Item D2

Retrospective planning permission for engineering works related to the resurfacing of the overflow car park at Teston Bridge Country Park Car Park, Teston Lane, Maidstone, Kent, ME18 5BX - MA/22/503881 (KCC/MA/0141/2022)

A report by Head of Planning Applications Group to Planning Applications Committee on 16 November 2022

Application by KCC Country Parks for retrospective planning permission for engineering works related to the resurfacing of the overflow car park at Teston Bridge Country Park Car Park, Teston Lane, Maidstone, Kent, ME18 5BX - MA/22/503881 (KCC/MA/0141/2022)

Recommendation: Permission be granted subject to conditions.

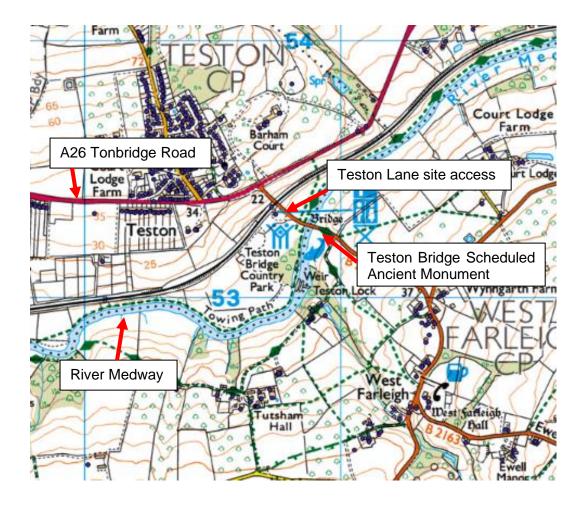
### Local Member: Mr Simon Webb

Classification: Unrestricted

#### Site

- 1. Teston Bridge Country park is located in the village of Teston in the west of the Maidstone Borough. The site area totals approximately 32 acres and is comprised of three meadows; Bridge Meadow to the north-east which is a picnic area, and Tutsham Meadow and Coombe Hill to the south west which are used for cattle grazing. The site has several walking routes throughout, including the Medway Footpath which runs along the River Medway surrounding the east and south of the site which is a Public Right of Way. The country park is used by members of the public for out-door activities including dog walking, fishing and picnicking; the site also offers a children's play area, toilets and a food and drink facility.
- Teston Lock sits to the east of the site and the historic Teston Bridge spans the river Medway in the north-east corner which is a Scheduled Ancient Monument and a Grade I Listed Building. The north-west boundary of the site runs adjacent to the railway line.
- Access is sought from the B2163 (Teston Lane) in the north of the site, leading to an onsite pay and display car-park. An overflow car park is accessed to the west of this car park.
- 4. The entirety of the site falls within the Medway Valley Landscape of Local Value and is designated as a Local Wildlife Site (MA62), the site is also within Flood Zone 3 (an area with a high probability of flooding. The site falls outside of the urban settlement boundary within the Maidstone Borough Local Plan 2017 and can therefore be considered as being in the countryside.

### **General Location Plan**



### **Recent Planning History**

- 5. The country park was previously an area used for grazing livestock. It opened to the public in 1978 however two of the meadows continue to be grazed as part of the site management. Planning history since then includes a planning permission for a mobile catering unit to be sited between 0900 and 1800 hours (MA/09/594).
- 6. There have also been two retrospective applications made to Maidstone Borough Council by the operator of the car park ticketing system; MA/18/500774 for the Erection of a 4 metre high column with Automatic Number Plate Recognition (ANPR) Camera and MA/18/500775/ADV for an Advertisement Consent for 10 Non Illuminated Pole mounted signs directing users of the Country Park to pay and display for parking.

