



AGENDA

LOCAL PLAN PANEL MEETING

Date: Thursday, 25 July 2019

Time: 7.00 pm

Venue: Council Chamber, Swale House, East Street, Sittingbourne, Kent, ME10 3HT

Membership: Mike Baldock (Chairman), Monique Bonney (Vice-Chairman), Alastair Gould, James Hunt, Benjamin A Martin, Richard Palmer, Eddie Thomas, Roger Truelove, Ghlin Whelan.

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Therefore by entering the Chamber and speaking at Committee you are consenting to being recorded and to the possible use of those sound records for training purposes.

If you have any queries regarding this please contact Democratic Services.

Quorum = 3

Pages

1. Emergency Evacuation Procedure

The Chairman will advise the meeting of the evacuation procedures to follow in the event of an emergency. This is particularly important for visitors and members of the public who will be unfamiliar with the building and procedures.

The Chairman will inform the meeting whether there is a planned evacuation drill due to take place, what the alarm sounds like (i.e. ringing bells), where the closest emergency exit route is, and where the second closest emergency exit route is, in the event that the closest exit or route is blocked.

The Chairman will inform the meeting that:

(a) in the event of the alarm sounding, everybody must leave the building via the nearest safe available exit and gather at the Assembly points at

the far side of the Car Park. Nobody must leave the assembly point until everybody can be accounted for and nobody must return to the building until the Chairman has informed them that it is safe to do so; and

(b) the lifts must not be used in the event of an evacuation.

Any officers present at the meeting will aid with the evacuation.

It is important that the Chairman is informed of any person attending who is disabled or unable to use the stairs, so that suitable arrangements may be made in the event of an emergency.

2. Apologies for Absence and Confirmation of Substitutes

3. Minutes

To approve the Minutes of the Meeting held on [6 June 2019](#) 2018 (Minute Nos. 34 - 38) as a correct record.

4. Declarations of Interest

Councillors should not act or take decisions in order to gain financial or other material benefits for themselves or their spouse, civil partner or person with whom they are living with as a spouse or civil partner. They must declare and resolve any interests and relationships.

The Chairman will ask Members if they have any interests to declare in respect of items on this agenda, under the following headings:

(a) Disclosable Pecuniary Interests (DPI) under the Localism Act 2011. The nature as well as the existence of any such interest must be declared. After declaring a DPI, the Member must leave the meeting and not take part in the discussion or vote. This applies even if there is provision for public speaking.

(b) Disclosable Non Pecuniary (DNPI) under the Code of Conduct adopted by the Council in May 2012. The nature as well as the existence of any such interest must be declared. After declaring a DNPI interest, the Member may stay, speak and vote on the matter.

(c) Where it is possible that a fair-minded and informed observer, having considered the facts would conclude that there was a real possibility that the Member might be predetermined or biased the Member should declare their predetermination or bias and then leave the room while that item is considered.

Advice to Members: If any Councillor has any doubt about the existence or nature of any DPI or DNPI which he/she may have in any item on this agenda, he/she should seek advice from the Monitoring Officer, the Head of Legal or from other Solicitors in Legal Services as early as possible, and in advance of the Meeting.

Part A Reports for Recommendation to Cabinet

5. Draft Car Parking Supplementary Planning Guidance 5 - 52
Draft for discussion prior to working-up into a full public consultation draft.
6. Housing Delivery Test Action Plan 53 - 68
A new responsibility arising from National Planning Policy Framework changes and new Ministry of Housing, Communities and Local Government (MHCLG) Housing Delivery Test. This is required to be submitted to MHCLG by mid-August 2019, outlining reasons for housing target not being achieved and any actions the Council is taking to redress the situation.

Issued on Friday, 12 July 2019

The reports included in Part I of this agenda can be made available in **alternative formats**. For further information about this service, or to arrange for special facilities to be provided at the meeting, **please contact DEMOCRATIC SERVICES on 01795 417330**. To find out more about the work of the Local Plan Panel, please visit www.swale.gov.uk

**Chief Executive, Swale Borough Council,
Swale House, East Street, Sittingbourne, Kent, ME10 3HT**

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Council/Cabinet/SMT/Other Meeting	
Meeting Date	25 July 2019
Report Title	Draft Car Parking Standards SPD
Cabinet Member	Cllr Mike Baldock, Cabinet Member for Planning
SMT Lead	Emma Wiggins
Head of Service	James Freeman
Lead Officer	Andy Jeffers, Development Manager
Key Decision	Yes/No
Classification	Open
Recommendations	<ol style="list-style-type: none"> 1. Members are invited to comment on the draft Vehicle Parking Supplementary Planning Document (SPD) at Appendix I; 2. Consider any comments received as a result of posting the draft on the Council's website; 3. Indicate any appropriate amendments to the draft prior to formal public consultation; 4. Determine whether or not a further draft should return to Local Plan Panel ahead of a formal public consultation exercise.

1 Purpose of Report and Executive Summary

- 1.1 The purpose of this report is to invite Members to consider and comment on an early draft of the Vehicle Parking Supplementary Planning Document (SPD) and agree the way forward for formal public consultation.
- 1.2 Once formally adopted the SPD will provide bespoke parking standards for Swale and as it is pursuant to Policy DM7 of the Adopted Local Plan , the document will carry considerable weight in the determination of planning applications.

2 Background

- 2.1 Supplementary Planning Documents (SPDs) are defined in the National Planning Policy Framework as :

“Documents which add further details to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan. “

2.2 In this case the Vehicle Parking Standards SPD is pursuant to Policy DM7 of the Bearing Fruits Local Plan (Adopted 2017). This policy states the following:-

“ Until such time as a local Swale Borough Supplementary Planning Document (SPD) can be adopted, the Council will continue to apply extant Kent County Council vehicle parking standards to new development proposals .When prepared ,the Swale Vehicle Parking SPD will provide guidelines for:

1. *Car parking standards for residential development ,which will:*
 - a. *Take into account the type, size and mix of dwellings and the need for visitor parking ,and*
 - b. *Provide design advice to ensure efficient and attractive layout of development whilst ensuring that appropriate provision for vehicle parking is integrated within it.*
2. *Vehicle parking for non – residential uses , which will take into account:*
 - a. *The accessibility of the development and availability of public transport;*
 - b. *The type, mix and use of the development proposed.*
 - c. *The need to maintain an adequate level of car parking within town centres to ensure that viability of the centres is not compromised and*
 - d. *That development proposals do not exacerbate on street car parking to an unacceptable degree.*
3. *Cycle parking facilities on new developments of an appropriate design and in a convenient, safe, secure and sheltered location.”*

2.3 The draft SPD has been prepared by Consultants and has been the subject of a Member workshop on 21 February 2019, and issues raised then have been incorporated into the draft. At the workshop members requested that the Borough’s Controlled Parking Zones be reflected within the document and that parking standards within different types of locations should reflect the parking pressures associated with them such as within town centre, edge of centre, suburban and rural areas.

2.4 The document at Appendix I has been published on the Council’s website on 24 June 2019 for informal comment. The document now needs to be revised for formal public consultation in line with the Statutory Regulations for production of SPD.

Main Issues Covered By the SPD

2.5 This draft document aligns with the current national approach to residential parking. The proposed standards require a minimum amount of car parking at origin, unless the development is deemed highly accessible by sustainable modes. For non- residential uses, recommended standards are provided and the actual parking provision should take account of the form and location of the development and the need to encourage the use of non-car travel.

- 2.6 The report looks at trends in car usage and ownership and the importance of considering the location of a new development in defining its parking provision. The report argues that residential parking is not just a “numbers game”. The parking provision should satisfy reasonable demand bearing in mind the location, be well designed with usable spaces and make the best use of the land available. It goes on to consider a range of parking options including: car barns, car ports, garages, parking courts, driveways, visitor parking, tandem parking, van parking, cycles, disabled parking and parking for electric vehicles.
- 2.7 For non residential parking standards the report notes that limiting the amount of parking provided at the end destination of a trip can discourage journeys by car. This is especially so where there are a range of alternative modes available in sustainable locations. Therefore the parking standards for different use classes considered here are maximum standards and lower provision is considered to encourage travel by other modes where appropriate.

Comments Received to Date

- 2.8 None received so far at publication deadline for this item – however a verbal update will be given at the meeting.

Summary of Key Issues - recommendations for inclusion in the Consultation draft SPD

- 2.9 In terms of the layout of the report it could do with explaining at the start exactly what an SPD is (not all readers will have a planning background) and perhaps at the end have a “Next Steps” section to explain the consultation phase and adoption process that the document will need to go through.
- 2.10 In terms of air quality (AQ) the SPD needs to strike a difficult balance between providing adequate parking and discouraging people from using cars with the consequent AQ impacts. Perhaps the report could consider a zoned approach – i.e. within 250m of a bus stop or 500m/1km of a train station there should be lower limits for parking provision (0/1/2 spaces) whilst further away / in rural areas etc parking will be more generous? Clearly from an AQ perspective one would like to see lower parking standards but is this realistic in Swale?
- 2.11 The report could also include how developments could minimise the impact of parking on the public realm – location, screening, reducing scale of car parking areas by adding trees /planting. The surface finish of car parks is not discussed – the quality of these surfaces is important and there are opportunities for encouragement of permeable surfaces. More consideration should also be given to integrating car parking with other forms of transport including cycle and pedestrian movement together with the lighting of such car parks – need to consider the issue of safety v excessive light.

Next Steps in the SPD Process

2.12 In accordance with Statutory Regulations, the SPD must be subject to formal public consultation for a minimum of four weeks from publication. The results of this consultation will then be reported back to a future Local Plan Panel together with recommendations for any appropriate changes to the SPD before Members adopt it. The anticipated timetable is the following:

- Formal consultation period starts 29 July for 8 weeks (due to holiday season) and therefore ends on 20 September 2019.
- Developers workshop - August
- Report back to Local Plan Panel on 28 November with consultation responses and suggested recommended amendments to SPD , in order that Local Plan Panel can then agree final version for adoption.

However, if Members wish to review the consultation draft before that consultation happens then the anticipated programme is:

- Developers workshop - August
- Report back to Local Plan Panel on 17 October with amended version and any further comments, for members to agree version final version for public consultation
- Formal consultation period starts w/c 21 October for 6 weeks and therefore ends on 30 November 2019.
- Report back to Local Plan Panel on 30 January 2020 with consultation responses and suggested recommended amendments to SPD , in order that Local Plan Panel can then agree final version for adoption .

3 Proposals

3.1 The recommendations are therefore:

- 1) Members are invited to comment on the draft Vehicle Parking Supplementary Planning Document at Appendix I;
- 2) Consider any comments received as a result of posting the draft on the Council's website;
- 3) Indicate any appropriate amendments to the draft prior to formal public consultation;
- 4) Determine whether or not a further draft should return to Local Plan Panel ahead of a formal public consultation exercise.

4 Alternative Options

- 4.1 Members could opt not to pursue this SPD and simply rely upon Policy DM7 and the existing KCC Parking Standards. However, these have proved unsatisfactory in some cases e.g.in terms of some appeal decisions that we have received and where planning committee members have raised frequent concerns about lack of car parking for infill residential schemes often in edge of centre locations. These issues and problems have led to Member requests to pursue such an SPD for the purposes of considering the determination of planning applications. Consequently the alternative of not having one is not recommended.

5 Consultation Undertaken or Proposed

- 5.1 Public consultation is a compulsory part of SPD production. In view of the timing of this SPD (over summer holidays), public consultation is proposed for an 8 week period (displayed on the Council's website) seeking the views of all town/parish councils, members of the public, Kent County Council Highways and Transportation Team and various other relevant parties, including developers.

6 Implications

Issue	Implications
Corporate Plan	In line with the current Corporate Plan the adoption of this SPD will help to deliver regeneration and to improve the quality of life for residents and businesses in the Borough.
Financial, Resource and Property	None identified at this stage
Legal, Statutory and Procurement	SPD is produced in line with Part 5 of the Town and Country Planning (Local Planning) (England) Regulations Statutory Instrument 767 (2012)
Crime and Disorder	None
Environment and Sustainability	None
Health and Wellbeing	None
Risk Management and Health and	None

Safety	
Equality and Diversity	None
Privacy and Data Protection	None

7 Appendices

7.1 The following documents are to be published with this report and form part of the report:

- Appendix I: Swale Borough Council Draft Parking Standards SPD – <https://www.swale.gov.uk/assets/Planning-Forms-and-Leaflets/Supplementary-Planning-Documents/SBC-Parking-Standards-20-06-2019-2-DRAFT.pdf>

8 Background Papers

Bearing Fruits 2031 : The Swale Borough Local Plan 2017 – see Policy DM7 (Page 229) -

<http://services.swale.gov.uk/media/files/localplan/adoptedlocalplanfinalwebversion.pdf>



Swale Borough Council

Parking Standards

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Introduction

1

1 Introduction

Background

1. This guidance sets out the parking standards for new developments within Swale Borough. It considers parking for all types of vehicles and seeks to balance the need to provide an appropriate parking provision, ensure the safe operation of the public highway and encourage travel by sustainable modes.
2. Swale is a diverse borough comprised of distinctive towns and villages set in downland, farmland and coast. Swale is the bridging point between north and east Kent, with some 140,800 residents who primarily live in its three main towns – Sittingbourne, Faversham and Sheerness.
3. These are the first set of parking standards specific to Swale Borough. The purpose of this guidance is to provide a holistic parking strategy for all new development within the Borough, which takes account of its local characteristics.
4. In the late 1990s and early 2000s, the concept of maximum parking standards was introduced with the aim of significantly lowering levels of off-street parking as a means of reducing car ownership and use. With the introduction of Manual for Streets in 2007, the emphasis for residential development switched to the promotion of some unallocated, on-street parking. More recently, national parking policy has sought to end 'unrealistic' restrictions on an individual's right to own and park cars. This shift acknowledges that restricting parking at origin does not necessarily discourage car ownership and can, in fact, have a number of negative consequences.
5. This guidance aligns with the current approach to residential parking. The residential parking standards require a 'minimum' amount of car parking at origin, unless the development is deemed highly accessible by sustainable modes. For non-residential uses, recommended standards are provided and the actual parking provision should take account of the form and location of the development and the need to encourage the use of non-car travel.

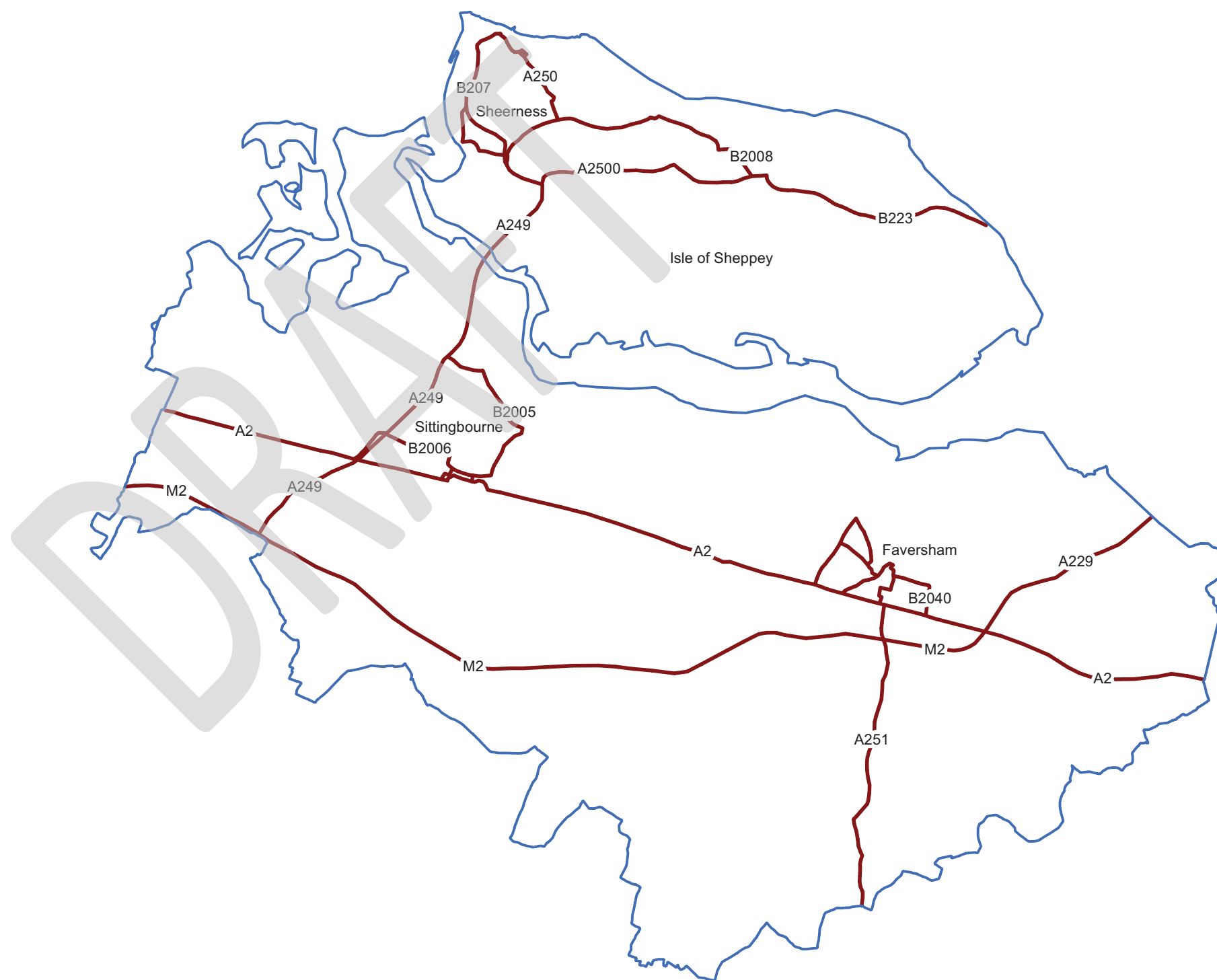


Image of Swale Borough (DHA Planning GIS)

