Recommendation of Officers to the Planning Committee, to be considered and determined by the Planning Committee at a meeting to be held on 18 June 2014.

Recommendation: Members agree to Officers having delegated authority to grant Planning Permission subject to:

A) The expiry of the departure notice with no new representations being received, within the remaining notification period, that raise new planning considerations; and

B) Conditions as set out below:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
   
   Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall be carried out in accordance with the following approved plans:


   Reason: For the avoidance of doubt and in the interests of proper planning.

3. No development shall take place until details and samples of all materials to be used externally have been submitted to and approved in writing by the
Local Planning Authority, and the development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the development is satisfactory and without prejudice to conditions of visual amenity in the locality, in accordance with Policy BNE1 of the Medway Local Plan 2003.

4 No development shall take place until there has been submitted to and approved by the Local Planning Authority a scheme of landscaping (hard and soft) and lighting. The lighting details shall include the height, position, external appearance, any shielding, light intensity, colour, spillage and hours of use. All planting, seeding and turfing comprised in the approved scheme of landscaping shall be implemented during the first planting season following occupation of the buildings or completion of the development, whichever is the earlier. Any trees or plants which within 5 years of planting are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless the Authority gives written consent to any variation.

Reason: Pursuant to condition 197 of the Town and Country Planning Act 1990 and to protect and enhance the appearance and character of the site and locality, in accordance with Policies BNE1, BNE5 and BNE6 of the Medway Local Plan 2003.

5 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the use hereby permitted is commenced and shall thereafter be retained. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the development is satisfactory and without prejudice to conditions of visual amenity in the locality, in accordance with Policy BNE1 of the Medway Local Plan 2003.

6 The use shall not be commenced, nor the premises occupied, until the area shown on the submitted layout as vehicle parking, loading and off-loading and turning space has been provided, surfaced and drained. Thereafter it shall be kept available for such use and no permanent development, whether or not permitted by the Town and Country Planning (General Permitted Development) Order 1995 (or any order amending, revoking or re-enacting that Order) shall be carried out on that area of land or in such a position as to preclude its use.

Reason: Development without provision of adequate accommodation for the parking, loading, off-loading and turning of vehicles is likely to lead to hazardous conditions in the public highway and in accordance with Policy T13 of the Medway Local Plan 2003.
Prior to first occupation of the development hereby permitted measures to encourage car sharing, walking and cycling, including the appointment of a Travel Plan Coordinator and a Travel Plan Steering Group, shall be implemented in accordance with the action plan outlined in the approved Travel Plan dated April 2014. The Travel Plan shall thereafter be monitored by the Travel Plan Coordinator and / or the Travel Plan Steering Group in accordance with the identified marketing and monitoring strategy (as set out in the Travel Plan dated April 2014), with any progress report to be submitted to the Local Planning Authority on an annual basis for a minimum of five years following first occupation of the development.

Reason: To ensure the development uses sustainable travel methods in accordance with policy T14 of the Medway Local Plan 2003.

No part of the development hereby permitted shall be occupied until the new access to the site from Railway Street, as shown on drawing 786/KM/PP-102 Rev D has been constructed and made available for use.

Reason: To provide a satisfactory access in accordance with Policy T2 of the Medway Local Plan 2003.

No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written specification and timetable which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that features of archaeological interest are properly examined and recorded in accordance with policy BNE21 of the Medway Local Plan 2003.

No development shall take place until details of the proposed means of foul and surface water sewerage disposal have been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved plans and retained thereafter.

Reason: In the interests of amenity in accordance with the paragraph 109 of the NPPF.

No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approved details.

Reason: To protect the underlying aquifer and in accordance with the paragraph 109 of the NPPF.
12 Piling or any other foundation design using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To ensure piling does not create pathways for any contamination migration into the aquifer body and impact water resources in accordance with paragraphs 109 and 121 of the NPPF.

13 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing by the Local Planning authority) shall be carried out until the development has been a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

Reason: To protect the existing aquifer in accordance with the paragraph 109 of the NPPF and policy BNE23 of the Medway Local Plan 2003.

14 No amplified music or sound, which is audible at the site boundary, is permitted at the development site without the prior written consent of the Local Planning Authority.