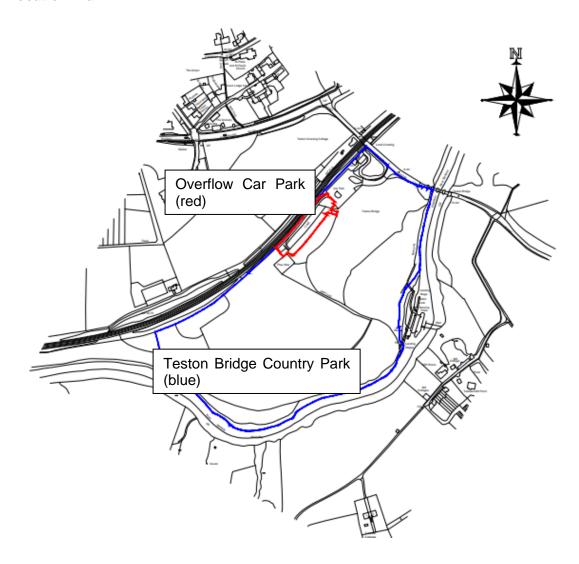
### **Background**

- 7. As well as the main car park which is accessed directly from Teston Lane, the Country Park benefits from the use of an overflow carpark. This car park is accessed through the main car park and comprised grass and made ground. It was considered by the Country Park Team that the overflow car park required resurfacing to improve its usability during periods of wet weather. Those works took place in June 2020, and are the subject of this application as planning permission was not sought at the time. The Country Park Team incorrectly considered that the works would benefit from permitted development rights and that a planning application was not required.
- 8. Other works which took place in conjunction to the resurfacing included the installation of diamond knee rail fence at the entrance to the overflow car park, a post and rail fence along the northern boundary of the site and the installation of double wooden gate with associated stainless steel hinges and latches. These works were carried out under the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015.

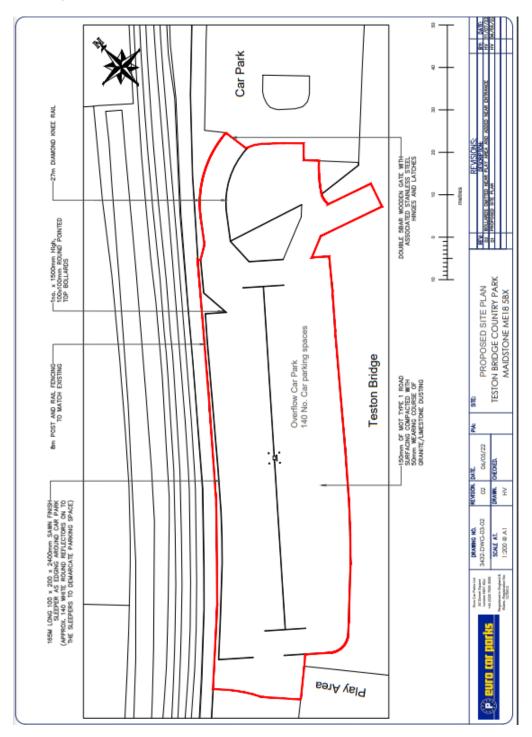
### **Proposal**

9. This application seeks retrospective planning permission for the resurfacing of the overflow car park, with a site area totalling 3916 metres squared. The resurfacing has been carried out with the use of 150mm Ministry of Transport (MOT) type road surfacing compound with a 50mm wearing course of granite/limestone type dusting. The works have also included the installation of wooden bollards, sleepers along the northern edge of the car park and reflectors on the sleepers to demarcate parking spaces. The capacity of the car park is now 140 spaces. No trees were removed to enable the works.

# **Site Location Plan**



# **Site Layout**



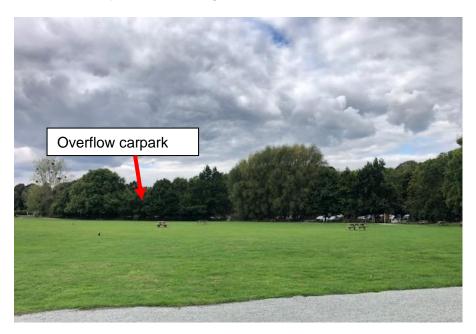
Teston Bridge overflow car park prior to resurfacing



Teston Bridge overflow car park following resurfacing



View of the overflow car park from Bridge Meadow



View of the overflow car park from Teston Bridge



### **Planning Policy**

- 10. The most relevant Government Guidance and Development Plan Policies in respect of this application are summarised below:
  - (i) The National Planning Policy Framework (NPPF) July 2021 and The National Planning Policy Guidance (March 2014), sets out the Government's planning policy guidance for England, at the heart of which is a presumption in favour of sustainable development. The guidance is a material consideration for the determination of planning applications but does not change the statutory status of the development plan which remains the starting point for decision making. However, the weight given to development plan policies will depend on their consistency with the NPPF (the closer the policies in the development plan to policies in the NPPF, the greater weight that they may be given).