1 Introduction

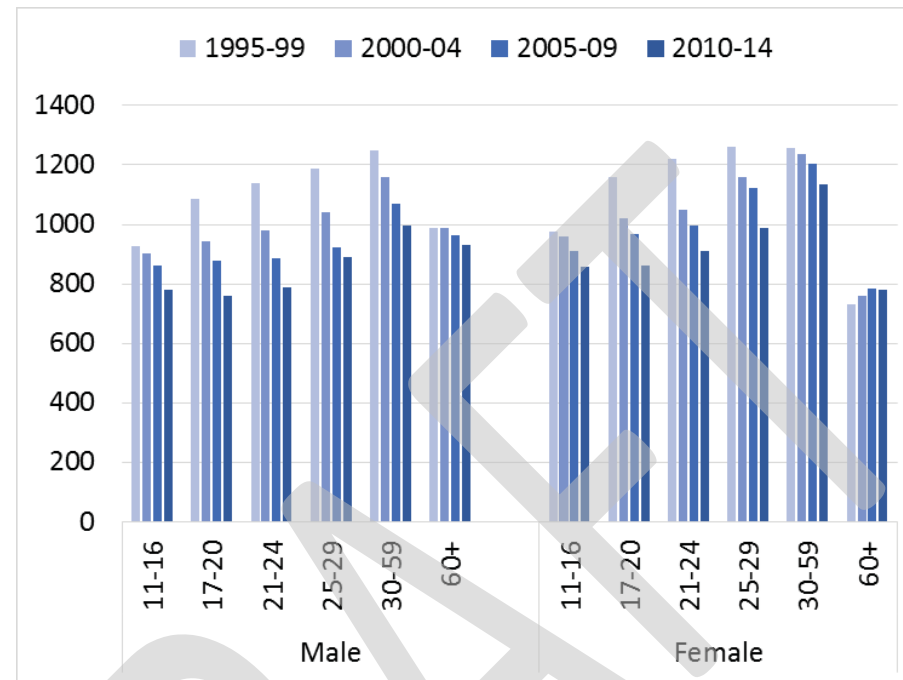
Trends in Car Usage

6. The "Young People's Travel: What's Changed and Why?"¹ report commissioned by the Department for Transport (2018) analyses the changes in young people's travel behaviour since the 1990s. The report identifies a sustained decline in car use amongst young people aged 17-29 during this period. This is evidenced by:-

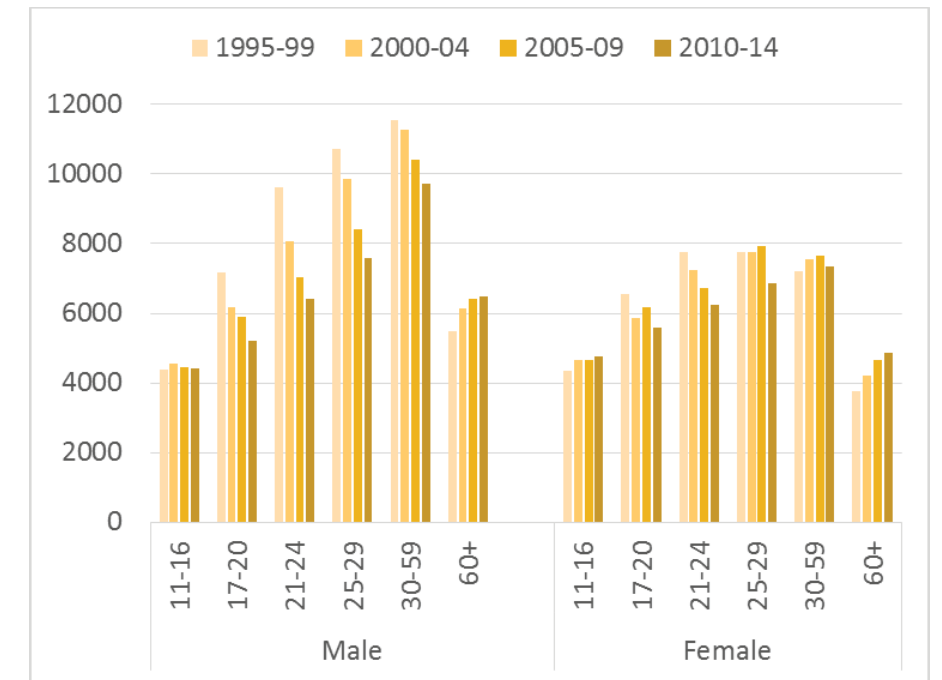
- A reduction in the percentage of young people with a driving licence from 48% of 17-20 year olds and 75% of 21-29 year olds in 1992 / 1994 to 29% of 17-20 year olds and 63% of 21-29 year olds in 2014.
- The total number of trips per person made by young men and women falling by 28% and 24% respectively over this period.

7. The general trend has been for each cohort of young people since the early 1990s to own and use cars less than the preceding cohort, and for the growth in car use with age to also be at a lower rate.

8. This has implications for parking policy, since young people are more likely to live in town centre locations where access to public transport and everyday facilities are within a walkable distance. Hence, it is important to consider the location of a new development in defining its parking provision.



Trips per Person per Year by Age Group in England 1995-99 to 2010-14 (source: study's analysis of NTS data)



Distance Travelled per Person per Year by Age Group in England 1995-99 to 2010-14 (source: study's analysis of NTS data)

¹ Chatterjee, K., Goodwin, P., Schwanen, T., Clark, B., Jain, J., Melia, S., Middleton, J., Plyushteva, A., Ricci, M., Santos, G. and Stokes, G. (2018). Young People's Travel - What's Changed and Why? Review and Analysis. Report to Department for Transport. UWE Bristol, UK.

www.gov.uk/government/publications/young-peoples-travel-whats-changed-andwhy

1 Introduction

Policy Context

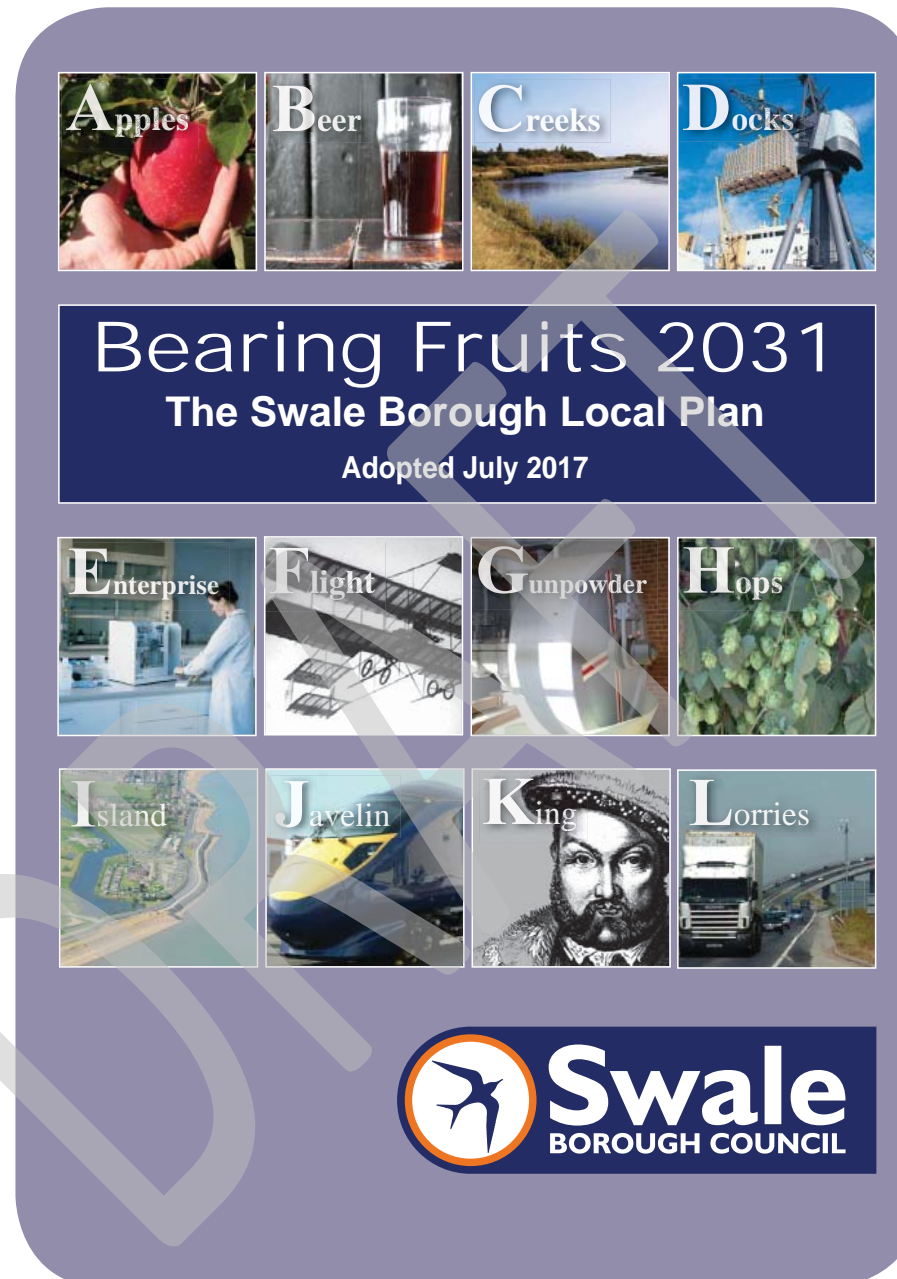
9. National planning policies are set out in the National Planning Policy Framework (NPPF) and the supporting Planning Practice Guidance (PPG).
10. This guidance has been prepared in accordance with the policy context set out in paragraph 110 of the NPPF, which states that:

"Applications for development should:

- a. *give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;*
- b. *address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*
- c. *create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;*
- d. *allow for the efficient delivery of goods, and access by service and emergency vehicles; and*
- e. *be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations."*

11. The PPG states that: "Maximum parking standards can lead to poor quality development and congested streets, local planning authorities should seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable." The PPG also requires local planning authorities to "seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable."

12. At local level, <add regarding status and relationship to the Local Plan>




Ministry of Housing,
Communities &
Local Government

National Planning Policy Framework

February 2019
Ministry of Housing, Communities and Local Government

Parking for
Residential
Uses

2

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2 Parking for Residential Uses

Car Ownership

13. The existing levels of car ownership in an area are a useful factor to consider in determining the level of parking to be provided in a new residential development. The national Census collects data on car and van availability at Ward level. The 2011 Census results for the wards in the Swale Borough are shown in Table 1.
14. The 2011 Census data shows that there is a considerable variation in car ownership across the Borough. Lower levels of car ownership are found in the central parts of the urban areas of Faversham (Abbey, Davington Priory and St. Ann's wards), Sheerness (Sheerness East and Sheerness West wards) and Sittingbourne (Chalkwell, Murston and Roman wards). These locations are characterised by a greater proportion of flatted accommodation and on-street parking restrictions in town centres, with a greater mix of house types at the edge of town centres.
15. Unsurprisingly, the highest levels of car ownership are found in the most rural parts of the Borough where the choice of travel modes and accessibility to local services is reduced.
16. It is also worth noting that the levels of car ownership identified in the 2011 Census show an increase when compared to the 2001 Census, with the average for the Borough increasing from 1.21 in 2001 to 1.29 in 2011.
17. The evidence in respect of car ownership has informed the approach to the parking standards for residential uses in the Borough. New developments should consider the location and likely level of car ownership in justifying the proposed parking provision.

2011 Ward	No cars or vans in household	1 car or van in household	2 or more cars or vans in household	3 or more cars or vans in household	4 or more cars or vans in household	Car ownership
E05005056 : Abbey	797	1285	539	93	35	1.01
E05005057 : Borden	81	364	392	105	46	1.67
E05005058 : Boughton and Courtenay	229	870	850	226	113	1.62
E05005059 : Chalkwell	594	1075	472	100	26	1.07
E05005060 : Davington Priory	316	472	243	52	13	1.06
E05005061 : East Downs	76	378	463	145	61	1.77
E05005062 : Grove	385	1255	958	211	66	1.41
E05005063 : Hartlip, Newington and Upchurch	257	858	866	212	129	1.61
E05005064 : Iwade and Lower Halstow	114	585	731	143	57	1.66
E05005065 : Kemsley	369	1297	986	198	59	1.41
E05005066 : Leysdown and Warden	244	629	350	81	32	1.27
E05005067 : Milton Regis	492	861	471	123	29	1.16
E05005068 : Minster Cliffs	454	1224	1064	289	123	1.49
E05005069 : Murston	668	1121	554	96	30	1.07
E05005070 : Queenborough and Halfway	666	1419	795	201	58	1.22
E05005071 : Roman	673	929	440	106	23	1.02
E05005074 : Sheerness East	1031	983	337	77	13	0.79
E05005075 : Sheerness West	1071	1031	366	82	17	0.81
E05005076 : Sheppey Central	543	1572	1192	307	112	1.43
E05005072 : St Ann's	496	1074	590	82	28	1.15
E05005073 : St Michaels	511	1079	686	179	61	1.28
E05005077 : Teynham and Lynsted	350	917	675	212	81	1.44
E05005078 : Watling	397	1050	630	121	32	1.26
E05005079 : West Downs	74	357	425	129	72	1.78
E05005080 : Woodstock	296	860	669	166	60	1.43
SWALE TOTAL	11184	23545	15744	3736	1376	1.29

Table 1: Census 2011 Car Ownership Data for the Swale Borough

2 Parking for Residential Uses

Layout and Design

18. Providing the right amount of infrastructure for parking relies upon robust and thoughtful design. Parking provision should be an integral part of the layout of the development, which is considered at an early stage in the design process. It is important that the amount, location, and critically, the form of residential parking is appropriate to the development, for the benefit of future residents.
19. Besides providing an appropriate number of parking spaces, parking design must consider how parking spaces will be used in practice. Parking spaces which are not well designed and convenient for residents to use will not be used as intended.
20. Car parking should be designed so that it is well-integrated with, and does not detract from the public realm, particularly in high density developments. The provision of parking should not dominate public spaces.
21. The recently completed residential development at Vellum Drive in Sittingbourne is an example of where the parking design is simple, logical and effective. Parking is mostly located on-plot and to the front of residential units, providing for good natural surveillance. Where tandem parking is provided, it is generally uncovered and as such it is well used. Inappropriate on-street parking is observed to be minimal, allowing for the internal road and footway network to function effectively.
22. At other recently completed developments within the Borough, there are examples where parking does not work as well and consequently residential parking has frequently been the greatest source of dissatisfaction among the residents of new developments. Otherwise good developments have been blighted by inconsiderate, and sometimes dangerous parking across footways and in turning areas.



Aerial view of Vellum Drive, Sittingbourne (Google Earth 2018)

2 Parking for Residential Uses

Layout and Design

23. Common issues include:-

- Allocated parking located remote from dwellings;
- Rear parking courts feel unsafe and unattractive to use;
- Parking spaces located against a hard boundary are too small;
- Garages are too small and inaccessible;
- Driveways are too short or not used as intended, with vehicles overhanging the footway;
- Poor quality on-plot parking spaces leading to indiscriminate on-street parking as an alternative;
- The streetscape is dominated by cars.

24. Getting the parking layout right results in a well-functioning development and a better place to live.

25. Residential parking is not just a 'numbers game.' The parking provision should satisfy reasonable demand bearing in mind the location, be well-designed with usable spaces and make the best use of the land available.

26. Parking design should seek to meet the design criteria relevant to parking within the Building for Life tool (<http://www.builtforlifehomes.org/>).

27. The recommended parking standards for residential uses are shown in **Appendix A**.

28. There are a range of parking options for residential uses, which are discussed in the following paragraphs. For a large residential development, a mix of different parking options should be used and the proportion of rear parking courts and tandem parking arrangements incorporating garages should be minimised or avoided altogether.



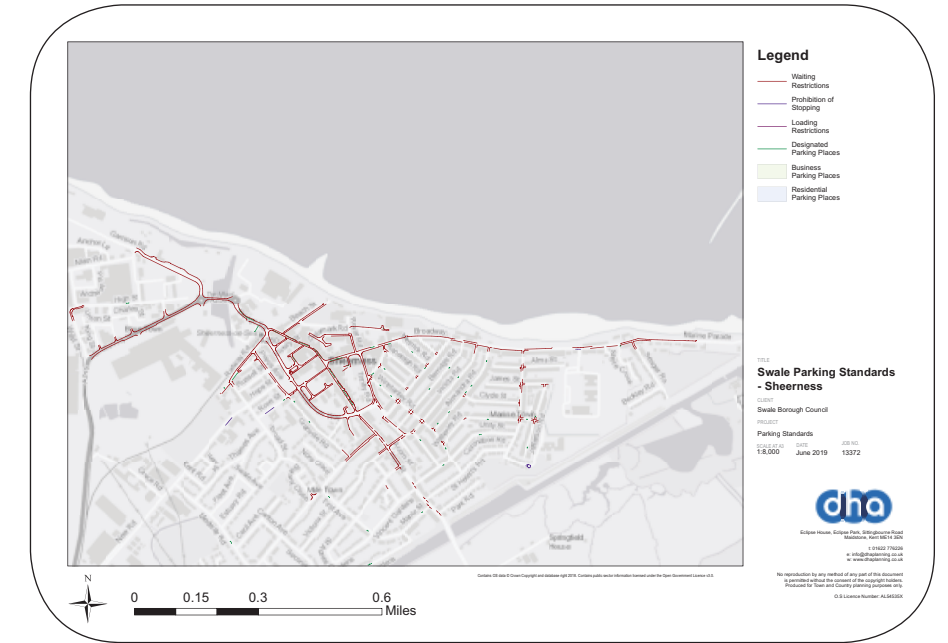
2 Parking for Residential Uses

Edge of Town Centre Parking

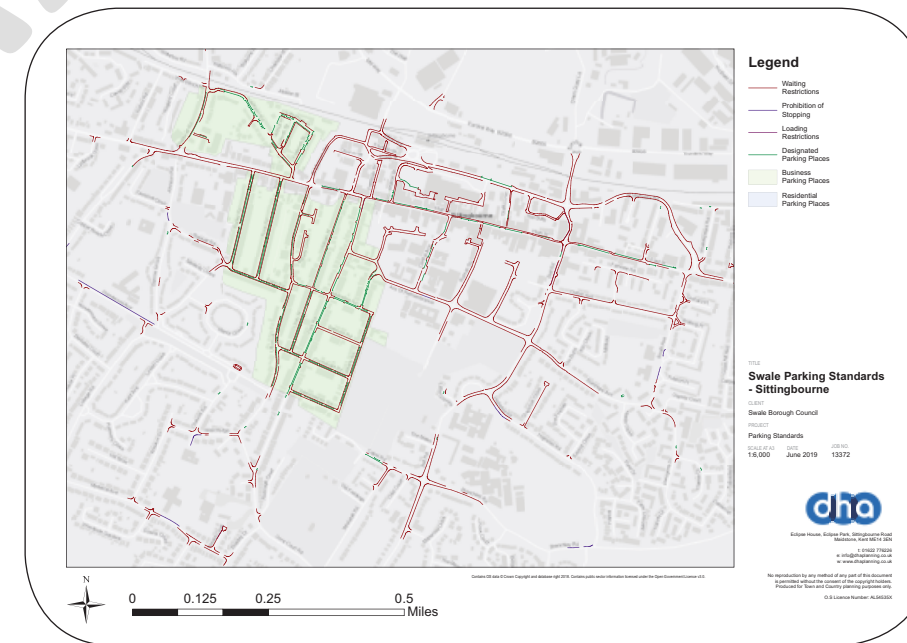
29. It is acknowledged that on street parking stress within Edge of Town Centre locations can arise as a result of factors such as:-
- Long stay commuter parking by those seeking to avoid town centre parking charges;
 - Historic high density terraced housing with little or no on plot parking provision; and
 - Overspill from town centre residential developments.
30. In response to this issue, local authorities have often installed Controlled Parking Zones (CPZ) within these areas, with preference given to residents who purchase permits. The CPZs within Swale Borough are shown opposite and included at **Appendix B** for reference. As shown, parking controls are provided within the centre of Sittingbourne, Faversham and Sheerness. Due consideration of these parking controls should be given when assessing the parking requirement for any development.
31. In order to manage this issue going forward, this SPD stipulates maximum parking standards in Edge of Town Centre locations where on-street parking controls are present within 200 metres of the site and minimum standards where such restrictions are absent and/or non-continuous.
32. Where applicants wish to deviate from these standards, robust justification will be required. For example, the provision of parking stress surveys to quantify the extent of existing overnight parking capacity, the restriction of on-street parking permits for residents of new developments or the provision of robust Travel Planning measures such as the provision of a Car Club.



