scale. The PMP identifies approximate locations for 1-2 spaces within the village, reasonably distributed and accessible, ensuring residents are generally within a 400m radius (5 minute walk) of a car club space. The report states the presumption is that car clubs will be provided for as part of the development unless it is demonstrated there is unlikely to be demand. The report also highlights that car club spaces will include provision for both fuel and electric cars.
- 7.42 The AMP/ADC identifies significant walking and cycling routes within the development parcels and through the open spaces. Accessible and safe connectivity will also be provided to the surrounding areas. Support for walking and cycling is embedded within the EQ consent. The PMP identifies resident packs will inform the new community as to the routes that are currently available and the timings of future routes becoming available. In key locations, signage will be provided that indicates key travel distances by both walking and cycling to encourage transition to these modes. To help encourage trips to commercial areas by bicycle, the PMP states the provision of cycle lockers to lock and store bikes will be assumed to be included as part of future commercial applications and showers expected to be provided in non-residential buildings where more than 30 employees work. In addition, the PMP commits to infrastructure being provided for a cycle hire docking scheme within the site which will be provided within each of the commercial centres.

- 7.43 The increased popularity of demand based services such as Uber are identified, demonstrating a change in trends towards a different way of accessing transport services which are particularly tending towards internet accessibility. The development of flexible, cross modal travel initiatives known as 'Mobility as a Service' (MaaS) is also identified as an opportunity for the Garden City. This service is internet based and allows journeys to be planned and paid for in real time across all modes and for a fixed subscription cost. This would also help to reduce existing car use and ownership.
- 7.44 In recognition of a shift towards electric vehicles, the PMP identifies the opportunity to provide an electric vehicle charging hub in the south of Alkerden village.
- 7.45 The outline consent required the appointment of a Transport Co-ordinator whose responsibility it is to promote the use of non-car modes of travel and co-ordinate Travel Plans and related initiatives. They will provide current and helpful information about travel opportunities and alternatives for people living or working at EQ2. They will also act as broker between residents and businesses at EQ2 and transport providers, so that travel needs can be highlighted and appropriate and timely solutions delivered. Commitments to achieving initiatives asset out in the PMP is therefore to be championed by the Transport Co-ordinator, as required by the outline consent.
- 7.46 Compiling the relevant trends, survey information and recognising the opportunities to delivery initiatives for alternatives to private car ownership at EQ, proposed car parking standards have been produced. While recognising the car has a legitimate place in the overall transport mix, the approach to car parking will be moderated and managed.
- 7.47 The residential parking standards are proposed as follows:

House type	Car	Visitor	Van	Cycle	Garages
1-2 bed	1.0	2 spaces per 10 homes (0.20)			Large garages to be counted as 100% parking provision where on-street parking opportunities are designed out and a proportion of the front façade is not enclosed.
3 bed	1.5				
4 bed	2.0				
Apart	1.0	2 spaces per 10 homes where resident's parking is allocated (0.20)	1 space per 20 homes (0.05)	1 cycle space per bedroom	Typical standard garages to be counted as 50% parking provision.
		1.8 spaces per 10 homes where resident's parking is unallocated (0.18)			

- 7.48 Garages were not surveyed at Castle Hill and assumptions made they were used for parking cannot therefore be substantiated. The evidence base is therefore inconclusive and cannot be used to ascertain the extent of garages that are used for storage rather than parking.

- 7.49 It was agreed in conjunction with Kent Highways that where alternative on-street parking options would not be readily available for residents, for example in narrower mews type streets, there could be circumstances where garages could count as a full space towards parking provision. These scenarios must be demonstrated through detailed RMA. Furthermore, the design of these garages must be enlarged to accommodate bin and cycle storage plus circulation space alongside car storage and must a proportion of the front façade must be open. The Ashmere AMP expands on this provision, stating 'the front and rear façades of the garage should be at least 50% open where garages count as 100% parking provision, unless there is design rationale to do otherwise'.
- 7.50 Initial proposals sought a blanket proposal of 1 visitor space per 10 homes (0.10). In light of survey results demonstrating a higher demand, Kent Highways did not support this proposal. The applicant accepted the provision of 2 spaces per 10 homes for houses but concerns were raised on the impact this level would have on parking courtyards for apartments, notwithstanding this being based on urban design grounds rather than the evidence presented. However, it was recognised that where spaces are unallocated in the case of flats, there is greater flexibility in the use of spaces, acknowledging some occupants may have 1 or 0 cars. A slightly lower provision of 1.8 spaces per 10 homes was therefore accepted by Kent Highways where they would be unallocated.
- 7.51 The proposed van parking provision of 1 space per 20 homes is consistent with the survey data and is supported by Kent Highways.
- 7.52 The proposal of 1 cycle space per bedroom across all housetypes is a good standard and is welcomed.
- 7.53 The PMP also stipulates that shared vehicular parking areas will also provide 1 motorcycle parking space plus 1 additional motorcycle space for every 20 car parking spaces provided.
- 7.54 To develop a standard for education parking provision, it was considered a survey of other schools was not advantageous since it would not reflect the unique setting and opportunities at EQ. The report draws on an assessment of walking and cycling routes undertaken by Space Syntax as commissioned by the EDC. The report demonstrates that 95% of EQ is within a 15 minute walk to a school and 97% within a 5 minute cycle ride to a school. This highlights the connectivity of the site by walking and cycling modes to key education sites.
- 7.55 Kent Highways requested a first principles review. This has been incorporated into the PMP and takes into consideration the likely number of staff working at the schools on site, referring to School Workforce Census data together with Journey to Work by Occupation census data for Gravesham and Dartford. Consideration has also been given to other factors including the sustainable location of EQ; catchment of the primary school pupils and majority of secondary school pupils is expected to be from within EQ; external catchment for the secondary school is likely to be in Dartford and Gravesend which are connected by the Fastrack link; school travel plans will be implemented as required by the outline consent; empirical evidence in the PMP has shown a low car ownership rate. Consequently the following standards are proposed for education use:

Use	Employees	Pupils / Visitors / Clients
Nursery	1 space per 2.4 staff	1 space per 4.8 children
Primary School	1 space per 18 pupils	1 space per 2.4 classes
Secondary School (inc Sixth Form)	1 space per 18 pupils	1 space per 2.4 classes

7.56 The employee provision is consistent with the first principles analysis and primary school is 89%. The PMP also identifies motorcycle parking and provision for mobility impaired parking.

7.57 Based on the information provided and first principles survey, the proposed standards are supported by Kent Highways.

7.58 In respect of other commercial uses (Class A1 – shops and retail outlets; Class A2 – professional services; Class A3 – food and drink; Class A4 – drinking establishments; Class A5 – hot food and takeaway; Class B1 – business; Class C1 – hotels; Class D1 – non-residential institutions; and D2 – assembly and leisure) the proposed standards have been set c.20% below the local parking standards in Dartford. No survey work has been undertaken for these figures but have been considered against the following factors:

- The highly sustainable location of the site with comprehensive sustainable transport network;
- Commercial development will be located within the central areas of the development and closest to the Fastrack and walking, cycling networks;
- A proportion of residents will move to EQ to be close to their place of work and therefore within walking/cycling distance of Fastrack
- A proportion of employees on site will arrive from Ebbsfleet International station and connect to the site via Fastrack.
- Travel Plans will be implemented as required by the outline consent for all commercial developments which will encourage travel by non private car modes.
- Empirical evidence in the PMP has shown a low car ownership rate.

7.59 Kent Highways acknowledge that there is no relevant survey data available that might be used to measure commercial parking standards. However, they agree with the assumptions made and support the proposal.

7.60 In relation to car parking charges, the PMP sets out general principles including: where charges are imposed, payment will be at point of use; on street spaces to have short free period to support local facilities; enforcement will need to be undertaken by the developer until roads are adopted when a Traffic Regulation Order (TRO) is likely to be required at which time the local parking authority would take over; public car park spaces should be charged for such that they are not attractive for use other than for the local facilities, such as expensive all-day parking, but will not prevent evening community events; charging regimes set to prevent commuter parking.

7.61 To ensure all objectives of the PMP are being met, it is proposed the plan will be reviewed annually following first occupation in either the Ashmere or Alkerden on the

basis that a minimum of 250 additional occupations have occurred since the previous review. This allows for empirical data to continue to be collected and observed at the time of the review, allowing any necessary adjustments to be made. Notwithstanding, there will be some settling down period as the site is built out to accurately reflect on the effect on the objectives of the PMP.

- 7.62 The standards proposed in the PMP are considered to be based on a sound assessment of current trends and are balanced against aspirations for lower car use at EQ. The review mechanism allows for some flexibility, enabling the PMP to be an evolving document which may be amended accordingly where evidence from the ongoing monitoring demonstrates there is a justified need for reconsideration.

#### *Junction Design*

- 7.63 As outlined in the proposal section above, a junction design modelling report has been provided to understand the highway implications of the development on the internal network. The purpose of this document is to ensure that key internal junctions, namely the four internal junctions on the key east/west route and the two junctions to the south, are designed to accommodate peak time demand and in particular will not back up and obstruct the Fastrack corridor.
- 7.64 The report identifies the key junctions through both Alkerden and Ashmere. Based on predicted traffic flows, junctions have been designed a 8 specific areas, largely major crossing point across either main street or where these meet the Fastrack corridor. It does show in particular two of the junctions will be particularly large. However, the report identifies possible solutions for each of these junctions and do not represent the final designs.
- 7.65 Kent Highways are satisfied that the information sets out identifies to a level that is appropriate at this stage that junctions can be accommodated sufficiently well to deal with a predicted level of traffic moving within the site.