Reason: To ensure the development does not prejudice conditions of amenity by reason of noise in accordance with Policy BNE2 of the Medway Local Plan 2003.

15 There shall be no call for prayer at the site and no announcements from the minaret.

Reason: To safeguard conditions of amenity in accordance with policy BNE2 of the Medway Local Plan 2003.

For the reasons for this recommendation for approval please see Planning Appraisal Section and Conclusions at the end of this report.

Proposal

The application seeks planning permission for the construction of a mosque and community centre with associated car parking.

Access to the site would be achieved via a new access onto Railway Street, which would lead into the site to the west of the proposed building. The access would lead to a parking area located towards the northern end of the site and primarily underneath part of the building where the building would overhang the space at first
floor level and above. The development would provide 23 parking spaces including 2
disabled spaces, cycle store and refuse area. In the far northern corner there would
be a freestanding building for use as a mortuary. At the closest point the building
would be set back from Railway Street by approximately 9.5 metres with an area of
hard and soft landscaping together with an outdoor seating area to the front.

The building would be approximately 50 metres in width and 33 metres in depth at its
maximum points. The ground floor footprint would be approximately half of the
building with the upper floors extending over a parking area. The building would be
3-storey with a plant room, minaret and dome feature on the roof. The main portion
of the building would measure around 14.4 metres in height with the highest point at
the minaret being nearly 28 metres.

Internally the ground floor would contain the entrance area with offices, 4
classrooms, IT and library facility and café / social area. The plans also show 3 retail
units, which would have external access via the northern elevation. Separate
entrances are proposed for male and female visitors. The main prayer hall with a
capacity for 300 prayer mats would be located at first floor level together with a multi
purpose community hall, kitchen, toilets and a reading room. A separate ladies
prayer hall is proposed with a capacity of 150 prayer mats at second floor level with
a further community hall and associated areas.

The application documents outline the current work and activities that take place at a
mosque in Canterbury Street, Gillingham. The applicants’ intention is to close this
mosque and relocate to the application site. There is no doubt that the current
mosque is suffering from severe deterioration and the search for a new site has
taken many years. The relocation of the building would allow for an expansion and
development of the ancillary activities that take place alongside the main element of
worship. The centre would run youth programmes / educational facilities, women's
programmes, provide services for the elderly and children, carry out outreach work
and allow visitors from the wider community. The proposed retail units would be
used to provide commercial space for start up businesses.

Relevant Planning History

Railway Street Petrol Station, Railway Street

MC/10/3935 Change of use of land to form public car park (Demolition of existing
petrol station)
Approved with Conditions, 5 January 2011

Representations

The application has been advertised on site and in the press as a major
development and a departure from the development plan. Individual neighbour
notification letters have been sent to the owners and occupiers of neighbouring
properties. The Environment Agency, EDF, KCC Archaeology, Kent Police, Medway
(Chatham) Dock Company, Kent Fire & Rescue, Network Rail, Southern Gas
Networks, Southern Water and the Gillingham Town Centre Manager have also
been consulted.
65 letters have been received raising the following objections:

- Loss of car parking within Croneens Car Park
- Existing parking provision is inadequate for residents, shoppers, commuters and football supporters
- Increase in traffic on Railway Street and Ingram Road
- Insufficient new parking on site for the mosque
- Building would dominate the area
- Overlooking of the school
- The access would have poor visibility due to the hump of the bridge and should be through the retained car park
- Noise generated from the use and the call for prayer from the minaret
- Harm to pedestrian safety in the area including for school children
- Impact on the trade in the high street due to loss of parking

All other matters raised not listed above are non-material.

Environment Agency has raised no objections subject to imposition of conditions.

Network Rail has confirmed they have no observations to make on the application.

Kent Fire & Rescue has confirmed that the means of access is considered satisfactory.

Southern Gas Networks have raised no objections to the proposal.

Southern Water has raised no objections subject to imposition of a condition.