Faversham Parking Controls



Sheerness Parking Controls

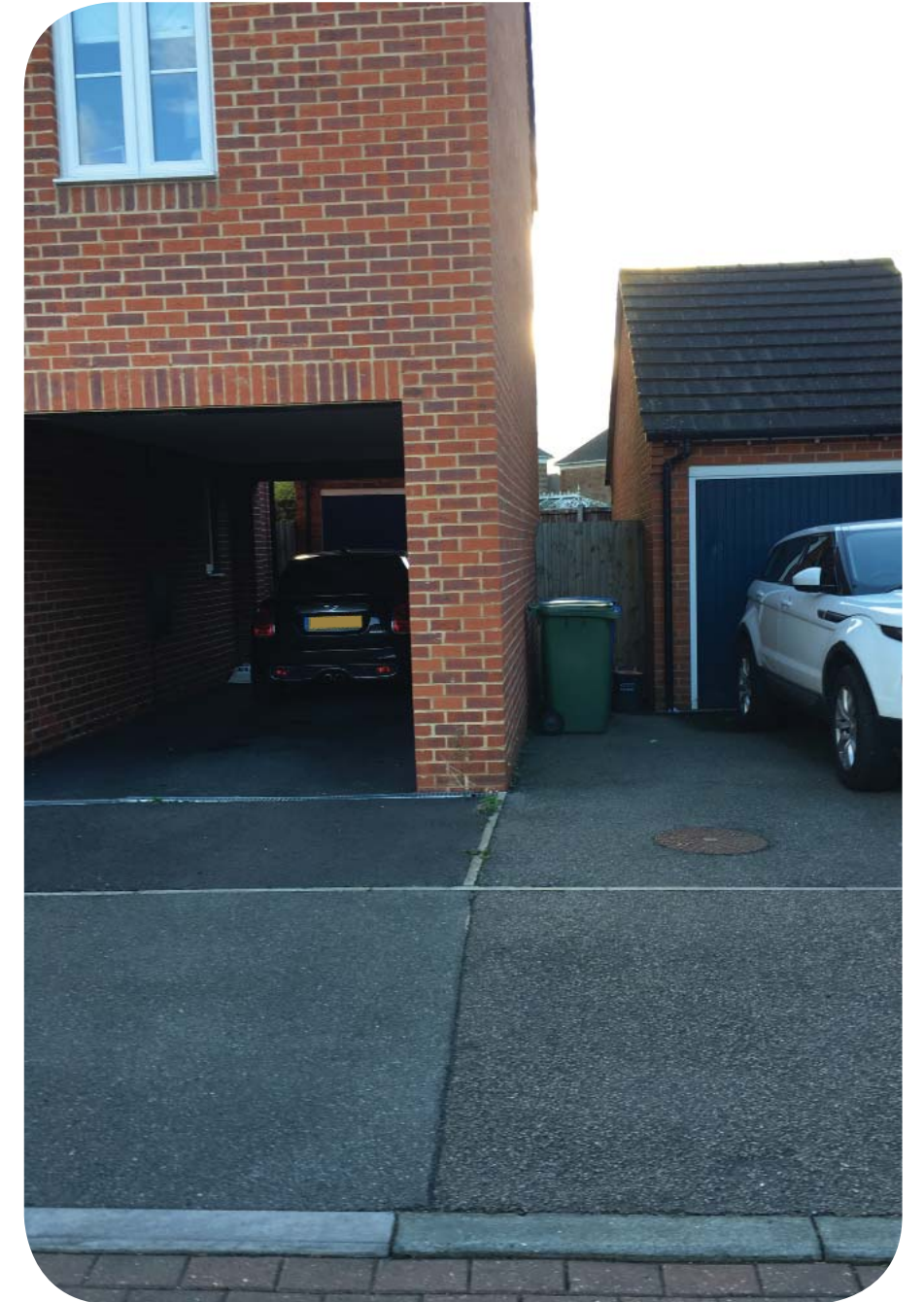


Sittingbourne Parking Controls

2 Parking for Residential Uses

Car Barns, Car Ports and Garages

33. Where housing densities are lower, space for car parking can be provided on-plot, within the curtilage of the dwelling, such as in the form of a car port or private drive. The location of private parking spaces should relate well to dwellings, with good natural surveillance afforded.
34. Experience has shown that garages provided for individual residential dwellings are unlikely to be used for the parking of a vehicle unless sufficient space is also incorporated within the garage for storage. This may have less relevance for garages that are provided as a communal facility for residential accommodation.
35. The needs of the mobility impaired, either as a driver or as a passenger, should be considered in the design of garages and sufficient space should also be allowed to enable a garage to be used as a secure location for any cycle parking provision.
36. Garages also need to be large enough to accommodate the growth in size of a typical car. The recommended standard for the dimensions of garages is included in Table 6 of this SPD.
37. In areas without on-street controls, many residents do not use garages for parking, even if they have to park on-street as a result. This is often the case in suburban and rural locations and therefore garages should not be counted as part of the parking provision in these locations.
38. In other locations, such as town centres and edge of town centres, where on-street parking is more restricted, garages are more likely to be used for parking by some residents and may count towards the formal parking provision, but not as a high proportion of the total provision.



2 Parking for Residential Uses

Car Barns, Car Ports and Garages

- 39. Open car ports and car barns are typically well-used by residents for parking vehicles, subject to good design. Car ports and car barns should be overlooked by housing from at least one side of the street. Where a car port is located to the side of a house, any fence or wall provided to secure the rear garden should be at least 1.0 metre from the end of the car port.
- 40. Where they are of good design and meet the minimum standard, car ports and car barns will count towards the parking requirement in full. They should be designed to ensure that the upright supports do not prevent opening of car doors. If this is the case, a larger space will be required. The recommended standard for the dimensions of car ports is included in Table 6.
- 41. Parking space in front of a garage, car port or car barn should provide for the full length of the vehicle, plus an allowance for opening of the garage door. 6.0 metres should normally be provided in front of garages and 5.0 metres in front of car ports and car barns.
- 42. Where there is insufficient space to allow for the full length of a vehicle on the forecourt, left over space should be designed to ensure that it is not used for vehicle parking, with consequent overhanging on to, or blocking of, the footway or carriageway. Where no parking space is provided in front of garages, a space of 0.5 metres should be provided to allow for the opening of the garage door.

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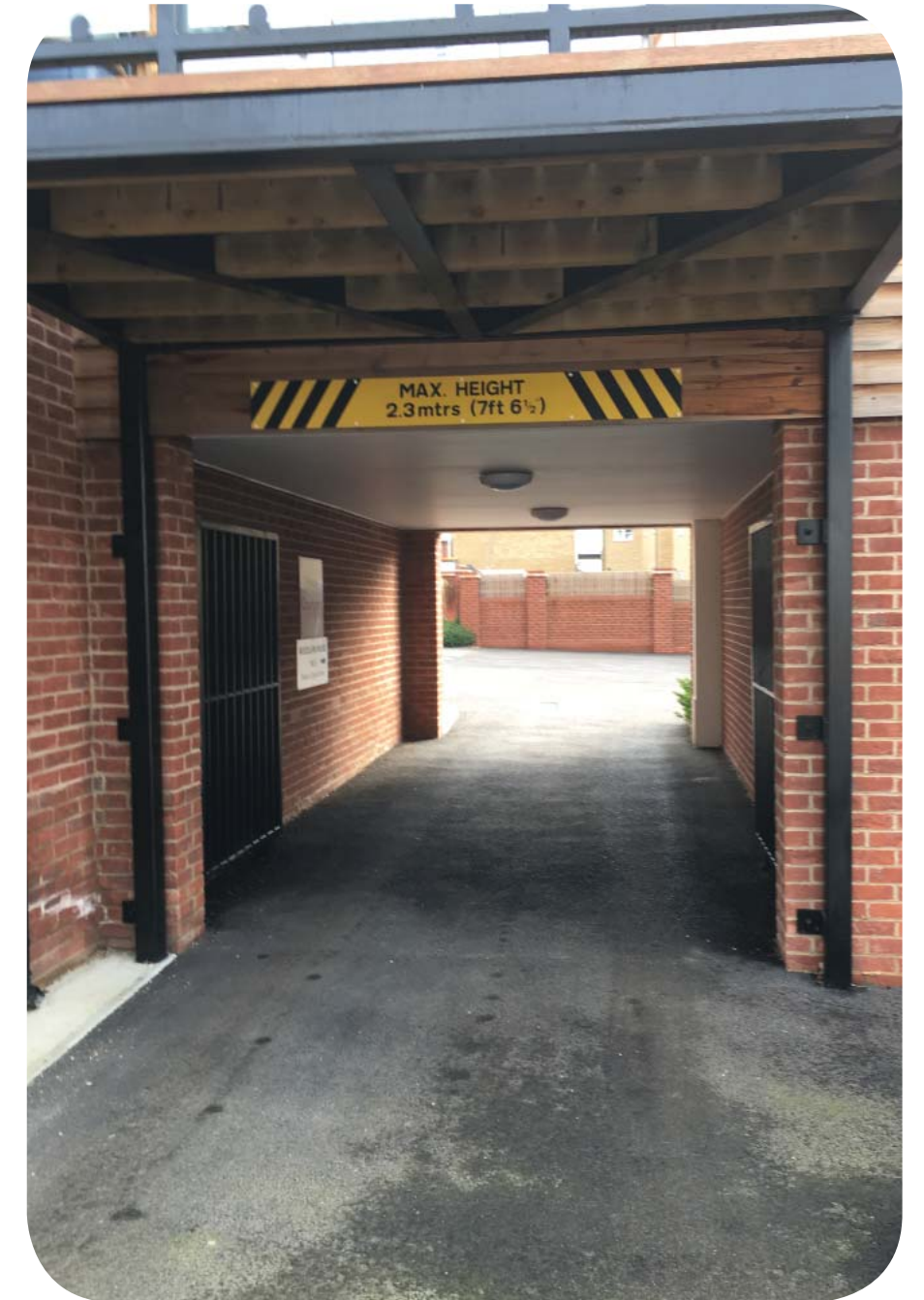
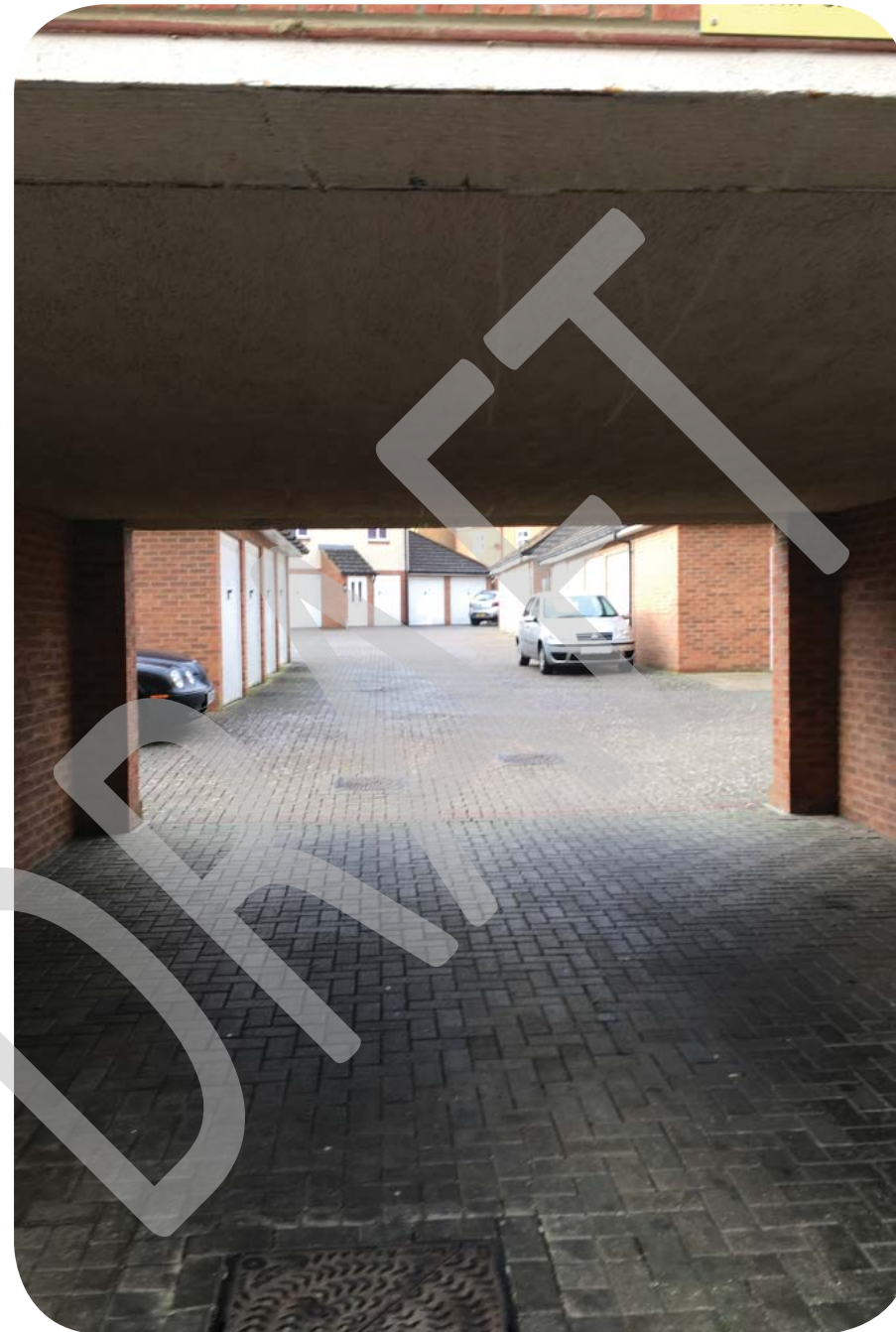


2 Parking for Residential Uses

Parking Courts

43. Flatted and higher density residential developments often require communal parking areas. It is important that these are conveniently located in close proximity to, and not remote from, the residential units which they serve. Parking courts are off-street communal parking areas which can be located to the front or rear of dwellings.
44. Front parking courts are preferred since these are located where people like to park and where parking can be overlooked and be close to front doors.
45. Rear parking courts must be as secure as possible and designed in a way that encourages their use. They should be small in nature, serving no more than 8 dwellings. They should be designed as part of the public realm, overlooked, secure and with a sense of place in order to encourage ownership. They should have direct access to/from surrounding dwellings and have adequate lighting. They should also provide adequate manoeuvring space.
46. For larger residential developments, communal parking areas should be divided and distributed around the layout, with some spaces convenient for visitors where required.

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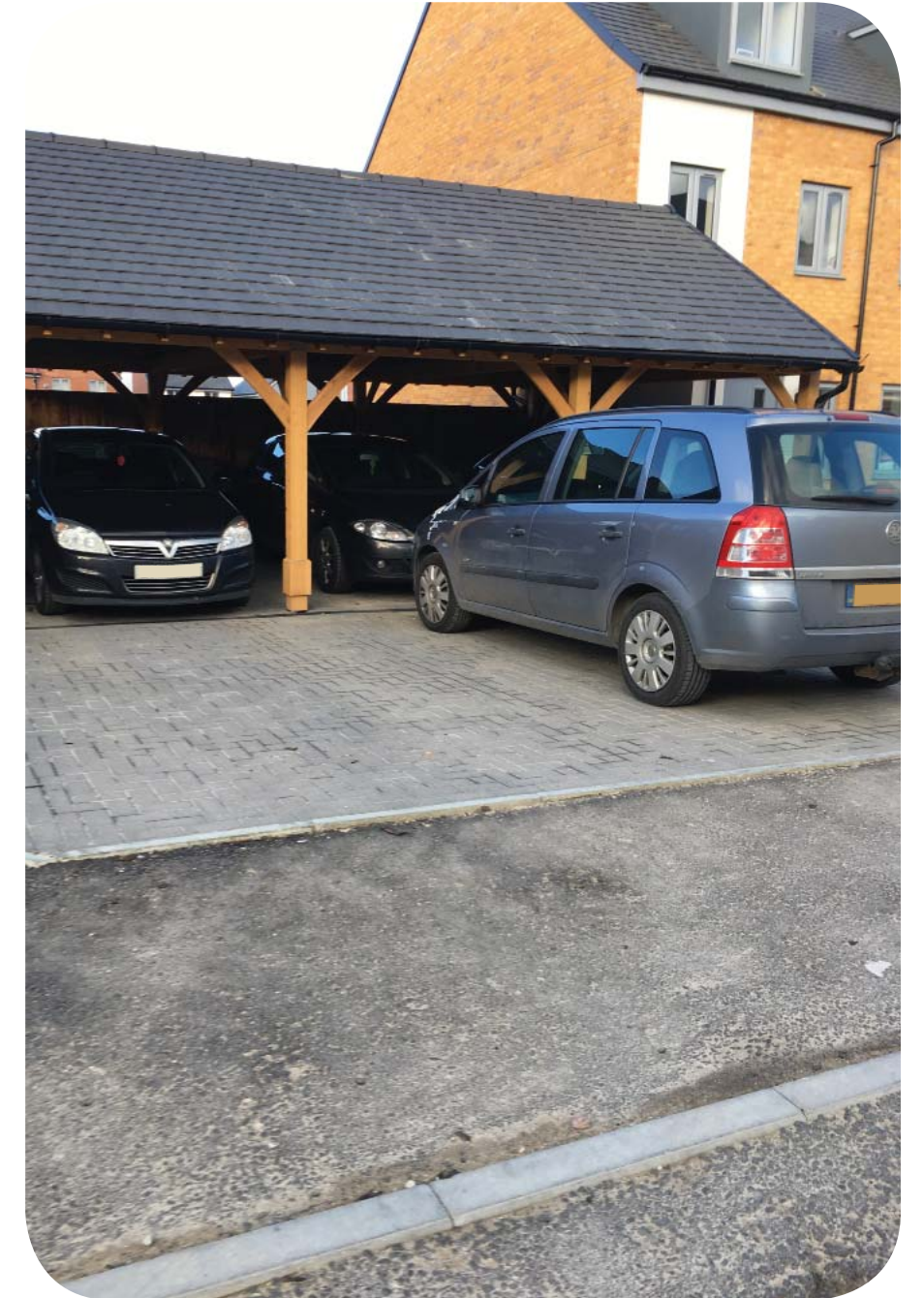
2 Parking for Residential Uses

Tandem Parking

47. Tandem parking is where one car parking space is located behind another. Observations indicate that such arrangements are often poorly utilised where the rear space takes the form of a garage. However, utilisation is notably better where both spaces are uncovered or incorporated within car barns.
48. Whilst independently accessible on-plot parking is preferred, where it is necessary to provide tandem arrangements (e.g. higher density schemes), the use of garages should be avoided.
49. Tandem parking in communal parking areas, such as rear parking courts, is not acceptable and will not count towards the parking provision. Tandem parking bay dimensions are included in Table 6 of this SPD.