#### Air Quality Monitoring – Condition 21

- 7.66 In conjunction with condition 21, an air quality monitoring survey was submitted with the application. The scope of the monitoring was agreed with Dartford Borough Council at pre-application. The results show the levels of nitrogen dioxide in the southwestern area of the site previously identified as being at risk is below air quality objectives.
- 7.67 No mitigation has therefore been considered to be necessary. In terms of land use and layout of the site, no special measures are required.
- 7.68 Dartford Borough Council feedback from Environmental Health encourage consideration and use of detailed mitigation measures to offset the increase in emissions resulting from this development to be considered at reserved matters stage. The vision for EQ to seek alternatives to the car as discussed above is consistent with this recommendation and will be sought to be delivered as the site is build out.
- 7.69 Condition 21 is therefore considered to have been satisfied.

## **8.0 FINANCIAL CONSIDERATIONS**

8.1 Whilst this is not material to the decision, financial benefits will accrue to the area if permission is granted. The Government wishes to ensure that the decision making process for major applications is as transparent as possible, so that local communities are more aware of the financial benefits that development can bring to their area. In this area the following benefits to the public purse accrue from development - New Homes Bonus and Council Tax for new dwellings.

## **9.0 HUMAN RIGHTS**

9.1 The application has been considered in the light of the Human Rights Act 1998 and it is considered that the analysis of the issues in this case, as set out in this report and recommendation below, is compatible with the Act.

## **10.0 PUBLIC SECTOR DUTY**

10.1 In determining this application, regard has been had to the Public Sector Equality Duty (PSED) as set down in section 149 of the Equality Act 2010, in particular with regard to the need to –

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it. It is considered that the application proposals would not undermine objectives of the Duty.

10.2 It is considered that the application proposals would not conflict with objectives of the Duty.

## **11.0 RECOMMENDATIONS AND CONCLUSIONS**

11.1 The submitted documents provide a comprehensive set of design parameters which establish a high quality framework against which future RMAs will be assessed. The AMP/ADC sets out a vision which is aligned to the EDC Garden City vision and complies with Development Plan policy and the Implementation Framework. The submission is therefore recommended for approval and that conditions 19, 20 and 21 be discharged accordingly.

## **APPENDIX 1 - CONDITION 19 of EDC/17/0048 (Area Masterplan)**

19. With the exception of Infrastructure submissions pursuant to Condition 18, before any other application is submitted for approval of details pursuant to Condition 2 for the relevant area, and following submission to the Local Planning Authority of the Site Wide Master Plan (pursuant to Condition 10), an Area Master Plan shall be submitted to and approved by the local planning authority for the area to which the application for detailed approval relates.

The approved Area Master Plans for the Castle Hill area is that approved by the local planning authority under reference, 13/00422/EQCHC on 15 July 2013, 14/00584/EQCHC on 7 October 2014 and EDC/16/0094 on 22 February 2017. From time to time a revised Area Master Plan may be submitted for approval by the local planning authority.

The AMP shall generally accord with the Site Wide Master Plan approved under condition 10 and other strategies approved as part of the planning permission and shall be implemented in accordance with the approved details

The Area Master Plan shall be based on a 1:2500 scale plan(s) and be supported by a written statement.

It shall include consideration and detail of the following issues for that area, although these are not exclusive, as the detail included in the AMP should also reflect the requirements of the approved Strategies and Action Plans:

### **Land Uses**

- a. Land uses and maximum floor space areas (including floorspace to be provided for comparison and convenience retail uses)
- b. Indication of affordable housing sub areas
- c. Land set aside for non-commercial uses (such as education and community uses, miscellaneous uses, open space etc)

### **Phasing**

- d. General phasing for that area to include confirmation of where development is likely to start, when Fastrack stops are to be provided; when local centre to be provided; when links to adjacent communities (on and off site); when community facilities are to be provided; and public art provision.

### **Land Forming**

- e. Land formation plan to show details of final ground levels and interfaces with existing ground levels. A comparison with existing levels on site should also be included, as well as cross sections of ground level in order to clarify proposals.

### **Archaeology/Historic Environment**

- f. Identification of Historic environment area as identified in the Historic Environment Framework
- g. Identification of areas of archaeological remains to be preserved in situ.

### **Form of Development and Design**

- h. Extent of development and its density
- i. Building height ranges

- j. General location of landmark buildings and features
- k. Cross sections and perspectives of key streets, buildings and open spaces including adjacent areas (as built or as completed) where necessary in order to facilitate integration.
- l. Boundary treatment details to the Area - existing and proposed treatments
- m. Identification of broad design character areas in order to guide the more detailed Area Design Codes.