Kent Police have commented on the application from a crime prevention through environmental design perspective and have offered the following comments:

- Alternative parking should be provided including facilities for football supporters coaches
- Undercroft area is not secure which could lead to anti-social behaviour and so this area should have a secure perimeter
- Secure boundary treatments should be provided
- Secure gates should be installed to each end of the passageway adjacent to the industrial buildings
- Recessed doorways should be avoided
- The design and location of associated buildings and storage should not allow them to be used for climbing to higher portions of the building
- A robust and efficient lighting scheme will be required
- The measures in the planning statement may all beneficially enhance safety and security

Development Plan Policies

The Development plan for the area comprises the Medway Local Plan 2003. The
policies referred to within this document and used in the processing of this application have been assessed against the National Planning Policy Framework 2012 (NPPF) and are considered to conform.

Planning Appraisal

Principles of Development

The application site is designated an employment site under policy ED1 of the Medway Local Plan 2003 whereby it states that the site will be permitted for business, general industry and storage and distribution uses falling within classes B1, B2 and B8. As such the proposal represents a departure from the development plan. The allocation covers the application site and the adjacent industrial units to the west, however the site is currently used as a public car park and so the use does not fall within the allocation in the Local Plan. No objection is therefore raised with regards the loss of employment provision and the loss of car parking is discussed later in this report.

Whilst the activities being run from the building would be a wide mix the overall and primary function of the site would be as a place of worship and community facility. Policy CF2 of the Medway Local Plan 2003 states that new community facilities will be permitted subject to a consideration of various matters. In the case of this site the relevant issues being the size and scale of the development, impacts on amenity and the accessibility of the site by a variety of means. All of these matters will be examined in subsequent sections of this report. The application documents explain in some length the various ways in which the organisation provides services to the local community from the existing site. The mix of uses and extent and flexibility of space within the proposed building would provide a valuable facility for the local community.

The retail elements of the building are envisaged as being used by start up businesses. However they do have external entrances with no internal access and so could function independently from the mosque. However the size of the units’ falls short of the threshold set out in the NPPF for sequential testing and their size is unlikely to detrimentally impact on town centre trade and the regeneration aspirations of Gillingham.

As such, subject to more detailed consideration of the planning issues, no objections are raised with regards the provisions of policies ED1, R13 and CF2 of the Medway Local Plan 2003.

Street Scene, Design and Landscaping

The building would be a stand-alone building of a considerable scale in the area. This would result in the building being a significant feature in the local townscape. This is considered highly appropriate for a religious building and it is right that such buildings impose themselves on the rest of the built environment rather than fitting in. The chosen style, with a Byzantium feel, is also understandable and would result in a legible building within the streetscape. The materials pallet that has been submitted with the application shows the main portion of the building in ashlar block with facing
brickwork at low level. The most noticeable features of the dome and minaret would be copper. Ashlar block has good longevity but, depending on the exact product can look rather utilitarian and so a condition is recommended to ensure that external material samples are agreed before development commences.

External to the building would be an element of landscaping to the front, which would assist in providing an attractive setting to the building and a public realm area for users of the building to congregate in. Due to the size and positioning of the building on site there is limited scope for significant portions of landscaping but the area that is proposed would contribute positively to the streetscene. Further conditions are recommended to agree boundary treatments and landscaping details. The refuse storage area and mortuary would be located to the rear of the building and so would not be noticeable from the street scene. The arrangement of fenestration would afford good levels of natural surveillance of the external areas of the site and the undercroft parking area. Together with the landscaping details the recommended condition also includes a lighting scheme to ensure that sufficient and suitable lighting is provided around the building.

Overall, the development would result in a positive landmark feature within the area and subject to conditions no objections are raised with regards policies S4, CF2, BNE1, BNE5, BNE6 and BNE8 of the Medway Local Plan 2003.

Amenity Considerations

The application site is bounded on all sides by non-residential uses. Light industrial units and a former petrol filling station are located to the north and west. Gillingham Station with associated car park and a car wash are located to the south with the branch line to Chatham Docks and St Marys Primary School to the east. The closest residential dwellings are located to the west in Kingswood Road and the east in Railway Street and Greenfield Road. Whilst the building would be of a substantial size the relationship and proximity to these properties would ensure that there would be no detrimental impacts with regards outlook, daylight, overshadowing or privacy.

Consideration should also be given to any noise from the building. The applicants have confirmed that the minaret on the building would not be used for a call to prayer and a condition is recommended to control this. Furthermore a condition is also recommended to ensure that no amplified music or sound, which is audible at the site boundary, is permitted.