Driveways

50. Driveways that are provided need to consider:-
 - The impact on the setting of the property;
 - Its relationship to any garage provision;
 - The impact of its use on the public highway.
51. Driveways that are provided as an alternative to a garage should have at least the same dimensions as the size of a car parking space. This should ensure that vehicles parked on driveways do not cause any obstructions to footways, verges or the carriageway. Where driveways are provided in front of garages these should be of sufficient length to allow a vehicle to be parked while the garage doors are opened or closed. Otherwise, during such manoeuvres, the vehicle may cause a temporary obstruction of the carriageway or any footway or verge situated between the road and the property.
52. Driveways associated with garages and parking areas for two cars should be double width.



2 Parking for Residential Uses

Visitor Parking

53. Consideration should be given to visitor parking in new residential developments. Unallocated parking allows for the flexible use of parking spaces and is the most efficient way to cater for visitor parking. Allocation of parking to individual units increases the amount of parking needed, whereas unallocated parking takes advantage of different levels of car ownership, including those without vehicles, to use the land given over to parking in the most efficient way. It can also satisfy the reasonable needs of visitor parking because of the varying occupancy patterns across the day. A design-led allowance for on-street parking will normally be the best way to cater for visitor parking. This provision should be well distributed throughout residential developments, to maximise its utility and minimise the prospect of abuse.
54. Within town centre locations with good accessibility to public transport, it should be encouraged for visitors to use non-car modes or existing public car parks.
55. Visitor parking standards are included at **Appendix A** of this SPD.

Van Parking

56. It is noted that Dartford Borough Council has introduced the requirement for van parking within its own parking Supplementary Planning Document. Whilst this can be effective in better accommodating these vehicle types within the street scene, observations have indicated that if they are not well related to the properties in which their owners live, they may be used by other vehicle types. As such, the need for such provision will be assessed on a case-by-case basis.



Parking for
Non-Residential
Uses

3

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3 Parking for Non-Residential Uses

Context

57. It is widely acknowledged that limiting the amount of parking provided at the end destination of a trip can discourage journeys by car. This is particularly evident where there are a range of alternative modes available in sustainable locations. Therefore, the parking standards for non-residential uses are maximum standards and lower provisions should be considered to encourage travel by other modes where appropriate. The optimum method of determining the parking provision for non-residential uses is often a first principles approach, taking into account the development's predicted parking requirements and local circumstances.
58. Parking standards for non-residential uses are shown in **Appendix C**. Where a development is not included in **Appendix C**, or where any deviation from these standards is proposed, an individual assessment is required. It should be demonstrated that demand for parking is either met on site or mitigated and managed as appropriate. The parking standards include staff, unless otherwise stated.

Deliveries and Servicing

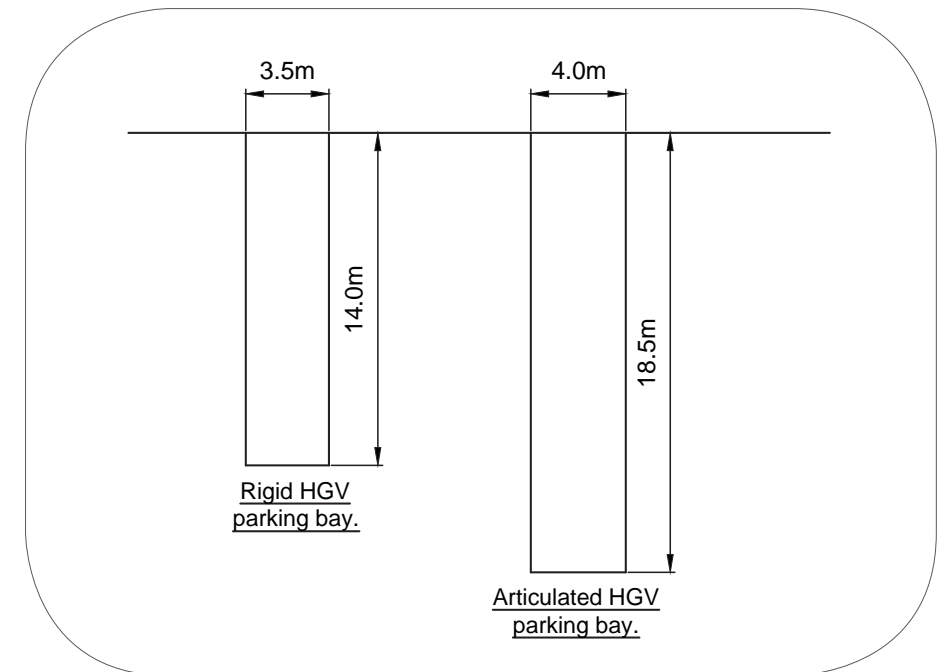
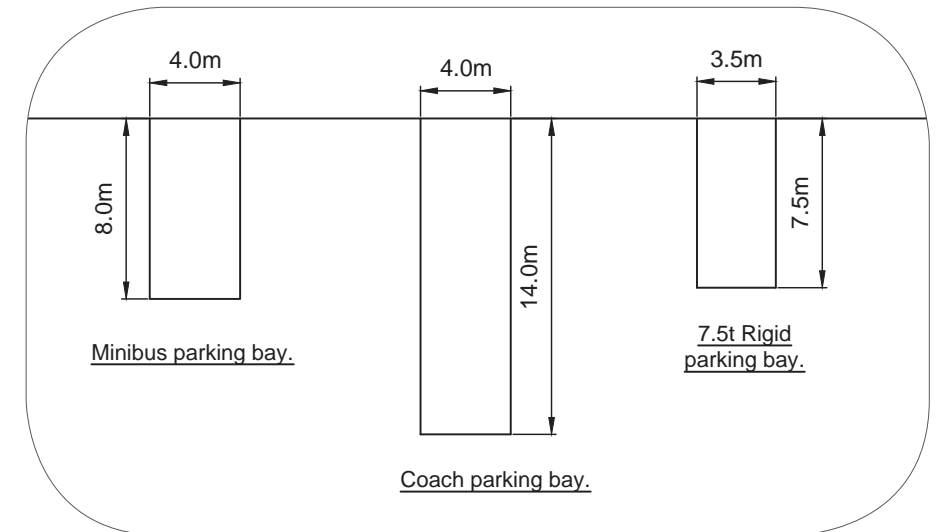
59. All developments should provide adequate facilities to enable servicing and delivery vehicles to park and manoeuvre clear of the public highway. Swept path analysis should be submitted to demonstrate that these manoeuvres can be accommodated within the proposed layout. The dimensions for parking spaces for light goods vehicles, minibuses, coaches, rigid goods vehicles and articulated goods vehicles are included in Table 7 with diagrams provided below.

Mixed-Use Developments

60. For mixed-use developments, the parking provision should first be determined for each constituent land use or building, both with reference to the applicable standards in this document and potentially also through an accumulation assessment drawing on the TRICS database (or similar). The scope to reduce overall parking through shared provision between uses should then be discussed with the Local Planning and Highway Authorities. For example, at retail or business parks, parking could be provided centrally rather than for individual units. Different uses within a site that require parking at different times of the day or week may be able to share provision.

Hotels

61. For hotels exceeding 20 bedrooms, suitable provision should be made for coaches. This should take the form of either: -
- a. Facilities to drop-off and pick-up guests, which may consist of a lay-by adjacent to the public highway or utilisation of the car parking area (exact details to be agreed with the Local Planning and Highway Authorities); or
 - b. Coach parking provision of 1 space per 20 bedrooms contained within the allocated space for car parking.
62. An additional provision should be made where bars and restaurant facilities are open to the general public of one third of the appropriate standard contained under Class A3. For bars, this equates to 1 space per 12sqm and for restaurants this would be 1 space per 15sqm.



Parking Standards for Deliveries and Servicing

3 Parking for Non-Residential Uses

Retirement Communities and Continuing Care Facilities

63. Recent research has highlighted that elderly people are travelling more than they did previously in the context of an ageing population. 'All Change? The Future of Travel Demand and the Implications for Policy and Planning' was published in May 2018². This report cited data from the National Travel Survey which indicates that the miles driven per capita by the over-65s increased by 12% over the decade to 2014. It also observed that the 'baby boomers' now entering retirement age have higher car ownership levels than previous generations.
64. It is clear that older people are active for longer than they have historically been. As such, models of care are also changing, with a move towards retirement communities and continuing care facilities. Persons as young as 50 can move into such facilities and remain there for the duration of their life, with care afforded to them as and when required. For such facilities, the typical care home parking standard is often insufficient.
65. At the application stage, an understanding of the type and level of care being offered should be provided and an individual assessment of parking should be completed, potentially through the use of TRICS or through a 'first principles' approach using specific examples of similar sites. Parking should be discussed with the Local Planning and Highways Authorities to ensure suitability.

Schools

66. New schools, or those where expansion is proposed, are expected to develop, update and monitor School Travel Plans. Further details can be found at www.jambusterstpms.co.uk

Cars

67. Operational requirements (broadly defined as staff and visitors) should be provided, together with overflow parking areas for community uses. Parent parking and pupil parking are discouraged as this is a disincentive to travelling by sustainable modes. However, appropriate provision should be made for the setting down and picking up of pupils in a safe environment and in a manner that does not unduly interfere with the operation and use of the public highway. Exact details should be agreed with the Local Planning and Highway Authorities.
68. Measures to discourage parking should be considered and could include car sharing, parking restrictions, parking permits issued on the basis of need and other measures as appropriate.

Coach/Bus/Minibus

69. On all new school sites where it is likely that pupils will travel to and from school in coaches, buses or minibuses, sufficient space should be reserved to allow for the drop-off and pick-up of pupils. Where appropriate, bus stops, bays, raised kerbs, seating and shelters shall be provided on the highway by the applicant.

Cycles

70. Provision of cycle parking will be a condition of any new or expanded school. Whenever possible, improvements to local cycle routes and other appropriate safety measures should be provided by the applicant.

Special Educational Needs Schools

71. Provision should be made to accommodate ambulances, taxis, minibuses and coaches where appropriate.

² Marsden, G. et al. (2018) All Change? The future of travel demand and the implications for policy and planning, First Report of the Commission on Travel Demand, ISBN: 978-1-899650-83-5

Parking for Electric Vehicles

4

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4 Parking for Electric Vehicles

Background

72. The popularity of Ultra Low Emission Vehicles (ULEVs) has increased in recent years. ULEVs include electric, plug-in hybrid and hydrogen fuel-cell vehicles. Between 2017 and 2018, according to Department for Transport statistics, there was a 40% increase in the number of ULEVs registered in the UK.
73. In July 2017, the Government announced that new diesel and petrol cars and vans will be banned in the UK from 2040 to help tackle air pollution. This will further encourage the uptake of ULEVs.
74. Planning policy supports the provision of infrastructure for ULEVs, with Paragraph 110 of the NPPF stating that local parking standards should “be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.”
75. It is appropriate, therefore, that new developments provide the necessary infrastructure to cater for the future demand from ULEVs, by incorporating electric vehicle charging points into parking design.
76. The technology associated with ULEVs is rapidly evolving and the parking design should accord with the most relevant technical requirements and open standards. Currently, this comprises a wired connection between a vehicle and a charging point. There are different speeds available for the wired connection. Justification and discussion of the type of charger would need to be undertaken with officers at the application stage to ensure an appropriate provision. For example, it may be that a slow charger would be suitable for office and residential uses where vehicles are parked for longer, yet for retail uses a fast charger may be more appropriate.

Designing for Electric Vehicles

77. Currently, most charging of ULEVs takes place at home, overnight. Therefore, each dwelling with on-plot parking should provide an electrical outlet within close proximity of the parking space.
78. For communal residential parking areas and other car parks for non-residential uses, it is important to provide a mix of ‘active’ charging spaces with the charging infrastructure in place at the outset, and ‘passive’ charging spaces with the wiring and cable conduit in place under the car park. In situations where it is not possible to meet demand for ULEV parking on-site, a financial contribution towards the provision of on-street charging points may be sought.
79. ULEV parking spaces should be signed and marked for Electric Vehicle Charging Only. Charging points in public car parks, for example at retail parks or places of work, must be accessible to the general public and/or employees. Publicly available charging points should be uploaded to www.zap-map.com
80. Details of how ULEV parking will be allocated and managed should be included within Transport Assessments. This should also set out how ULEV parking for visitors and disabled users will be accommodated.
81. The parking standards for ULEVs are shown in Table 2.

Electric Vehicle Parking Standards

Residential Uses	
Dwellings with On-Plot Parking	1 Active Charging Point per dwelling
Dwellings with unallocated communal parking	10% Active Charging Spaces and 10% Passive Charging Spaces
Non-Residential Uses	
All Uses with Off-Street Parking	10% Active Charging Spaces and 10% Passive Charging Spaces

Table 2: Electric Vehicle Parking Standards

Disabled Parking

5

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5 Disabled Parking

Background

82. Detailed guidance on the design and location of parking for disabled people can be found in the Department for Transport's 'Inclusive Mobility' guidance.
83. Parking provision for disabled persons must be considered as part of any proposal and it is the responsibility of the site occupier to make provision under the Equality Act 2010. New development must provide an adequate amount of disabled parking bays and ensure that the dimensions meet the minimum requirements set out within the table opposite.
84. Any new development which includes off-street parking, should have at least one parking space that is either designated for the mobility impaired or, if not specifically designated, is of sufficient size to be used by the mobility impaired. Where provision for the mobility impaired is not to be provided as part of the development, the Local Planning Authority may seek a contribution from the developer towards the provision, operation and maintenance of parking bays either on-street or in public off-street car parks.
85. Where the proposed disabled parking provision is less than the standards shown in Table 3, the reduced provision should be fully justified and controlled through a Travel Plan. In such circumstances, oversized parking spaces should normally be provided as an alternative to designated disabled parking spaces, on the proviso that should demand dictate additional supply, these will be demarcated at a future date.

Design and Layout

86. Disabled parking should be conveniently located and clearly signed. Its location should take into consideration the distances that potential users may be capable of covering to reach the facilities they desire. The generally accepted guidelines of walking distances for different degrees of mobility are:-
- Visually impaired – 150 metres;
 - Wheelchair users – 150 metres;
 - Ambulatory impairment without walking aid – 100 metres;
 - Ambulatory impairment with walking aid – 50 metres.
87. Disabled parking should be designed so that drivers and passengers, either of whom may be disabled, can get in and out of the vehicle easily and safely. They need to be designed to encompass a wide range of mobility impairments. They should also ensure easy access to and from the side and rear of the vehicle and protect from moving traffic.
88. Typical layouts of disabled parking are shown opposite. Off-street parking bays that are parallel to the access aisle, making access available from the side, should be at least 6.6 metres long and 2.5 metres wide. The additional length will allow access to the rear of the vehicle where wheelchairs are often stored. Access from the side should be unencumbered by street furniture.
89. Off-street parking spaces that are perpendicular to the access aisle should be at least 5.5 metres long and 2.5 metres wide with an additional width of at least 1.2 metres along one side. This should allow sufficient width for wheelchair access between vehicles and enable vehicle doors to be fully opened. Where spaces are adjacent to each other, the 1.2 metre access area can be utilised to serve parking spaces on either side. Access to and from the parking spaces should also be free from steps, obstructions and steep slopes.
90. Where changes in level between the car park and the development have to be overcome, a ramp should be provided. Ramps should be short, preferably with a gradient of 5% (1 in 20) or less but not exceeding 8% (1 in 12). Where steps are provided, they should have edges with a strong colour contrast. Both ramps and steps should be provided with handrails on both sides and should be well lit.
91. Disabled parking should be clearly signed both within and at the entrance to the car park.
92. Disabled parking standards are shown in Table 3 overleaf.

5 Disabled Parking

Mobility

93. Use of mobility aids, such as scooters and large wheelchairs, is increasing. It is therefore appropriate to make provision for parking mobility aids at new developments, including within communal parking areas. Mobility aid parking should be located as close to the buildings' pedestrian access points as possible.
94. The parking standards for mobility aids is shown in Table 4.

Adaptive Bicycles

95. Adaptive bicycles are designed to accommodate the individual needs of a disabled cyclist. The majority of cycle parking and storage facilities fail to cater for the needs of disabled cyclists. This is often because the cycle parking space is not wide enough. Therefore, the following design standards apply when catering for adaptive bikes:-

- The minimum gap between cycle stands should be 1.0m;
- At least one bay for non-standard cycles should be allocated at the end of a row of standard cycle parking stands, with these bays a minimum of 1.5m wide in order to allow for dismounting.