There is an expectation within the NPPF that planning decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take into account the local circumstances, to reflect the character, needs and opportunities of each area. Furthermore, Local Planning Authorities should approach decision on proposed development in a positive and creative way and look for solutions rather than problems. Decision makers at every level should seek to approve applications for sustainable development where possible.

In terms of delivering sustainable development in relation to this proposal, the following NPPF guidance and objectives are of particular relevance:

- Providing accessible services and open spaces that reflect current and future needs and support communities health, social and cultural well-being (paragraph 8);
- Achieving healthy, inclusive and safe places which are safe and accessible and encourage active and continual use of public areas and enable and support healthy lifestyles (paragraph 92);
- Provide social, recreational and cultural facilities the community needs (paragraph 93);
- Provide access to a network of high quality open spaces and opportunities for sport and physical activity for the health and well-being of communities (paragraph 98);
- Consideration of whether impacts from the development on the transport network (in terms of capacity and congestion), or on highways safety, can be cost effectively mitigated to an acceptable degree (paragraph 110);
- Achieving the requirement for high quality design, creating places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users (paragraph 130); and
- contributing to and enhancing the natural and local environment by protecting and enhancing sites of biodiversity (paragraph 174); and
- Consideration of the impact of a proposed development on a designated heritage asset, giving great weight to the asset's conservation (paragraph 199).

## (ii) Development Plan Policies

Maidstone Borough Local Plan (adopted October 2017)

**Policy SS1 Maidstone Borough Spatial Strategy –** Open spaces, rivers and watercourses and landscapes of local value will be conserved and enhanced.

**Policy SP17 The Countryside -** Development proposals within landscapes of local value should, through their siting, scale, mass, materials and design, seek to contribute positively to the conservation and enhancement of the protected landscape. Development proposals in the countryside will not be permitted unless they accord with other policies in this plan and they will not result in harm to the character and appearance of the area.

**Policy DM1 Principles of Good Design –** Proposals would be permitted where they create designs and layouts that are accessible to all, respond positively to, and where possible enhance, the local, natural or historic character of the area, create high quality public realm, provide a high quality design which responds to areas of landscape value, protect and enhance biodiversity features, avoid inappropriate new development within areas at risk from flooding and provide adequate vehicular parking.

**Policy DM3 Natural Environment –** Proposals should protect positive landscape character and avoid damage to locally designated sites of importance for biodiversity. For locally designated sites (including draft published sites), development likely to have an adverse effect will be permitted only where the damage can be avoided or adequately mitigated or when its need outweighs the biodiversity interest of the site.

**Policy DM4 Development affecting designated and non-designated heritage assets-** New development affecting a heritage asset must incorporate measures to conserve, and where possible enhance, the significance of the heritage asset and, where appropriate, its setting.

**Policy DM30 Design principles in the countryside -** Proposals which would create high quality design, satisfy the requirements of other policies in this plan and meet the following criteria will be permitted where the type, siting, materials and design, mass and scale of development and the level of activity would maintain, or where possible, enhance local distinctiveness including landscape features and impacts on the appearance and character of the landscape would be appropriately mitigated.

### Maidstone Borough Council Local Plan Review 2021

This is a review of the 2017 Local Plan. It is not yet adopted but was submitted to the Planning Inspector for examination in March 2022. Given the stage of the local plan process, limited weight should be afforded to the emerging policies. The relevant policies are:

**Policy LPRSS1 Maidstone Borough Spatial Strategy 2022-2037 -** Open spaces, rivers and watercourses and landscapes of local value will be conserved and enhanced.

**Policy LPRSP9 Development within the Countryside –** Development proposals in the countryside will not be permitted unless they accord with other policies in this plan and they will not result in harm to the rural character and appearance of the area.

**Policy LPRSP14(A) Natural Environment -** Proposals should protect positive landscape character and avoid damage to locally designated sites of importance for biodiversity. For locally designated sites (including draft published sites), development likely to have an adverse effect will be permitted only where the damage can be avoided or adequately mitigated or when its need outweighs the biodiversity interest of the site.

**Policy LPRSP14(B) The Historic Environment -** New development affecting a heritage asset must incorporate measures to conserve, and where possible enhance, the significance of the heritage asset and, where appropriate, its setting.

**Policy LPRSP15 Principles of Good Design -** Proposals would be permitted where they create designs and layouts that are accessible to all, respond positively to, and where possible enhance, the local, natural or historic character of the area, create high quality public realm, provide a high quality design which responds to areas of landscape value, protect and enhance biodiversity features, and provide adequate vehicular parking.