Accordingly, subject to the imposition of these conditions, no objections are raised with regards policies BNE2 and CF2 of the Medway Local Plan 2003.

Highways

Car Parking

There are currently 183 public car parking spaces on the site, which would reduce to 68 spaces as part of the development proposals (a loss of 115 spaces). A weekday survey of the car park commissioned by the applicant indicates that an average of 125 spaces are occupied. The railway station car park to the south has
141 spaces, with an average of 55 spaces occupied at the time of the survey. In order to verify the applicant’s survey results submitted with the application, spot checks on the Council’s car park and the railway station car park were undertaken in April 2013, by the Council itself.

<table>
<thead>
<tr>
<th>Parking Availability Spot Checks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date</td>
</tr>
<tr>
<td>--------</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>22 July 11</td>
</tr>
<tr>
<td>4 April 13</td>
</tr>
<tr>
<td>8 April 13</td>
</tr>
<tr>
<td>15 April 13</td>
</tr>
<tr>
<td>16 April 13</td>
</tr>
<tr>
<td>18 April 13</td>
</tr>
</tbody>
</table>

The spot checks confirm that reducing the size of the Croneens car park would displace, on average, 75 cars on a daily basis. The majority of these cars could relocate to the railway station car park, which has spare capacity. However the disposal of the land by the council would be subject to replacement parking being provided. Previously planning permission has been granted for the change of use of the former petrol filling station to the west of the site to a car park and the plans showed 71 spaces being accommodated, this is detailed in the planning history section above. This consent has since expired however the council owns the land and replacement parking on the site will be provided (subject to a renewal of the planning consent. The Council’s highways team has also undertaken further work, which demonstrates that the 71 spaces originally shown could increase and further spaces can be provided within a reconfigured retained Croneens car park and on-street parking spaces. As such the number of spaces lost as a result of the development (115) would be replaced before the spaces were removed. This, in turn, would mean that the station car park is not required to accommodate any residual demand, though it is available and will remain so.

It is proposed to provide the centre with 23 parking spaces. The adopted parking standards indicate that up to 60 spaces should be provided, based on around 300 visitors to the site at any one time. This number of visitors is only likely to occur on Fridays, however on other days, around 30 visitors are anticipated to be on the site at any one time. Based on travel patterns associated with the existing mosque in Canterbury Street, this is likely to generate a demand for 18 spaces. The proposed school within the building is expected to generate around 29 vehicle movements between 1700 and 1900; the majority of these are likely to be dropping off and collecting students, however, and would be within the car park for a short period of time. On Fridays, up to 400 people would visit the centre, which is predicted to generate 183 vehicle trips between 1300 and 1340 and between 1400 and 1430.
Clearly, neither the on-site provision nor the replacement car parking could fully accommodate this demand. A recent parking survey of the Balmoral Gardens public car park indicates that only up to around 45 spaces are available at this time and as outlined above there would also be spare capacity at the Railway Station car park, which at the times of the survey had an average of 86 spaces.

Whilst parking restrictions on Railway Street and residential roads to the west would prevent on-street parking, the applicant's parking survey indicates that there is some capacity on residential roads to the east, bounded by Ingram Road, Grange Road, Maple Avenue and Granville Road. The majority of dwellings in this area rely on kerbside parking, however, if substantial numbers of additional vehicles were to park in these locations some impact on residential amenity could be expected, as there are no permit schemes in place. The applicants have therefore submitted a travel plan outlining the connectivity of the site in close proximity to the Railway Station (effectively over the road), bus services, pedestrian and cycle routes together with car share options. The NPPF in paragraph 36 identifies the travel plan as being a key document in encouraging sustainable modes of transport. A condition is therefore recommended that the measures outlined in the document to encourage sustainable travel including the appointment of a travel plan coordinator and steering group are implement and reviewed for a period of at least 5 years following occupation of the building. Policy CF2 of the Local Plan identifies suitable sites for community facilities as being those with good accessibility by a variety of means of transport and this site meets that criterion.