96. The parking standards for mobility aids is shown in Table 4.

Disabled Parking Standards

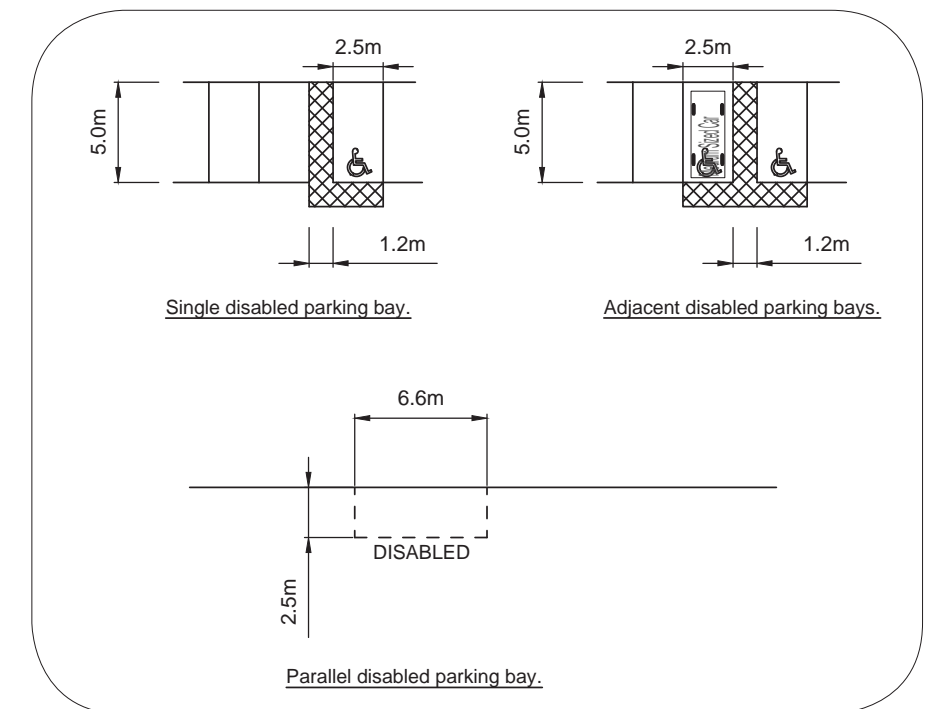
For Employees and Visitors to Business Premises (Land Use Classes A2, B1, B2 & B8)	
Car Parks up to 40 spaces	2 designated spaces + 1 space of sufficient size but not specifically designated.
Car Parks with 40 to 200 spaces	4 designated spaces or 5% of the total capacity, whichever is greater
Car Parks with greater than 200 spaces	6 designated spaces + 2% of the total capacity
For Shopping, Recreation and Leisure (Land Use Classes A1, A3, A4, A5, C1, D1, D2 and unclassified)	
Car Parks up to 50 spaces	1 designated space + 2 spaces of sufficient size but not specifically designated.
Car Parks with 50 to 200 spaces	3 designated spaces or 6% of the total capacity, whichever is greater
Car Parks with greater than 200 spaces	4 designated spaces + 4% of the total capacity

Table 3: Disabled Car Parking Standards

Mobility Aid Parking Standards

	Mobility Aids	Adaptive Bicycle
All land uses	1 designated car parking space + 2% of all car parking spaces	5% of all cycle parking spaces designed for use by disabled cyclists

Table 4: Mobility Aid and Adaptive Bicycle Parking Standards



Disabled Parking Bay Dimensions

Parking for Cycles & Powered Two Wheelers

6

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6 Parking for Cycles and Powered Two Wheelers

Cycles

97. The provision of secure and convenient cycle parking is essential to encourage people to cycle. It is essential that cycle parking is designed into a development at an early stage, prior to the granting of planning permission to ensure it relates well to the development.
98. The following locational requirements should be considered in the design of cycle parking:-
- Obvious and well signed;
 - Close to the entrance of the premises being visited;
 - Visible and attractive;
 - Well lit;
 - An appropriate level of surveillance and security;
 - Good weather protection;
 - Off-street location with good and safe access, separated from parking vehicles;
 - Situated close to well used thoroughfares;
 - Well maintained.
99. In addition to the provision of well-designed cycle parking, facilities for showering and storing of clothing and helmets in non-residential developments will be sought, as they are also important for encouraging cycle use.
100. Cycle parking standards are included in **Appendix D**.

Motorcycles

101. Provision should be made for motorcycle parking at all new developments in addition to vehicle and cycle parking.
102. Motorcycle parking areas should only be provided to the rear of footways in exceptional circumstances and under the condition that they would not compromise pedestrian safety.
103. Motorcycle parking standards are shown in Table 5.

Non-Residential Developments
1 motorcycle space + 1 space for every 20 car parking spaces provided

Table 5: Motorcycle Parking Standards

Parking Design

7

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7 Parking Dimensions and Layouts

Parking Space Dimensions

104. The dimensions of a car vary considerably and the average car size has been increasing in recent years. In view of this, the car parking space dimensions provided in Table 6 and 7 are the minimum dimensions required. The provision of larger spaces would be supported and there are particular instances where it is necessary. This includes parking spaces which are located adjacent to a hard boundary, such as a wall at the end of a parking aisle. In these situations, the width of the parking space should be increased by a minimum of 0.2m for each restricted side to aid manoeuvrability into and out of the space. Larger parking spaces on private driveways can increase the attractiveness and ease of using the spaces, which can prevent inappropriate on-street parking.

Minimum Car Parking Space Dimensions

	Length	Width
Car - Minimum	5.0m (6.0m for parallel spaces)	2.5m
Disabled Car Space	5.5m	3.7m
Cars - Abutting hard boundary on one side - Minimum	5.0m	2.7m
Cars - Abutting hard boundary on both sides - Minimum	5.0m	2.9m
Garage - One Car	7.0m	3.6m
Garage - Two Cars	7.0m	6.0m
Car Port/Car Barn - One Car	5.0m	2.5m
Car Port/Car Barn - Two Cars	5.0m	5.5m
Car Barn - One Car	5.5m	2.9m
Car Barn - Two Cars	5.5m	5.4m
Tandem Parking - First Car	6.0m	2.5m
Tandem Parking - Rear Car	5.0m	2.5m

¹ Where space abuts a footway or carriageway, 0.5m setback should be provided
² Applicable where car parking spaces are provided parallel to and abutting a carriageway, aisle or drive
³ Typically in a car park, rather than residents driveway
⁴ These dimensions refer to internal dimensions
⁵ These refer to car barns/car ports that are open on all sides
⁶ These refer to car barns that are enclosed

Table 6: Minimum Car Parking Space Dimensions

Parking Space Dimensions For Other Vehicles

	Length	Width
Powered Two Wheelers ¹	2.5m	1.5m
Light Goods Vehicles	7.5m	3.5m
Minibuses	8.0m	4.0m
Coaches	14.0m	4.0m
Rigid Goods Vehicles	14.0m	3.5m
Articulated Goods Vehicles	18.5m	4.0m

¹ A minimum space of 1.0m should be allowed between each motorcycle.

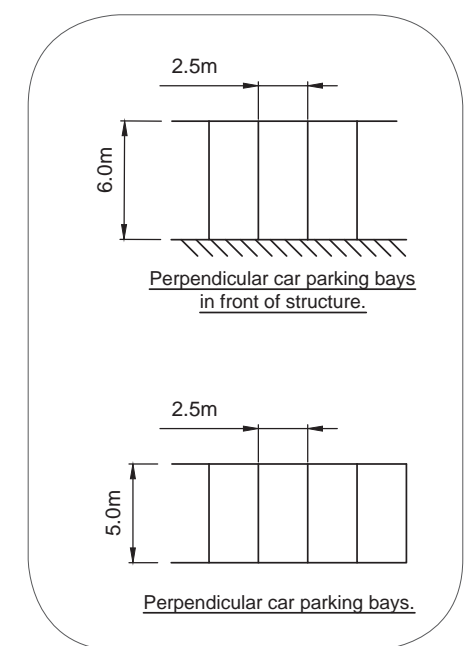
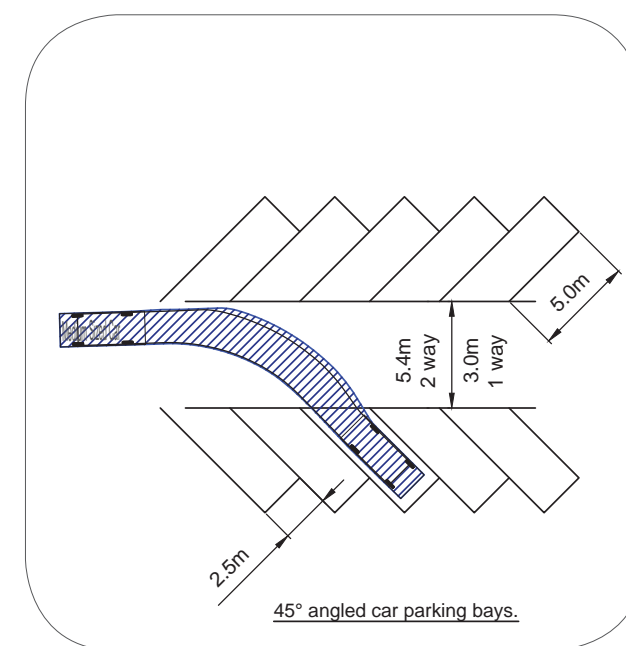
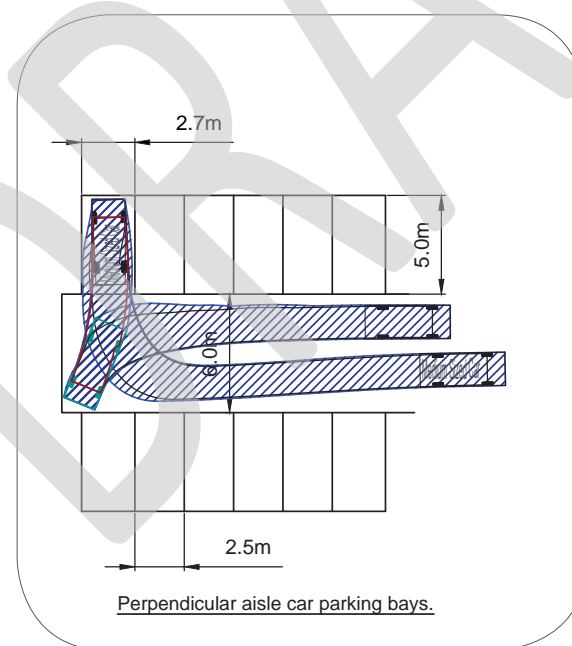
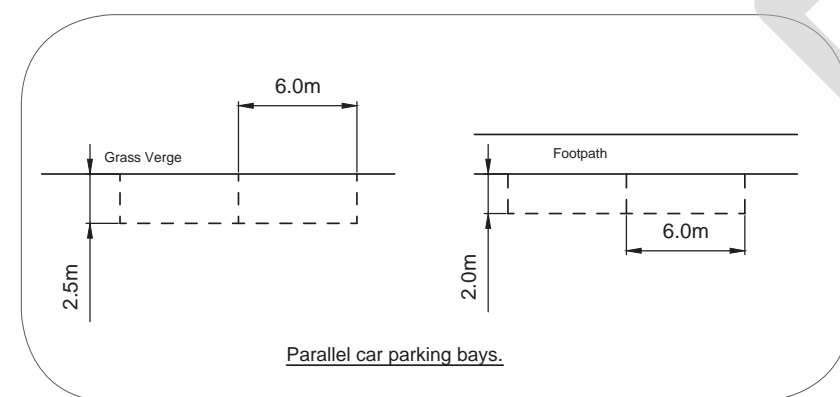
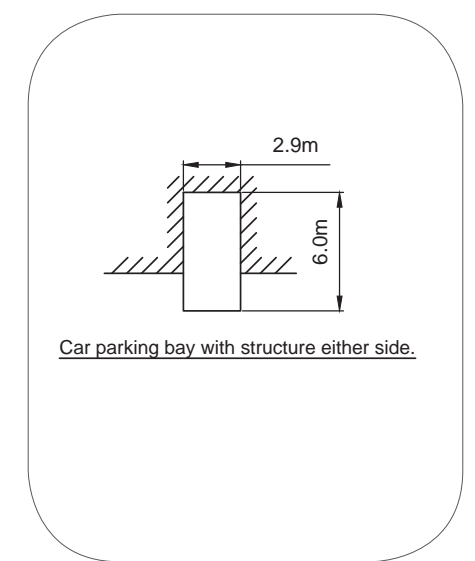
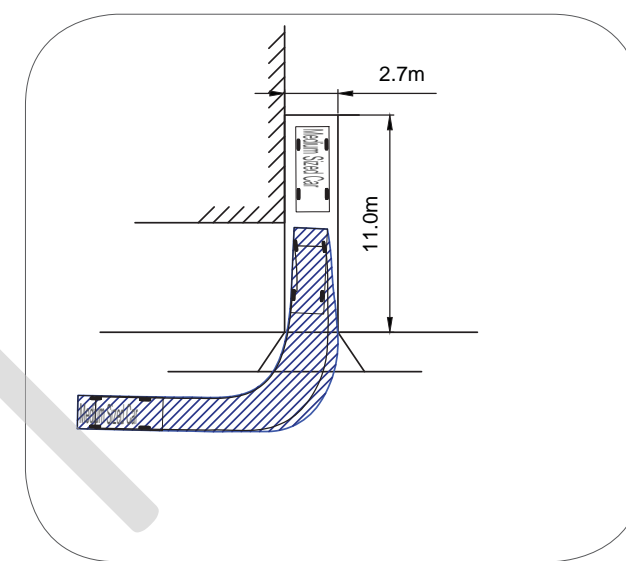
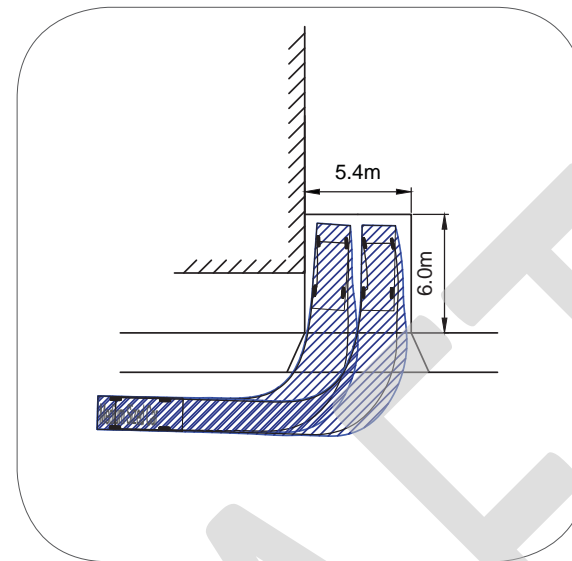
Table 7: Parking Space Dimensions For Other Vehicle Types

7 Parking Dimensions and Layouts

Car Park Design

105. Car parks should be designed to provide good quality pedestrian routes in order to minimise conflict between those walking through the car park and manoeuvring vehicles.
106. Where multi-storey or underground car parks are provided, these should be designed in accordance with the usability specifications outlined in relevant industry guidance, such as the Institution of Structural Engineers 'Design Recommendations for Multi Storey and Underground Car Parks' (2011). This includes guidance on issues such as the positioning of columns which would affect the usability of a space.
107. A minimum 6.0 metre aisle width is required to allow for manoeuvring in to and out of car parking spaces orientated at 90 degrees.
108. The previous tables and associated plans shown provide the recommended minimum parking space dimensions for common vehicle types. Guidance is also provided with regards to general parking layouts and good practice.

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Appendix

Residential Car Parking Standards

A

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A Appendix

Residential Car Parking Standards

On-street parking controls	On-street controls prevent all parking	On-street controls prevent all parking	On-street controls absent or limited	None or very limited	None or very limited
Nature of Guidance	Maximum	Maximum	Minimum	Minimum	Minimum
Location	Town Centre ^{1,2}	Edge of Centre ¹	Edge of Centre ¹	Suburban	Rural
1 & 2 Bed Flats	1 space per unit	1 space per unit	1 space per unit	1 space per unit	1 space per unit
1 & 2 Bed Houses	1 space per unit	1 space per unit	1 space per unit	1 space per unit	2 spaces per unit
3 Bed Houses	1 space per unit	1 space per unit	2 spaces per unit	2 spaces per unit	2 spaces per unit
4+ Bed Houses	1 space per unit	2 spaces per unit	2 spaces per unit	2 spaces per unit	2 spaces per unit
Visitor Parking	None	0.2 per unit	0.2 per unit	0.2 per unit	0.2 per unit

¹ Car parking standard is for guidance and a lower provision should be considered for areas with good accessibility by sustainable modes and/or where effective mitigation measures are in place or proposed, e.g.:-

- Car Clubs;
- Travel Plans;
- Controlled Parking Zones; and
- Availability of sustainable transport modes.