### **Access and Car Parking**

- n. Access routes (vehicular, public transport, pedestrian and cycle) and connections to surroundings areas and when these will become available for use.
- o. Indication of the location of permissive ways which form connections with the boundary of the site, existing public rights of way and key landscape features and are to be located predominantly within open space as required by the Landscape and Open Space Strategy. An indication of the implementation programme for such permissive ways.
- p. Car parking standards, typologies and distribution and car parking management measures

### **Integration**

- q. Indicate the location of footpath and cycleway connections to the surrounding area and identify any off-site works which will be required and any signage which may be necessary. An indication of when these connections should be available for use.

### **Open Space**

- r. The indicative locations of all areas of Open Land and Public Art to be included within or adjoining the Village which is the subject of the Area Master Plan, such general locations to take account of the principles of location and design set out in the Landscape & Open Space Strategy, Public Art Strategy, Public Realm Strategy (as appropriate)
- s. An indication of those areas of Open Land to which the public will at the appropriate time be permitted access and those to which the public will not be permitted access and the nature of that access.
- t. Location of public open spaces and play areas and phased provision as development progresses
- u. Linkages between areas of open space

### **Public Art**

- v. The broad locations, design themes and timeframes for commissioning public art in accordance with the Public Art Strategy.

### **Lighting**

- w. A lighting strategy and hierarchy in accordance with the Public Realm Strategy

### **Employment**

- x. Ensure a provision of a variety of accommodation (including workspace such as small, affordable B1 (c) use provision and small office units to accommodate 1-4 people)
- y. Workspace near homes and flexibility to create work-live units Existing structures (where appropriate)

### **Existing Structures (where appropriate)**

- z. Identification of overhead power lines (where present)
- aa. Identification of existing buildings where they exist and a consideration of the potential for re-use.

**Interim Landscaping**

- bb. Interim landscaping plan to be implemented in the event that less than 100 dwellings are completed for occupation on the site over a period of 5 years, such plan to include ground levels and landscaping.

The details submitted under condition 2 shall generally accord with the Area Master Plan as approved relating to the relevant Area.

**Reason:** To ensure that areas of the development are adequately master planned and to ensure that areas within the development interconnect and interrelate properly.

## APPENDIX 2 - CONDITION 20 of EDC/17/0048 (Area Design Code)

*Informative: Such a design code may cover a smaller area than an Area Master Plan in order to allow for more detailed design guidance to deal with specific nature of a sub- area. It is expected that the Area Master Plan will provide guidance on the design character of the sub-areas which the Area Design Code will provide more detail on.*

20. With the exception of Infrastructure submissions pursuant to Condition 18, before any other application is submitted for approval of details pursuant to Condition 2 for the relevant area and following submission to the Local Planning Authority of the Site Wide Master Plan (pursuant to Condition 10), an Area Design Code for the relevant area (to be defined by the Code) shall be submitted to and be approved by the Local Planning Authority. Any replacement code which may from time to time be prepared shall also be submitted for approval by the Local Planning Authority. The ADC shall generally accord with the Site Wide Master Plan approved under condition 10 and other strategies approved as part of the planning permission. Such design code should show:
- a. The area to be covered by the code
  - b. Architectural style and treatment
  - c. Treatment of public highways
  - d. Building materials pallet
  - e. Surface materials pallet
  - f. Street furniture and design and lighting design
  - g. Soft landscape
  - h. Frontage types
  - i. Heights
  - j. Building forms
  - k. High density living standards which will establish a benchmark for detailed submissions to be assessed against, e.g. storage provision for individuals dwellings, provision of private outdoor space.

The details submitted under condition 2 shall generally accord with the Area Design Code as approved and relating to the relevant Area.

**Reason:** To ensure adequate standards of accommodation provision, a high standard of design and to ensure that the development is built out in a comprehensive and acceptable manner.

### **APPENDIX 3 - CONDITION 21 of EDC/17/0048 (Western Village – Air Quality)**

*Informative: The Environmental Statement indicates that the annual mean NO2 concentration is predicted to exceed NAQO values in the south west area of the site but that this should improve as the transport improvements and interventions on the junction are brought forward. This condition therefore seeks to ensure that the matter is addressed at the appropriate time of the development through monitoring and appropriate master planning.*

21. Any Area Master Plan which covers the Western village shall address within it the issue of air quality. Air quality monitoring shall be carried out, within the area identified on Plan 06918/581/001 for a period of time to be agreed with the local planning authority before the submission of the Area Master Plan and the results of this monitoring shall be submitted with the Area Master Plan submission. Any mitigation required, in terms of land use and layout shall be addressed through the Area Master Plan to be submitted.

**Reason:** To ensure that should air quality levels be higher than national standards there will be no detriment to future residents.