**Access**

The proposed development is predicted to generate up to 343 vehicle movements per day, with the exception of Fridays. Of these, up to 10 vehicle trips would occur during the peak hours on the highway network, which would have a negligible impact of highway capacity.

The development proposes a new access from Railway Street, located approximately 45 metres from the existing access to the car park and industrial estate. Visibility from the proposed access is based on recorded vehicle speeds on Railway Street, takes into account the humped bridge, and accords with guidance. It has also been subject to a safety audit, which was undertaken by the council’s road safety team. The applicant has submitted a vehicle swept path demonstrating that service vehicles would be able access the site and negotiated the looped access road satisfactorily.

The access to the existing car park and industrial units would not be adversely affected by the development; indeed, the significant reduction to the number of spaces means it would be more lightly used. The use of this area as a coach drop off for Gillingham football club, a process managed by the local police, would therefore be able to continue.

**Summary**

Significantly reducing the size of Croneens car park would displace a large number of cars that currently use it on a daily basis. The proposed development would also
generate a high demand for parking on Fridays and other special occasions that could not be accommodated within the site. Whilst the South Eastern Trains station car park is capable of absorbing the majority of the existing demand further capacity would be required. The council has demonstrated that replacement parking can be provided in the former service station and other parking can be provided on street and in the retained public car park. It is possible that the development would generate some occasional on street parking within residential areas to the east. The travel plan submitted with the application demonstrates a strategy for encouraging sustainable transport methods. Subject to suitable conditions the scheme is considered to accord with policies T1, T2, T4, T14, T13 and CF2 of the Medway Local Plan 2003.

Contaminated Land

The current use of the site as a car park could have given rise to contamination. A desktop study has been submitted with the application, which confirms that contamination is not deemed likely. As such no objections are raised with regards policy BNE23 of the Medway Local Plan 2003 however a condition is recommended to ensure that any contamination that is found shall be dealt with in accordance with an agreed remediation strategy.

Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution. Paragraph 121 of the NPPF also states that planning policies and decisions should ensure that adequate site investigation information, prepared by a competent person is presented. There are historic records of fill materials nearby and so the site drainage must not interact with this if found on the development site and it is noted mains drainage is indicated for both surface and foul water. As the site overlies an aquifer adequate precautions should be taken during the proposed development activity to protect the underlying water resource and so appropriate conditions are recommended. On this basis no objections are raised with regards policy CF12 of the Medway Local Plan 2003.

Archaeology

The application site lies in an area of archaeological potential arising from the past discovery of Romano-British burials on the site. The burials were recorded during work at the Croneens Brick Works, which formerly occupied the site. The construction of a new mosque and community centre at the site could affect buried archaeological remains, potentially further burials and so a condition is recommended to ensure that a programme of archaeological work is agreed. Subject to this condition no objection is raised with regards policy BNE21 of the Medway Local Plan 2003.

Local Finance Considerations

There are none considered relevant to this application.

Other Matters
In considering all of the above, I have also taken into account equality issues and in particular the duty to have due regard to the need to foster good relations. In addition, paragraph 7 of NPPF identifies the social role as one of the three strands of sustainable development and paragraph 17 of the NPPF lists 12 core planning principles, which includes taking account of and supports local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs. It is considered that on the planning and design merits of the proposal in the context of the: sites location; the community benefits; and the relevant related planning policies, the proposed development is considered to be acceptable in relation to equalities and the Council's duty to have due regard to the need to foster good relations.

Conclusions and Reasons for Recommendation

The development would result in the expansion and relocation of an existing community facility, which provides a range of services together with space for worship. The scale, massing and general design approach for the building would result in it being a distinct feature in the local area but subject to detailed conditions for materials and landscaping it would have a positive contribution. The parking lost as a result of the development would be re-provided and parking demand from the new facility would be managed through the travel plan. As such the scheme is considered to accord with the development plan and the aforementioned policies.

Background Papers

The relevant background papers relating to the individual applications comprise: the applications and all supporting documentation submitted therewith; and items identified in any Relevant History and Representations section within the report.

Any information referred to is available for inspection in the Planning Offices of Medway Council at Gun Wharf, Dock Road, Chatham ME4 4TR and here http://planning.medway.gov.uk/dconline/AcolNetCGI.gov