Supporting evidence is also likely to be required (e.g. local car ownership data, parking stress surveys, evidence from similar sites)

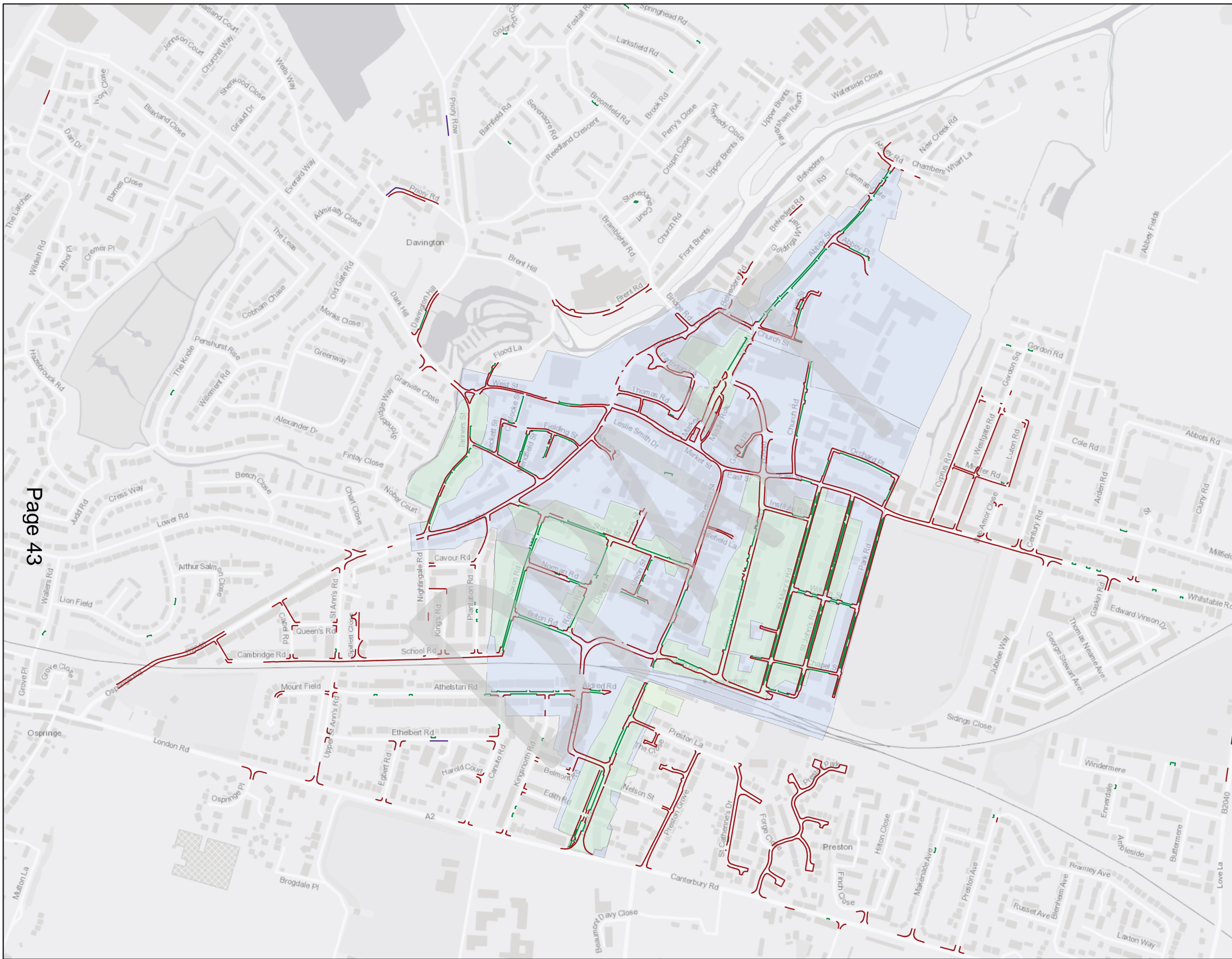
² The Borough Council encourages permit-free developments to discourage on-street parking in these locations

Appendix

Swale Borough Control Parking Zones

B

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Legend

- Waiting Restrictions
- Prohibition of Stopping
- Loading Restrictions
- Designated Parking Places
- Business Parking Places
- Residential Parking Places

TITLE
Swale Parking Standards - Faversham

CLIENT
 Swale Borough Council

PROJECT
 Parking Standards

SCALE AT A3 DATE JOB NO.
 1:7,000 June 2019 13372



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Legend

- Waiting Restrictions
- Prohibition of Stopping
- Loading Restrictions
- Designated Parking Places
- Business Parking Places
- Residential Parking Places



Page 44

TITLE
Swale Parking Standards - Sheerness

CLIENT
 Swale Borough Council

PROJECT
 Parking Standards

SCALE AT A3 1:8,000 DATE June 2019 JOB NO. 13372



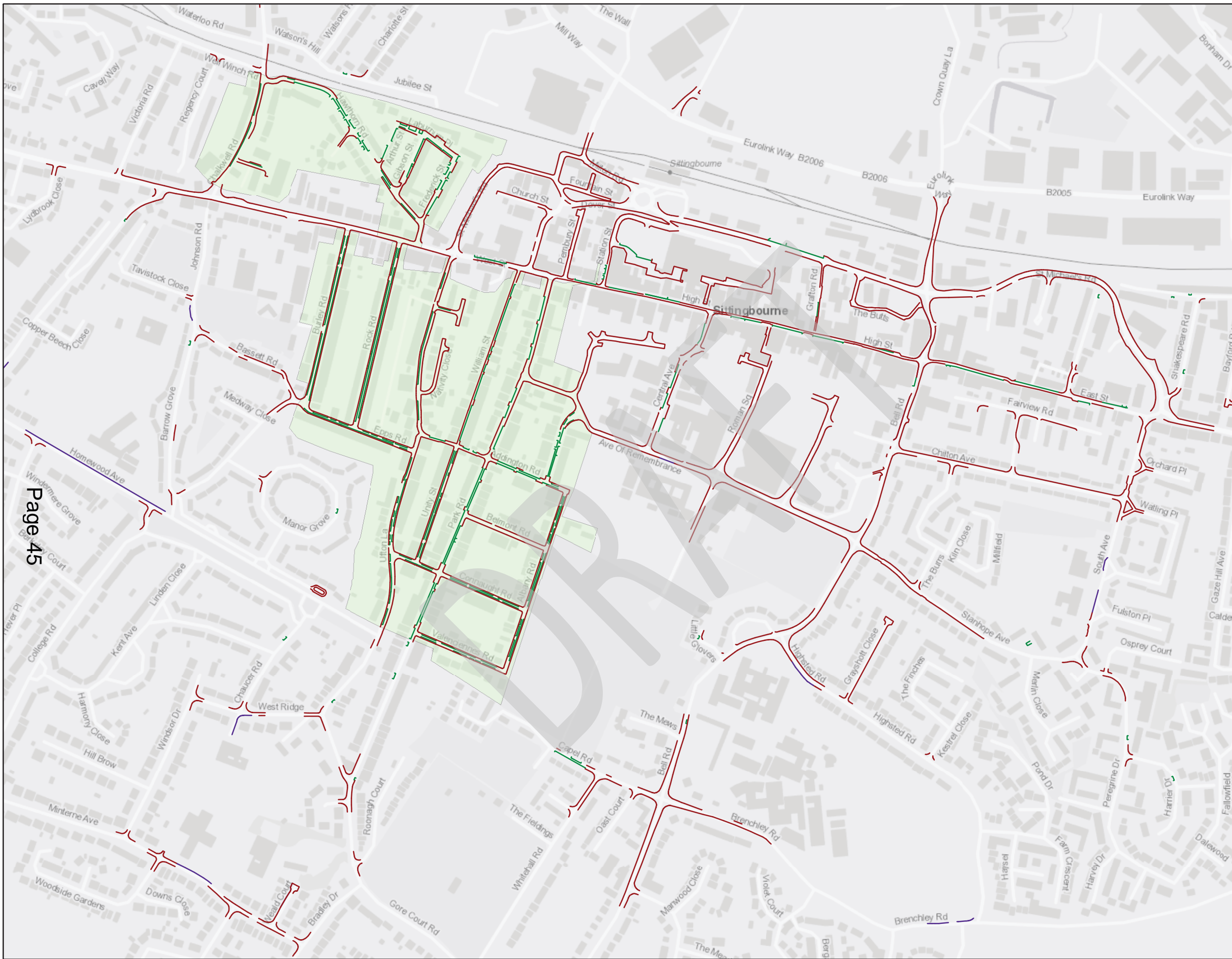
Eclipse House, Eclipse Park, Sittingbourne Road
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Legend

- Waiting Restrictions
- Prohibition of Stopping
- Loading Restrictions
- Designated Parking Places
- Business Parking Places
- Residential Parking Places

Page 45

TITLE
Swale Parking Standards - Sittingbourne

CLIENT
 Swale Borough Council

PROJECT
 Parking Standards

SCALE AT A3 DATE JOB NO.
 1:6,000 June 2019 13372



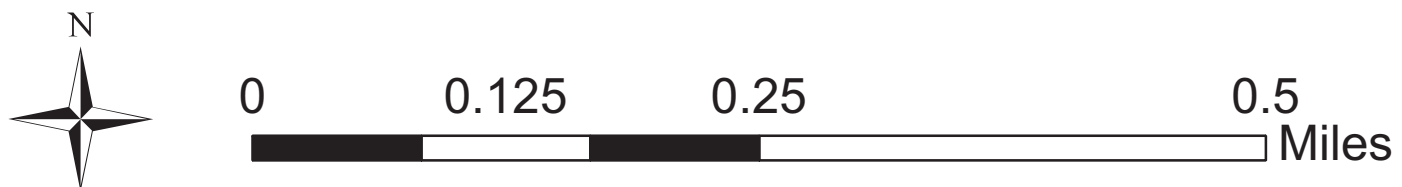
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Appendix

Non-Residential Car Parking Standards

C

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C Appendix

Non-Residential Car Parking Standards

A1 Retail	
Food Retail up to 1,000m ²	1 space per 18m ²
Food Retail over 1,000m ²	1 space per 14m ²
Non Food Retail	1 space per 25m ²
Garden Centres	Garden Centre greenhouses that are used predominantly for growing and are not open to members of the public should not be included as part of the gross floor space for determining the level of car parking provision. Up to 50% of the car parking spaces required can be provided as overflow car parks.
A2 Retail	
Financial and professional Services	1 space per 20m ²
A3 Food and Drink	
	Staff Customers
Restaurants and Cafes	1 space per 2 staff 1 space per 6m ²
Transport Cafes	1 space per 2 staff 1 space per 15m ²

A4 Drinking Establishments		
	Staff	Customers
Public Houses, Licensed Bars & Banqueting Halls (Includes bars open to non-residents in hotels and non-diners in restaurants.)	1 space per 2 staff	1 space per 10m ²
A5 Hot Food Takeaways		
	Staff	Customers
Takeaways, including Drive-Thru Restaurants	1 space per 2 staff	1 space per 8m ²
B1 Uses		
Offices up to 500m ²	1 space per 20m ²	
Offices between 500-2,500m ²	1 space per 25m ²	
Offices over 2,500m ²	1 space per 30m ²	
Hi-tech/Research/Light Industrial	1 space per 35m ²	
B2 Uses		
Up to 200m ²	3 spaces	
Over 200m ²	1 space per 50m ²	

B8 Uses		
Storage and Distribution	1 space per 110m ²	Parking provision for associated office space to be determined using the standards set out under Class B1
Wholesale Trade Distribution	1 space per 35m ²	
C1 Uses		
	Staff	Guests
Hotels	1 space per 2 staff	1 space per bedroom
C2 Uses		
	Staff	Visitors
Nursing / Residential Care Homes	1 space per resident staff + 1 space per 2 other staff	1 space per 6 beds or residents
Hospitals & Hospices	1 space per 2 staff	2 spaces per 3 beds
Residential Schools or Colleges, Training Centres	1 space per 35m ²	1 space per 15 students

C Appendix

Non-Residential Car Parking Standards

C3 Sheltered Accommodation		
Sheltered Accommodation	1 space per resident warden and 1 space per 2 units	
D1 Uses		
	Staff	Visitors/ Pupils/ Clients
Primary & Secondary Schools	1 space per staff +10%	
Further & Higher Education	1 space per 1 staff	1 space per 7 students
Libraries/Art Galleries/ Museums Public / Exhibition Hall	1 space per 60m ²	
Places of Worship	1 space per 5 seats	
Medical Centres/ Clinics/Surgeries (including veterinary surgeries)	1 space per 2 staff	4 spaces per consulting/ treatment room
Nurseries/Crèches/ Pre Schools	1 space per 2 staff	1 space per 2 staff
Day Care Centres	1 space per 2 staff	1 space per 4 attendees

D2 Uses		
Cinemas, Concert Halls, Conference Centres, Bingo Halls	1 space per 5 seats	
Social Clubs, Discotheques, Dance Halls, Ballrooms,	1 space per 22m ²	
Multi-Activity Sports & Leisure Centres, Swimming Pools, Ice Rinks, Health & Fitness Centres, Gymnasia	1 space per 22m ² + 1 space per 15 seats where appropriate	
Marinas & Other Boating Facilities	1 space per mooring or berth`	
Stadia	1 space per 15 seats	Provision should also be made for coach parking with a maximum standard of 1 coach space per 300 seats. Such provision is to be provided as an alternative to car parking provision

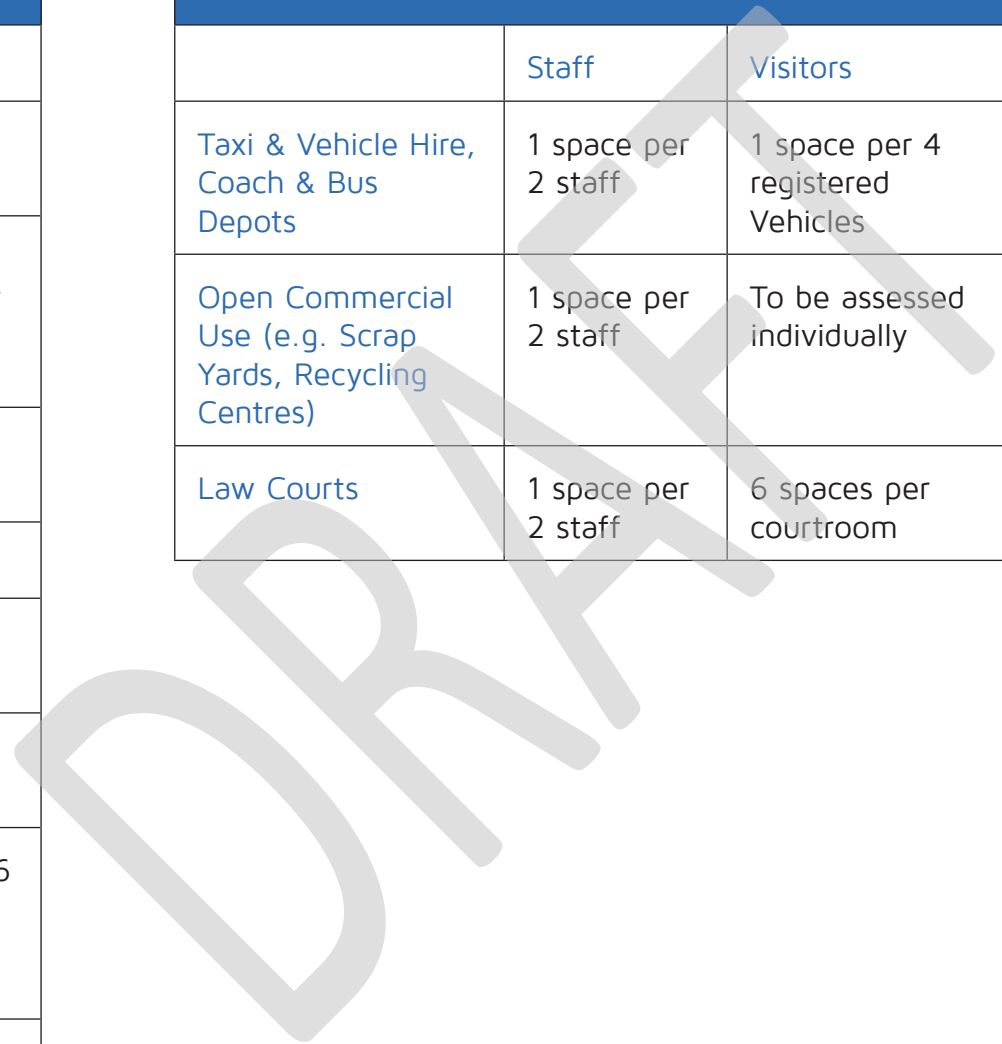
D2 Uses		
Bowling Green/ Centres/Alleys, Snooker Halls, Tennis/Squash/ Badminton Clubs	3 spaces per lane/ court/table	Where provisions are made within the development to accommodate spectators then an additional parking provision of 1 space per 15 seats should be provided
Outdoor Sports Facilities, Playing Fields	1 space per 2 participants + 1 space per 15 spectators	
Golf Courses & Driving Ranges	3 spaces per hole/bay	
Equestrian Centres, Riding Stables	1 space per stable	
Historic House & Gardens, Country Parks	1 space per 400 visitors per annum	Provision should also be made for coach parking with a maximum standard of 1 coach space per 5,000 visitors per annum.
Theme Parks, Leisure Parks	1 space per 200 visitors per annum	
Other Uses	1 space per 22m ²	

C Appendix

Non-Residential Car Parking Standards

Sui Generis Uses		
	Staff	Visitors
Car Sales (including auctions)	1 space per 2 staff	1 space per 50m ²
Petrol Filling Stations	1 space per 20m ²	Applies to retail areas only and not to forecourts.
Night Clubs/ Casinos	1 space per 22m ²	
Theatres	1 space per 5 seats	
Retail Warehouse Clubs	1 space per 25m ²	
Amusement Arcades	1 space per 22m ²	
Residential Hostels	1 space per resident staff + 1 space per 2 other staff	1 space per 6 residents
Vehicle Servicing & Repair	1 space per 2 staff	4 spaces per service bay

Sui Generis Uses		
	Staff	Visitors
Taxi & Vehicle Hire, Coach & Bus Depots	1 space per 2 staff	1 space per 4 registered Vehicles
Open Commercial Use (e.g. Scrap Yards, Recycling Centres)	1 space per 2 staff	To be assessed individually
Law Courts	1 space per 2 staff	6 spaces per courtroom



Appendix

Minimum Cycle Parking Standards

D

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D Appendix

Minimum Cycle Parking Standards

	Short to Medium Term (collection/delivery/shopping)	Medium to Long Term (meetings/workplace)
A1 Retail Uses		
Up to 1,000m ²	1 space per 200m ²	1 space per 200m ²
Up to 5,000m ²	1 space per 400m ²	1 space per 400m ²
Over 5,000m ²	Minimum of 12 spaces; Additional Spaces Negotiable	
A2 Retail Uses	1 space per 1,000m ²	1 space per 200m ²
A3 / A4 / A5 Retail Uses	1 space per 10 seats	1 space per 20 seats
B1 / B2 / B8 Uses	1 space per 5 seats	
C1 Hotels	1 space per 10 beds, units or pitches	
C2 Uses		
Hospitals & other residential institutions offering a level of care	1 space per 10 beds	
Residential schools, colleges & training centres	1 space per 5 students	
C3 Residential Uses		
Houses	1 space per bedroom	
Flats and Maisonettes	1 space per unit	
Sheltered Accommodation	1 space per 5 units	

	Short to Medium Term (collection/delivery/shopping)	Medium to Long Term (meetings/workplace)
C3 Residential Uses		
<ol style="list-style-type: none"> Cycle parking provision should normally be provided within the curtilage of the residential dwelling. Where a garage is provided it should be of a suitable size to accommodate the required cycle parking provision. Parking provision should be provided as a secure communal facility where a suitable alternative is not available. 		
D1 Non-Residential Institutions		
Primary Schools	1 space per 50 pupils	
Secondary Schools, Higher Education	1 space per 5 pupils preferred or 1 space per 7 pupils minimum	
Medical Centres, Surgeries	1 space per 2 consulting/treatment rooms	
Other Non-Residential Institutions	1 space per 50 seats of 100m ²	
D2 Assembly & Leisure Uses		
Leisure and Entertainment Venues	1 space per 300 seats	1 space per 300 seats
Sports Facilities and Venues	1 space per 10 participants + 10%	1 space per 10 staff
Sui Generis Uses		
To be determined on a first principles basis		

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Local Plan Panel Meeting	
Meeting Date	25 July 2019
Report Title	Housing Delivery Test Action Plan
Cabinet Member	Cllr Mike Baldock, Cabinet Member for Planning
SMT Lead	Emma Wiggins
Head of Service	James Freeman
Lead Officer	Gill Harris
Key Decision	Yes/No
Classification	Open
Recommendations	<ol style="list-style-type: none"> 1. That the Panel note the content of the Housing Delivery Test Action Plan; 2. Recommend to Cabinet that the attached Housing Delivery Test Action Plan is agreed and submitted to the Secretary of State by the deadline of 19 August 2019.