**Policy LPRQ&D 4 Design Principles in the Countryside -** The type, siting, materials and design, mass and scale of development and the level of activity would maintain, or where possible, enhance local distinctiveness including landscape features.

#### **Consultations**

11. **Maidstone Borough Council** raise no objection to the proposals. They consider that whilst the materials used to resurface the works are obtrusive, the proposed works are acceptable in terms of visual amenity and impact upon the Medway Valley Landscape of Local Value due to the accessibility it provides to the Country Park, although some additional screening may usefully be imposed. They state that the works serve a need to ensure sufficient access to the Country Park and the screening afforded from the mature trees on the application site boundary mitigate any visual impact. They would however support the implementation of further screening along the application site boundary.

**Teston Parish Council** object to the proposal due to concerns over flood risk, biodiversity, heritage and visual impact. They also do not consider there is an established need for the development and feel it would be more appropriate for Maidstone Borough Council to determine the application. They also raise criticism over the retrospective nature of the planning application.

**Environment Agency** raise no objection and provide standard advice on sustainable development, land contamination and controlled waters.

KCC Highways and Transportation raise no objection.

**KCC Biodiversity** raise no objection and advise that they would have been unlikely to request ecological information to be submitted as part of the application as only short, regularly mown areas of grass have been cleared to facilitate the works. They do however state that they would have recommended the area of vegetation within the middle of the parking area was retained and enhanced to provide habitat to benefit biodiversity and support connectivity throughout the site.

**Upper Medway Internal Drainage Board** did not submit a response.

**KCC Conservation Officer** raises no objection, note that there is a WWII pill box to the west of the car park but do not believe this would be impacted.

**KCC Sustainable Drainage** have no comments to make on the application and consider it to be low flood risk.

Network Rail raise no objection to the proposal.

**Historic England** state they have no comments to make, they defer to the advice of KCC Conservation officers.

#### **Local Member**

12. The local County Member for Maidstone Rural West, Mr Simon Webb, was notified of the application on 8 August 2022. No comments have been received to date.

#### **Publicity**

13. The application was publicised by the posting of a 4 site notices throughout the Country Park and at the main vehicular access from the public highway and an advertisement in a local newspaper. The application was also publicised under Article 16 of the Town and Country Planning (Development Management) (Procedures) Order 2015 as being within 10m of railway land.

#### Representations

14. No representations were received on the application from members of the public.

### **Discussion**

15. In considering this proposal, regard must be had to the Development Plan Policies outlined in paragraph 10 above. Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that applications must be determined in accordance with the Development Plan, unless material considerations indicate otherwise. Therefore, the proposal needs to be considered in the context of the Development Plan Policies, Government Guidance and other material planning considerations arising from consultation and publicity. In my opinion, the key material planning considerations in this

particular case comprise need for the development, visual impact and impact on the landscape character, flood risk and biodiversity.

- 16. The planning application has attracted one letter of objection (from Teston Parish Council) and referral to the Planning Applications Committee for determination is therefore necessary. However even if no letters of objection were received, the application would be required to be reported to the Planning Applications Committee as a result of governance requirements arising from the applicant, Kent Country Parks, and the Planning Applications Group both falling within the current management arrangement of the Growth and Communities Division of the Growth, Environment and Transport Directorate. In these circumstances legislation requires that the decision is taken by the Planning Applications Committee even if there were no letters of objection received.
- 17. The application is retrospective. The applicant was under the impression prior to the works taking place that the development benefited from permitted development rights and that a planning application was not necessary. Once the applicant was aware that planning permission was required, it submitted this application to test the planning merits of the proposal.