1 Purpose of Report and Executive Summary

- 1.1 The purpose of this report is to introduce the Council's draft Housing Delivery Test (HDT) Action Plan, a non-statutory report the Council has been asked to prepare as a result of failing the government's Housing Delivery Test published in February 2019.
- 1.2 The purpose of the HDT Action Plan is to set out the reasons for housing under-delivery when measured against the housing requirement in the area and identify the steps the Council intends to take to drive up delivery. It should also identify ways to reduce the risk of further under-delivery.
- 1.3 The draft Action Plan attached to this report sets out the reasons for under-delivery in Swale and sets out the various measures already underway by the Council to improve this. The Council is on track to improve delivery by continuing with the actions already planned and underway.
- 1.4 Whilst the HDT Action Plan is a national planning policy requirement, there are currently no sanctions if it is not submitted by the deadline, it is a useful tool for setting out the specifics of the situation in Swale and could provide value at planning appeals and at highlighting to government that many of the reasons for under-delivery are beyond the control of the Council and the planning system.
- 1.5 The Action Plan will need to be submitted with a covering letter from the Chair of the Local Plan Panel.

2 Background

- 2.1 The government published its Housing White Paper “Fixing our broken housing market” in February 2017. It set out a number of measures that would be introduced to speed up and increase housing delivery, to help the government achieve its target of delivering an additional 300,000 new homes a year.
- 2.2 One of the measures introduced is the Housing Delivery Test (HDT), which was formalised through the National Planning Policy Framework. This measures net additional dwellings provided against the target homes required with results on performance for each local planning authority in England issued annually in November, (the publication of the 2018 results being published late on 19 February 2019).
- 2.3 Swale Borough Council has an Objectively Assessed Need for housing of 776 new dwellings per annum. For the HDT, the delivery of new homes was assessed against this figure for the preceding three monitoring years as follows:

monitoring year	annual target	no. of dwellings delivered (annual figure)	total number of homes delivered for the 3 year HDT monitoring period)	total number of homes required (during the 3 year HDT monitoring period)	HDT measurement score	Housing Land Supply buffer required
2015/16	776	593				
2016/17	776	556				
2017/18	776	572	1,721	2328	74%	20%

- 2.4 By achieving a score in the HDT test of below 85%, the Council must apply a 20% buffer (instead of a 5% buffer) to the 5 year Housing Land Supply requirement. As a result of this the Council’s five year Housing Land Supply is 4.6 years and the ‘tilted balance’ in terms of determining planning applications is in play. With the normal 5% buffer Swale’s Housing Land Supply would total 5.6 years and put the Council in a much stronger position to defend decisions to refuse development which are not in accordance with local plan policy. The consequences of failing the HDT and needing to apply the 20% buffer are therefore significant.
- 2.5 The Housing Action Plan is an opportunity to feed back to Government the reasons for delivery below target. The draft attached at Appendix I to this item suggests that the reasons are not related to the planning context; and that simply applying a requirement to increase land supply is counter - productive.

3 Proposals

- 3.1 The recommendations are therefore:

1. That the Panel note the content of the Housing Delivery Test Action Plan;
2. Recommend to Cabinet that the attached Housing Delivery Test Action Plan is agreed and submitted to the Secretary of State by the deadline of 19 August 2019.

4 Alternative Options

- 4.1 The Council could choose not to submit a HDT Action Plan. There are no sanctions if such an action plan is not submitted but it would be prudent to do so as it explains the reasons behind the Council's lack of delivery and could potentially be a useful tool that sets out the Council's position in this regard.

5 Consultation Undertaken or Proposed

- 5.1 There is no formal requirement to consult on the Action Plan although engagement with relevant stakeholders is recommended. The Council sought views from developers in producing the Housing Land Supply Statement (February 2019) and this forms much of the evidence for the Action Plan.

6 Implications

Issue	Implications
Corporate Plan	Supports the Council's corporate priorities for delivering regeneration and delivering improved quality of life.
Financial, Resource and Property	The Assessment has been carried out within the existing Local Plan resources.
Legal, Statutory and Procurement	None anticipated at this time.
Crime and Disorder	None anticipated at this time
Environment and Sustainability	None anticipated at this time
Health and Wellbeing	None anticipated at this time
Risk Management and Health and Safety	None anticipated at this time
Equality and Diversity	None anticipated at this time
Privacy and Data Protection	None anticipated at this time

7 Appendices

7.1 The following documents are to be published with this report and form part of the report:

- Appendix I: Swale Borough Council Housing Delivery Test Action Plan

8 Background Papers

Statement of Housing Land Supply 2017/18 February 2019
<https://archive.swale.gov.uk/assets/Planning-General/Planning-Policy/HousingLandSupply/Statement-of-2017-18-housing-land-supplypostHDTV2.pdf>

Swale Borough Council: Housing Delivery Test Action Plan July 2019

1. Introduction

- 1.1 Swale Borough Council achieved 74% in the Housing Delivery Test. Although failure to deliver 776 dwellings per year was predicted for the reasons set out in the Housing Land Supply Statement (February 2019) above and delivery is expected to pick up and exceed expected annual levels, the Council is required to identify actions that can be put in place now to increase delivery rates. To do this, a root cause analysis for the failure to deliver is required. This requires the Council to gather a broad range of evidence and views from key stakeholders involved in the planning and housing supply process in order to better understand the key factors influencing and driving low delivery rates. This is considered alongside direct knowledge of local sites, land and development activity.

National Policy Background

- 1.2 The government published its Housing White Paper “Fixing our broken housing market” in February 2017. It set out a number of measures that would be introduced to speed up and increase housing delivery, to help the government achieve its target of delivering an additional 300,000 new homes a year.
- 1.3 One of the measures introduced as a result is the Housing Delivery Test, which is now embedded in the National Planning Policy Framework (2019) and supporting Planning Practice Guidance. The test is an assessment of the number of new dwellings delivered in the local planning authority area against their housing target over the preceding three year monitoring period. If a local planning authority achieves a delivery record of below 95% an action plan must be prepared; if it is below 85% a buffer of 20% (rather than 5%) must be applied to the 5 year Housing Land Supply (HLS) calculations as well as the preparation of an Action Plan.
- 1.4 The role of the Action Plan is to identify the reasons for under-delivery, explore ways to reduce the risk of further under-delivery and set out the measures the authority intends to undertake to improve levels of delivery. An action plan is intended to be a practical document, focussed on effective measures aimed at improving delivery within an area underpinned by local evidence and research of key issues. It is required to be submitted to MHCLG within six months of publication of the MHCLG Housing Delivery Test Results (by 19 August 2019 in this case).

2. Influences on Swale Housing Delivery

Swale Geography and Location

- 2.1 The Borough of Swale is a complex area with regards to housing delivery. Development viability in the east of the Borough, in and around Faversham and rural areas is good, but viability is weaker in the west of the Borough around Sittingbourne and even more challenging on the Isle of Sheppey. There is a limited number of volume housebuilders that will develop in Swale due to marginal profit/viability issues.
- 2.2 Swale is the one of the closest local planning authorities to London without Metropolitan Green Belt. However, it is constrained by landscape and biodiversity designations at national and international level and by land at high risk of flooding and coastal change. Other landscape designations at the local level have further focussed development allocations in and around the main settlements of Sittingbourne and Faversham and identified opportunities on the Isle of Sheppey at Minster and at Queenborough & Rushenden. Sustainability considerations have also influenced the allocation of development in these locations. These settlements have a good range of shops, services and transport links, and are surrounded by land that has the least environmental or amenity value when compared with other parts of the Borough.
- 2.3 Swale has strong transportation links east/west along the M2 and A2 and for rail services between London and Canterbury/the coast but weaker north/south links. Traffic and transport capacity issues within Swale are significant, with key points on both the strategic and the local road network at or approaching capacity and necessitating the use of Grampian conditions on development which is coming forward. The Council and its partners are currently seeking HIF bid funding to make improvements that will support development that is already committed in the adopted Local Plan, Bearing Fruits (adopted 2017). Highways England has committed funding as part of their Route Investment Strategy to upgrade the Stockbury roundabout/M2 junction 5 to provide a north – south flyover on the A249. These improvements are essential to deliver already committed development and are assumed as a starting point for the increases in development targets expected through the emerging local plan review.

3. Housing Delivery Analysis

Planning Context and Housing Need; Adopted Local Plan

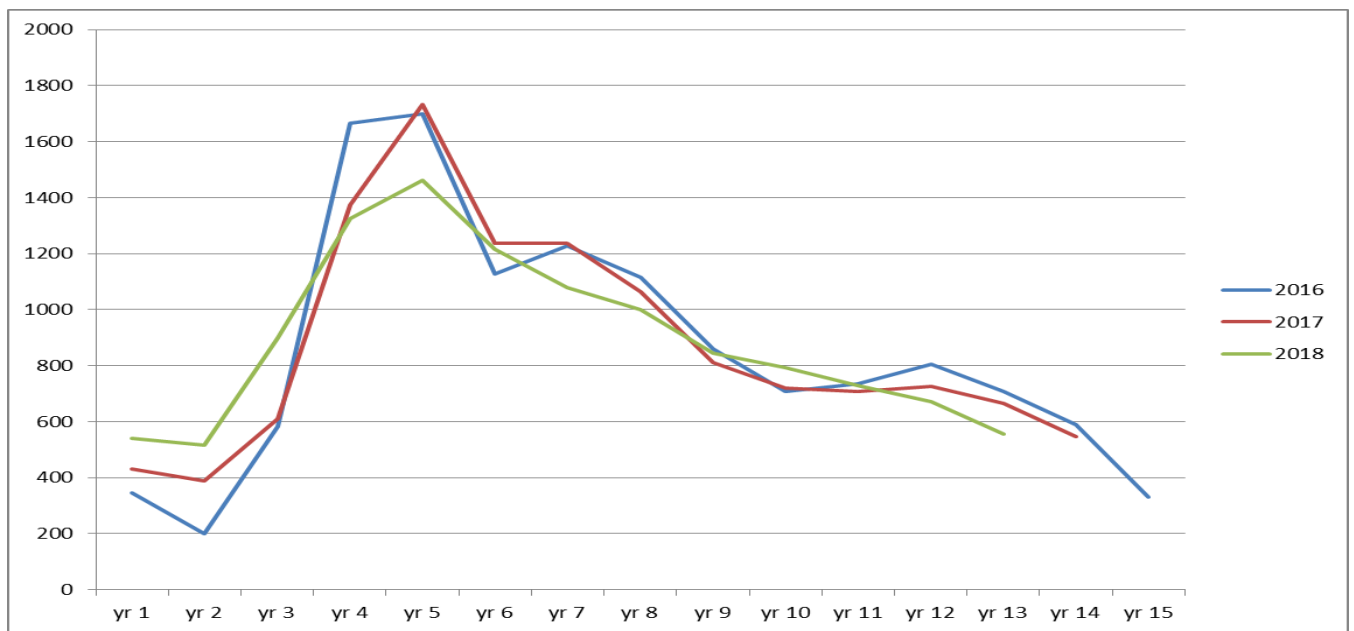
- 3.1 Bearing Fruits was submitted for examination and identified a target of 10,800 dwellings for the Plan period 2011-2031 (540 dwellings per annum, which reflected consistent past market delivery rates). On the Local Plan Inspector's advice, a renewed Strategic Housing Market Assessment (SHMA) (2015) was prepared to take account of revised national planning policy and publication of relevant data. Additionally, on the Inspector's advice, the plan period was rebased at 2014. The 2015 SHMA concluded that the full Objectively Assessed Need (OAN) is 776 dwellings per annum. This was tested through the Examination in Public and confirmed through the inspector's interim reporting, despite serious reservations on the Council's part that the market in Swale could consistently deliver this figure on an annual basis. This reservation was based on evidence of past delivery rates that consistently fell short of housing targets, despite having appropriate and up to date local planning documents in place.
- 3.2 The Strategic Housing Market Assessment (SHMA) of September 2015 indicated a total housing requirement of 13,192 dwellings for the Borough for the period 2014/15 to 2031, or 776 dwellings per annum as identified above. The uplift in the housing target caused the Examination to be paused to allow the identification of additional sites and for these sites to be consulted upon to meet the new target. The additional sites were then considered as proposed Main Modifications when the examination resumed.
- 3.3 The Inspector's Final Report was issued confirming the Main Modifications in June 2017 and Bearing Fruits was adopted in July 2017. **Policy ST4 Meeting the Local Plan development targets** sets out the allocated sites that will deliver approximately 14,124 dwellings. This is a surplus of 932 dwellings against the requirement. A windfall allowance expected to deliver a further 1,800 dwellings was included for the latter ten years of the plan period. The figures set out in Policy ST4 are also minimum numbers except in identified cases as set out in Chapter 6 of Bearing Fruits, the likelihood being that the housing allocations (sites identified under Policies A8 to A19) will deliver more as detailed development proposals come forward. Minimum figures were identified in order to allow flexibility on design and layout which could increase overall yield.

- 3.4 The Council's Statement of Housing Land Supply 2017/18 published in February 2019, contains real-time commentary on progress of the housing allocations and details of the planning permissions. This can be viewed at <https://archive.swale.gov.uk/assets/Planning-General/Planning-Policy/HousingLandSupply/Statement-of-2017-18-housing-land-supplypostHDTv2.pdf>. Other sites that are not identified in Policy ST4 are acceptable in planning policy terms where they fall within the built up boundaries defined by Policy ST3 and the proposals comply with Policy CP3: Delivering a wide choice of high quality homes, and other relevant local plan policies.

Expected Housing Delivery Rates - the 5 Year Housing Land Supply Trajectory

- 3.5 The challenge facing the Council in terms of housing delivery is that the housing trajectories relating to the Bearing Fruits Local Plan have always demonstrated delivery below the annual local plan target for years 1 to 5, with years 6 to 11 delivering in excess of the target with years 12 onwards tailing off towards the end of the local plan period.
- 3.6 Looking at the expected delivery figures published in November 2016, 2017 and 2018 (published in February 2019 in the Council's Five Year Housing Land Supply Report) it is interesting to note that they are all of a similar shape with delivery being slower in the first five years of the plan period due to the significant lead in times for the larger strategic sites. In addition to this, several of the allocated sites in Bearing Fruits were identified later in the plan making process as a result of the uplift in targets and need for additional site allocation at Main Modification stage. It is accepted that lead in times from inception to preparation of planning application to the first completions on the site can be lengthy. The process requires time to take into account the determining of an outline or detailed application, the completion of a S106 agreement, the preparation (including, if necessary, the sale to a developer) and determination, as appropriate, of any reserved matter applications, to the time taken to open up the site (such as access roads, site clearance, removal of brickearth) to achieve the first completions.

Figure 1: Swale Housing Trajectories for 2016, 2017 and 2018



3.7 Delivery of the first four years of the Bearing Fruits Local Plan is set out in the Statement of Housing Land Supply published in February 2019 following the publication of the Housing Delivery Test. The Council delivered 74% of its housing requirement over the previous three years and overall, in the four years of the Bearing Fruits plan period. To a degree, this was expected. There are a number of strategic sites in Bearing Fruits and it was anticipated that their delivery rates would be slow during the early years of the plan, so much so, that the Inspector accepted the Council’s use of the ‘Liverpool’ method in addressing shortfall in delivery through the Local Plan examination. This means that making good the shortfall can be spread over the remaining years of the plan period.

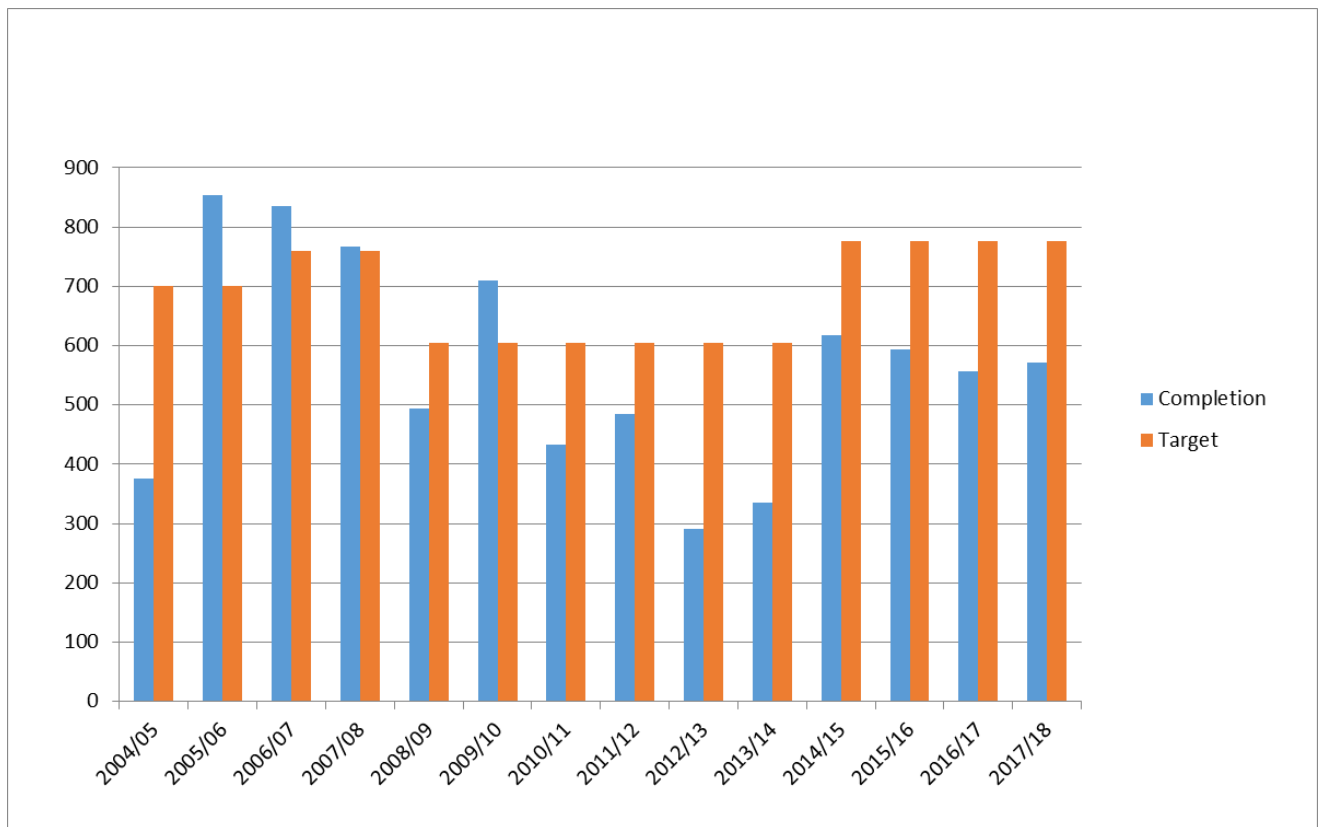
3.8 Historically, Swale does not have a strong record of housing delivery although some years have delivered above target. The graph below in Figure 2 shows the number of completed units against the annual requirement for delivery (as set out in the relevant plans at the time) since 2004/05.