# Design and justification for the development

- 18. The overflow car park forms an important function in reducing local traffic congestion and ensuring the country park remains as accessible as possible during busier periods. The resurfacing works have taken place in an area of land that was previously used as a car park so no loss of the main amenities of the park (i.e. the open fields, meadows or walking routes) has occurred, therefore the continuation of this use in this location is considered appropriate. The overflow car park is accessed from the main car park which is a logical arrangement and the material used for resurfacing matches that of the main car park which ensures visual continuity and is appropriate in this location.
- 19. In resurfacing the car park, no changes are proposed to the access or use of the parking area. There is no objection from the Highways and Transportation authority to the proposal.
- 20. Where the application site was previously an area of grass and made ground, the planning application introduces hard standing which improves the areas' useability during wet weather. The objection to the application questions the need for the development, stating that the busier periods when the overflow car park would be needed are infrequent and tend to occur when the ground is dry (i.e. the summer months) so the area wouldn't be so unpleasant to park in. Furthermore, they consider that if there was an issue with accessibility, then spaces could have been reserved in the main car park for those who need them.
- 21. The size of the car park remains the same in terms of surface area however the planning application formalises the creation of 140 car parking spaces. As there were no spaces marked out previously, the car park probably accommodated less than this in practice. Therefore, regardless of the ground conditions during busier periods, the works have promoted greater accessibility to the site. An arrangement whereby spaces could be reserved for those who need them is not considered viable in practice and therefore

the resurfacing works are considered to be a suitable solution for ensuring those who wish to visit the country park by car are able to. Maidstone Borough Council support this point of view where the state that the overflow car park was inaccessible at certain times of the year due to rain and mud. The proposal is considered to be in accordance with Policy DM1 (and emerging policy LPRSP15) of the Maidstone Local Plan which requires developments to safely accommodate the vehicular and pedestrian movement as well as other local planning policy and the NPPF which require open spaces to be accessible.

### Landscape and visual impact

- 22. The development falls within the Medway Valley Landscape of Local Value, characterised by the River Medway crossed by distinctive ragstone bridges and surrounded by steep valley sides. Teston Parish Council consider the development to be at conflict with this designation and state that the materials used for resurfacing are not sympathetic to the wider rural landscape. Whilst Maidstone Borough Council were overall supportive of the scheme due to it improving the accessibility of the site, they concurred with this point somewhat where they state that the materials used are "obtrusive".
- 23. It is recognised that where an area of open field or grassland is resurfaced with hardstanding there is an impact upon the natural landscape of an area. In this case, greater consideration is given to this point due to the site being subject to a landscape designation and the proximity to the Listed Building and Scheduled Ancient Monument. However, the overflow carpark is heavily screened by a belt of trees and foliage and is situated next to the existing car park which is surfaced with the same material. Therefore, the impact is considered to be minimal when viewed in the wider context of the country park and surrounding area. Photos taken of the overflow car park from further away viewpoints such as the Public Right of Way and Teston Bridge, and even closer within the park itself demonstrate that the car park is heavily screened and does not, in my view, adversely impact the natural landscape setting. It is noted that Maidstone Borough Council agreed with this assertion where they accept that the car park is heavily screened on all boundaries. However, they do suggest that the screening may be enhanced and protected through the addition of planning conditions. Given the screening effect of existing landscaping along the car park boundary it is not considered necessary to require additional planting, but a condition is proposed to ensure that the existing screening is maintained.
- 24. There was also criticism by the Parish Council that the impact upon the landscape is greater when considered cumulatively with other resurfacing projects which have taken place across the park. This includes a temporary access road used by the Environment Agency for works to Teston Lock, which falls outside of the remit of the County Planning Authority and a number of pathways. The planning status of these paths is currently being considered and if need be planning permission will be sought. However, due to the natural screening afforded to the overflow car park, it is not considered that there is any adverse impact when considered alone or in conjunction with other projects on site. Therefore, I consider that the application does not conflict with the purpose of the landscape designation or local and national planning policy which intends to preserve the natural landscape.

### Flood Risk

- 25. The application site is within Flood Zone 3 which is designated by the Environment agency as an area with a high probability of flooding. Within their objection, Teston Parish Council raise concern over the potential increased risk of flooding due to this development as a result of replacing a grassed area with hard surfacing, stating that the site has been subject flooding events in the past.
- 26. The application was accompanied by a Flood Risk Assessment which concludes that due to the materials used to resurface the car park, any increased water run off would be negligible and as the application does not introduce any impermeable area it would not result in any increased flood risk within the application site or elsewhere. The Environment Agency were consulted on the application and stated that they raise no objection. KCC Flood Risk Officers were also consulted as the Lead Local Flood Authority who stated they had no comment to make and consider the development to be of low risk in terms of flooding.
- 27. With this in mind, and due to a permeable material being used for the resurfacing, this application is not considered to represent inappropriate development within an area at risk of flooding which planning policies state should be avoided. Therefore, it is my view that the application should not be refused on flood risk grounds.