3.9 It is useful to consider housing delivery (against the requirement) over a longer period of time to include a couple of economic cycles, to establish any patterns and identify the challenges that are particular to Swale. These records do indicate that historically the market in Swale has delivered an average of some 550 dwellings per annum; delivery being significantly affected by the recession of 2008 -12, and has been very slow to re-emerge

from that recession. From the graph it can be seen that only in four out of 14 years has the number of completions met or exceeded the target figure.

3.10 Nevertheless, the Council acknowledges the view expressed by the Bearing Fruits Local Plan Inspector that historic modest levels of delivery do not justify a pessimistic approach to future housing delivery requirements. It is important to understand why achieving identified housing needs have been so challenging. The market does not appear to be responding to an increased development target and correspondingly increased set of land allocations.

Figure 2: Total completions v. annualised target prevailing at the date



3.11 It was recognised in Bearing Fruits that the target of 776 dwellings per annum would be difficult to achieve in the early years of the plan. Actual and forecast low levels of housing completions in the early years of the plan period, alongside pressures on the viability of development, stretch the ability of the local housing market to consistently achieve the levels of development needed in the short to medium term. Despite these challenges, the Council acknowledges that meeting the objectively assessed need in full is a necessary objective that has been pursued in the interests of meeting the future housing and economic needs of the Borough through the allocation of sufficient sites to deliver the development

target identified. As the strategic sites complete site preparation work, including the contribution they are expected to make to road infrastructure in particular, the Council is confident that the levels of housing delivery will catch up as identified in the housing trajectories in Figure 1. This will need to be supported however, by public funding of key pieces of transport infrastructure which the Council has been actively pursuing in partnership with the highway authorities.

Swale related deliverability issues

- 3.12 Since 2014/15, the government has introduced a vast swathe of measures to increase housing delivery. This includes fiscal incentives and changes to the planning system designed to speed up the local plans process and the delivery of planning permissions. For Swale, a significant new challenge is to deliver an annual housing figure in excess of any delivered in the recent past. Having failed the HDT, achieving 74%, the Borough is now required to apply a 20% buffer increasing the annual requirement by 187 dwellings. Had the Council been able to apply a 5% buffer, it would have a healthy 5 year Housing Land Supply at 5.6 years. The Council is of the view that this is a counterproductive policy; not in accordance with plan led planning; artificially increases the amount of land to be found; and renders appropriate planning for supporting infrastructure, particularly difficult and; creates further uncertainty for investors.

Masterplan/development briefs

- 3.13 In a limited number of cases, masterplans/ development briefs are required by local plan policy but there is no requirement to adopt these as SPD; rather they can proceed in tandem with planning applications, limiting potential planning delays. These are therefore not seen as any impediment to housing delivery, but rather are seen as essential for good planning and place making.

Minerals safeguarding

- 3.14 The adopted Kent Minerals and Waste Local Plan (KMWLP) 2016 require the prior extraction of minerals from sites. This affects the area covered by a safeguarding policy for brickearth for sites on mainland Swale. If there is no current market for the resource, there is an exemption from the safeguarding policy. Policy DM7 (criterion 7) of the KMWLP 2016 also provides an exemption of the requirement on sites allocated by an adopted Local Plan.
- 3.15 The Council will, however, duly consider the development against the material planning considerations, including a consultation response from KCC as the minerals authority. This

may require the Council to explore with the developer the means to which extraction of mineral reserves can take place.

- 3.16 The Kent policy has been in place for some while and developers will be aware that they need to undertake the necessary assessment at an early stage, much in the same way as other studies necessary for planning applications. The degree to which removal of brickearth itself (if required) impacts upon lead in times, particularly on smaller sites, is uncertain because there are only limited periods of the year that brickearth can be removed. However, if properly planned for, the requirement should not protract development timescales to the point that sites will not be able to contribute to the five year supply. Approaches to limiting timing impacts could include the removal of resources between the approval of outline planning permission and the approval of reserved matters, removal as part of site preparation, or for larger sites, its removal in tandem with discrete phases of development.
- 3.17 The KMWLP is currently under review and is seeking to tighten control over sterilising mineral safeguarding areas through non minerals development. If the resource cannot be economically extracted to allow for timely delivery of non-minerals development, this is a significant issue going forwards.

Transport infrastructure

- 3.18 The relationship between the delivery of housing allocations and adequate transport capacity is particularly significant in the Borough of Swale. This is particularly so for allocations to the west of Sittingbourne, given their relationship with junctions on the A249 at Grovehurst, Bobbing, Key Street and, notably junction 5 of the M2. To the east, junction 7 of the M2 at Faversham is also approaching capacity, with minor improvements being implemented to support committed development in Swale and the neighbouring local planning authority (Canterbury). Beyond this major improvements to the junction are required which are not yet in any Highways England programme.
- 3.19 It was established through the Local Plan Examination in Public that the first five years of the Bearing Fruits Local Plan were deliverable in transport terms and that appropriate solutions could be found to support the period beyond this, although these were not yet finalised in detail. An early Local Plan Review, with adoption by 2022 was also recommended to address this.

- 3.20 At the Local Plan Examination, Kent County Council Highways expressed concerns as to the implications of local plan growth for the local highway network, principally the A2 corridor between Teynham and Newington and at the Key Street and Grovehurst junction on the A249. Highways England and Kent Highways confirmed that the growth identified in Bearing Fruits could be accepted in the short to medium terms to ensure that the five year housing supply was maintained, with appropriate interim mitigation, but with the suggestion that an early review should take place to deal with the post five year situation. This early review is already underway with new modelling being undertaken.
- 3.21 In terms of the phasing of sites relative to A249 infrastructure improvements, it was accepted that it would be necessary for some development to proceed ahead of improvements, both so that sites could make contributions to the five year supply as appropriate and the funding towards the mitigation schemes themselves. Nevertheless, the lead in time for some sites means that their phasing has, in reality, minimised the load on certain junctions ahead of their improvements. This will provide the opportunity to ensure transport plans promoting sustainable modes of meeting transport needs are also able to gain traction.
- 3.22 Discussions with Highways England and Kent Highways are ongoing in the context of a number of planning allocations and applications with live HIF bids submitted to help fund the A249 junction improvements with the local highway network needed.

Viability

- 3.23 Viability cuts across a number of other issues in Swale including the ability to provide adequate supporting infrastructure and to address policy for affordable housing provision.
- 3.24 The housing allocations in Bearing Fruits were assessed via strategic level assessments and site typologies undertaken as part of the Local Plan evidence base. In broad terms, Local Plan viability advice showed that development viability was generally poorer on Sheppey, marginal at Sittingbourne and good to very good at Faversham and the rural areas. Allocations were found to be viable, with appropriate adjustments made to planning policies to create the most favourable viability climate for development.
- 3.25 There is nothing to suggest however, that viability is affecting delivery of houses - negotiation is taking place for example on affordable housing provision although this is at best a compromise on those policy objectives. The Council has been successful in securing HIF funding for road improvements on Sheppey, where, combined with development

contributions, essential road improvements have been provided (A2500 Lower Road) and further improvement is also possible.

- 3.26 Additionally, strategic brownfield sites (Queenborough and Rushenden) on Sheppey have been the target of extensive Homes England investment in site remediation and infrastructure provision, but the market has been very slow to pick up and invest in building out this site. Homes England have recently been successful in working with Moat Housing to complete Phase I (101 units) on land at Rushenden Road but the allocation identified in Policy ST4 is for a minimum of 1,245 dwellings with the other phases still to come forward. Whilst the prospect for further development phases to come forward is looking more favourable, this is later than originally planned.

Local Housing Market and Key Stakeholders

- 3.27 The ratio of median house prices to median gross annual workplace-based earnings is 9.14 in 2018 (up from 6.28 in 2013) in Swale and compared with 10.38 for the South East. (Source: https://lginform.local.gov.uk/reports/lgastandard?mod-metric=9147&mod-area=E92000001&mod-group=AllRegions_England&mod-type=namedComparisonGroup). The housing market in Swale itself has been relatively stable over the same period, property prices rising 2.5% in the past year. There appears to be no issues in respect of the local demand side of the equation, with council tax voids in Swale one of the lowest in Kent at 0.5%. Council tax voids have reduced over the same period from 565 in 2013/14 to 394 in 2017/18.
- 3.28 Variations in house price date also illustrate a more localised housing market variation, reflecting specific consumer demands. For example, values were noted as improving from west to east on Sheppey with distinct retirement/holiday home demands also present in places. At Sittingbourne, it was indicated that there were purchaser preferences towards the south of the town, with higher property prices reflecting perceptions of a wider choice of housing, a more attractive environment and good schools. Values at Iwade were also again confirmed as being generally higher than some parts of Sittingbourne. Policy has been adjusted to reflect different viability considerations in different parts of the borough
- 3.29 Swale is generally one of the more affordable areas of Kent and housebuilders will seek to control their own market through how and when they release their own products. There is no incentive for them to build at higher rates and release more housing as it could potentially cause a reduction in unit retail price. This situation is compounded as adjacent

housing market areas in Kent (notably Maidstone, Canterbury and Ashford) are significantly higher value and therefore more attractive investment prospects for housebuilders.

- 3.30 The house building industry in Swale is also dominated by four or five of the large ‘volume builders’, with very few smaller builders occupying market niches active in the Borough. Consequently the control of key sites is concentrated in few hands and there are fewer outlets – typically releasing 50- 100 dwellings per annum. The HLS (February 2019) has been prepared with the benefit of householder advice and input in this respect, as well as local knowledge and planning progress.
- 3.31 The self and custom build register was instigated after the Bearing Fruits plan was submitted, so was not able to be reflected in local plan policy. The Self Build Register currently has some 58 entrants which is a low number compared with expressions of interest amounting to 200- 300+ in neighbouring districts. This will be an area for policy action in the emerging Swale Local Plan Review, but currently there is limited expressed demand for self-build to make a significant contribution to housing delivery.

4. Housing Delivery Test and Key Actions arising

- 4.1 To further investigate the reasons for failing the HDT, the Council has considered the specific requirements of the NPPF in relation to housing delivery (particularly in relation to Chapter 5: Delivering a sufficient supply of homes). Paragraph 11b) states that strategic policies should, as a minimum, provide for the objectively assessed needs for housing. Local plans should identify enough land to meet their housing requirements.
- 4.2 **Does Bearing Fruits allocate enough land to meet the Borough’s OAN?** Bearing Fruits was adopted in July 2017. It is a plan that is both up-to-date and sound. The OAN is accepted as 13,192 and local plan allocations amount to a minimum of 14,124 dwellings.
- 4.3 Policy ST4 Meeting the Local Plan development targets, sets out the allocations for housing for the local plan. There is enough land allocated to deliver around 14,124 dwellings for the plan period (including 50 dwelling phased beyond the plan period). This provides a surplus of 932 dwellings against the planned requirement and has been done to allow for choice, flexibility and contingency. There are a total of 13 allocated sites in Sittingbourne ranging in size from 10 units to 1,450 units. Faversham has 11 allocations ranging in size from 12 units to 370 units. Minster and Halfway have nine allocations ranging from 10 units to 620 units. Other allocations include sites at Queenborough & Rushenden, Boughton, Eastchurch,

Iwade, Leysdown, Newington and Teynham. Within the central regeneration area of Sittingbourne, there is an identified capacity of 567, all sites of 1 hectare or less. The Council therefore considers that a sufficient supply has been allocated in a wide variety of locations, which reflects the adopted settlement strategy. The Council therefore considers that this requirement is met.

- 4.4 Does Bearing Fruits identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability** (as required by paragraph 67). In broad terms, viability advice prepared for the Local Plan EIP showed that development viability was generally poorer on Sheppey, marginal at Sittingbourne and good to very good at Faversham and the rural areas. More site-specific advice revealed variations on Sheppey and at Sittingbourne. For example, on Sheppey, outside Sheerness and Queenborough and Rushenden, viability could be achieved on greenfield sites at Minster and Halfway and on sites further to the east, particularly with policy adjustments made. At Sittingbourne, viability advice revealed greenfield sites as more generally viable than brownfield, while sites to the south of the town were likely to be more viable than those to the north. Nearby Iwade was also shown to be generally more viable than parts of Sittingbourne. Policy adjustments were made at the Local Planning stage to reflect these findings.
- 4.5 No issues with the availability of allocated sites are identified. The housing market's ability to deliver new homes is mostly beyond the control of the Council. Annual build out rates will vary from builder to builder and site to site and will be influenced by considerations such as availability of materials and construction skills and indeed the general state of the wider economy and attitude by both housebuilders and buyers to risk.
- 4.6 Does Bearing Fruit identify a supply of specific, deliverable sites for years one to five of the plan period; and for years 6 to 10; and where possible, for years 11 to 15 of the plan?** At the local plan examination, the Council submitted a position statement setting out a trajectory for housing delivery across the whole plan period. It was evident that there would not be an adequate supply of housing delivery in years 1 to 5 and this was explained and accepted by the Inspector at the time. This under delivery is also caused by slippages in the phasing of the allocation at Crown Quay Lane due to issues with land ownership. The fact that the OAN increased significantly (as identified in the SHMA 2015) required the Council to identify further sites for housing during the paused Examination. The owners/promoters of the additional sites would not necessarily have progressed their planning application preparation work to the same degree as the sites identified earlier in the process due to

them not being included (initially) as potential housing allocations, their potential for development being wholly uncertain. The annual delivery rates are expected to increase as the local plan matures, expecting to pass the HDT in the monitoring year 2021/22 at approximately 118%. The Council therefore considers that a reasonably phased supply of sites has been identified.

4.7 Does the Council, through the development plan and brownfield register, identify land to accommodate at least 10% of the housing need on sites no larger than one hectare (or can it be demonstrated that there are strong reasons why this 10% target cannot be achieved)?

Although there wasn't a requirement to accommodate at least 10% of the housing requirement on site not larger than one hectare when Bearing Fruits was prepared, examined and adopted, the Council is satisfied that there is a reasonable number of smaller sites. In light of the need to seek opportunities to deliver new road and other infrastructure, it was necessary for strategic scale sites to be identified through the Local Plan. The Brownfield Register is up to date and all suitable available and deliverable sites were allocated through the Local Plan. The Council's brownfield register contains 14 sites totalling 43.42 ha. Combined, these sites would deliver approximately 1754 dwellings. However, 12 of the 14 sites are already allocations in Bearing Fruits. A significant number of small brownfield sites (below the register size threshold) continue to come forward as windfalls, and are supported by local plan policy. They enhance housing delivery, although no formal allowance is made for them during the first five years of the plan period. In the emerging local plan review, small site allocation is a requirement that will be fully considered within the context of suitable and available and deliverable sites identified through the SHLA. Due consideration will also be given to the possibility of sub-dividing larger sites where appropriate.

4.8 Are planning processes adequate to ensure planning applications are determined with agreed timeframes? Increasingly, the Council is using Planning Performance Agreements (PPAs) for the processing of major planning applications. As Local Plan allocations move into the planning application process, this should help support speedier decision making.

4.9 The timescale for the completion of complex S106 agreements can be a significant determinant of lead in times. However, there can be significant variances; for example, a S106 Agreement for some 300 dwellings took a year to resolve at Perry Court Farm, Faversham, whilst at the same time a similar sized scheme at Rushenden, Queenborough, took around a month. The Council has now put in place a Planning/Legal S106 Agreement

Protocol that will set out the expectations for delivery by both planners and legal professionals. This should, over time, shorten the overall planning process.

- 4.10 Nationally, the number of pre-commencement conditions is cited as a significant factor that delays lead-in times. Clearly, such conditions will normally be important to ensuring the acceptability of development and its detail, however the Council minimises their use as far as possible and will be reviewing if and how they may be further rationalised. The Council therefore considers that it is doing everything possible to expedite processing of planning applications.

5. Key Actions Arising

- 5.1 Local Plan Review: The adopted local plan, Bearing Fruits is up-to-date having been adopted two years ago. That said, the Council is already progressing with a review and expects to undertake a second Regulation 18 consultation in early 2020. The local plan review will specifically look at increasing the quantum of sites that are one hectare and below to meet 10% of the OAN as required by paragraph 68a) of the NPPF. **The Council will continue to progress with the Local Plan Review in line with the approved LDS.**
- 5.2 SHLA Update: As part of the evidence gathering for the local plan review, a SHLA is underway, informed by two “Call for Sites” consultations, the Council is also accepting late submission for consideration prior to the end of July 2019. **The Council will publish a new SHLA in the autumn of 2019.**
- 5.3 Public Funding for Key Infrastructure: Having identified significant infrastructure limitation at the Lower Road on Sheppey, the junctions on the A249 at Key Street, Bobbing and Grovehurst and with junction 5 of the M2, the Council has been working with Kent Highways and Highways England to secure funding from the Housing Infrastructure Fund to deliver the road improvements necessary. **The Council will continue to work with partners to secure funding for road improvements.**
- 5.4 Five Year Housing Land Supply: The Council publishes an annual statement of housing land supply in accordance with national planning policy and practice guidance. This information provides an annual picture of delivery, identifying issues that affect supply. **The Council will continue to monitor housing land supply and publish data in the annual Housing Land Supply statement.**

- 5.5 Planning Process: In terms of development management, the Council had a good track record of determining planning applications within the statutory periods and makes use of PPAs for major development. **The Council will continue to make use of PPAs and other tools to ensure the continuation of timely decision making in the development management process.**
- 5.6 Applying the 'Tilted Balance': As the Council does not have a 5 year Housing Land Supply, paragraph 11d of the NPPF, sometimes referred to as the 'tilted balance' applies. The Council is assessing applications for housing on sites not identified in the local plan or within the confines of a settlement on their own merits but is generally seeking to support proposals that support sustainable development and respect the development strategy in Bearing Fruits, but in the short term this is unlikely to make a significant contribution to the 5 year HLS and is an activity the Council does not wish to encourage.

6. Summary and Conclusions

- 6.1 The Council is satisfied that it is doing everything it can to deliver its housing targets. It has considered what actions should be taken to increase delivery and these are already being done as set out above.
- 6.2 The issues around delivery are not the result of planning failures as everything has been and is being done to maintain an up to date local plan; streamline the planning process; and proactively pursue complementary public funding for key enabling infrastructure.
- 6.3 The reasons for under delivery are considered to be the result of centrally imposed targets which do not reflect market activity or ability of the market to deliver in Swale or the timely provision of enabling public funding for key pieces of infrastructure and therefore lack of certainty for investors. In these circumstances, imposition of a 20% buffer on the five year housing land supply is neither helpful nor constructive and is unlikely to resolve the situation.

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