# Heritage conservation

- 28. The application site is approximately 180 metres away from Teston Bridge, which is Grade 1 Listed Building and a Scheduled Ancient Monument. The bridge can be considered a focal point of the Country Park and represents the type of ragstone bridge which the landscape of the Medway Valley is noted for. Therefore, careful consideration must be given to ensure that any new development conserves, and where possible enhances, the significance of the heritage asset and, where appropriate, its setting. Heritage concerns were raised by Teston Parish Council over this specific point
- 29. Historic England were consulted on the planning application and advised that they had no comments to make, deferring the matter to our own conservation advisers. KCC Heritage Conservation were consulted on the application and advised that they raise no objection.
- 30. The overflow car park area is not highly visible from the bridge itself or in the wider site context. Due to the natural screening afforded to the application site it is not considered to adversely impact the setting of this designation and conserves the significance of the heritage asset. The application is therefore considered acceptable in regard to development plan policy.

### **Biodiversity**

- 31. The application site is designated as a Local Wildlife Site (MA62). None of the three meadows were impacted by the works and the area existed as a car park prior to the resurfacing taking place. Furthermore, no boundary trees or hedgerows were removed to enable the scheme to go ahead. As such, it is not considered that the application would have an adverse impact on features of ecological importance. KCC Biodiversity Officers concurred with this point of view, stating that they would have been unlikely to require ecological information to be submitted as part of the application as only short and regularly mown areas of grass would have been removed.
- 32. KCC Biodiversity also state that they may have requested the area to the middle of the car park be retained and enhanced to promote ecological connectivity throughout he site. Whilst it is unfortunate that this cannot now be achieved, it is not considered that there would be any adverse impact on biodiversity such that the application should be refused.

### Governance process

- 33. Within the objection from Teston Parish Council, criticism is made about KCC representing both the applicant and the determining authority suggesting that the application should be determined by Maidstone Borough Council. Whilst this is not a material planning concern, it should be noted that this is not an option available to the applicant under the provisions of the Town and Country Planning General Regulations 1992, which represents the statute that the application is to be determined under. The power to determine planning applications where a local authority requires planning permission for its own development is governed by Regulation 3 of the 1992 Regulations. This legislation is typically used for projects where the County Council intends to carry out development to meet its service requirements i.e. new school development or in this case the Country Park. Where a development falls within the remit of Regulation 3 of the 1992 Regulations, then an application needs to be made to the Council's planning authority and there is no discretion. This is the same planning process that is followed by every local authority wishing to carry out its own development.
- 34. This is accepted by Maidstone Borough Council who note in their response that Kent County Council is the appropriate determining authority, and that they represent a consultee in this case.
- 35. Finally, there was criticism over the application being submitted retrospectively. The applicant was under the impression prior to the works taking place that the development benefited from permitted development rights and that a planning application was not necessary. Once the applicant was aware that planning permission was required they submitted this planning application to test the planning merits of the proposal. The matter has been reported to the Regulation Committee and the applicant has been advised they must seek advice from the Planning Applications Group prior to undertaking any future works at the site. In determining the application, it must be considered on its merits in the context of the Development Plan policies and other material considerations regardless of the fact that is has been submitted retrospectively and the development has taken place.

#### Conclusion

- 36. The proposal seeks retrospective planning permission for the resurfacing of the overflow car park at Teston Bridge Country Park. The proposal improves the accessibility to the country park by ensuring that the overflow car park can be used to its full capacity all year round. No changes are proposed to the access or the use of the overflow parking area. The proposal is considered acceptable in terms of its siting and design, and is not considered to present any unacceptable adverse impact in terms of landscape, flood risk, biodiversity or heritage conservation.
- 37. The development is in accordance with the general aims and objectives of the relevant Development Plan Policies and the principles of the National Planning Policy Framework and therefore the recommendation is that planning permission be granted subject to a condition regarding the retention and maintenance of the planting to the car park boundaries to provide adequate screening.

#### Recommendation

- 38. I RECOMMEND that PERMISSION BE GRANTED SUBJECT TO the imposition of conditions covering (amongst other matters) the following:
  - Retention and maintenance of planting to the boundaries of the overflow car park.
    Any trees that are diseased or felled shall be replaced within the next planting season with native species to be agreed with the county planning authority.

Case Officer: Mrs Alice Short Tel. no: 03000 413328

Background Documents: see section heading