

Sevenoaks District Local Plan

Delivery Topic Paper

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1 Introduction

1.1 The key purpose of this paper is to show how the site allocations set out in the Local Plan are expected to be delivered over the plan period 2019-35.

1.2 This paper will set out:

- The relevant policy context both locally and nationally;
- The five year housing land supply;
- The housing trajectory;
- Year on year phasing for each housing site allocation, including phasing justification;
- Density assumptions and the best use of land;
- The small sites requirement (NPPF para 68); and
- The specific housing requirements for designated neighbourhood areas (NPPF para 65).

2 Background and Policy Context

National Context

2.1 The national policy for delivering housing is set out in the National Planning Policy Framework (NPPF), and further guidance is set out in the Planning Practice Guidance (PPG). This policy and guidance sets out how local authorities are expected to implement the government's objective to significantly boost the supply of housing.

2.2 The NPPF not only places emphasis on the number of new homes that are needed, but also ensuring these homes can be delivered within the timeframe envisaged. To this end, the District Council is required to identify which of its site allocations are deliverable (years 1-5) and developable (years 6-10 and 11-15) in accordance with the revised definitions of these terms set out in the NPPF glossary (para 67).

2.3 Further, the NPPF also places emphasis on the importance of small and medium sized sites, noting that they can often be built out relatively quickly. As such, there is also a requirement for the District Council to "identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare" (para 68).

Local Context

2.4 The Core Strategy 2006-26 was adopted in 2011 and set out a housing target of 3,300 units based on the delivery of 165 units per year. The Allocations and Development Management Plan (ADMP) was then adopted in 2015 and sets out the sites allocated to meet the housing target set out in the Core Strategy. Through a combination of small, medium and large site allocations and windfall development the Council has been able to demonstrate and exceed a 5 year supply against this housing requirement for a significant number of years of the plan. On average, over the last 5 years, the District Council has demonstrated that approximately 311 units have been completed per year, against the Core Strategy target of 165 units.

2.5 Further, development has been delivered at an average density of 60 DPH across the District, ensuring the most efficient use of land.

3 Five Year Housing Land Supply

3.1 The “5 Year Supply of Deliverable Housing Sites” was submitted alongside the Local Plan. The assessment identifies a healthy supply of specific deliverable sites in Sevenoaks District that have the capacity to deliver 3,720 residential units in the next 5 years (2019/20 to 2023/24), and 9,410 residential units over the whole of the plan period. This represents 110.2% of the 5 year supply requirement of 3,711 units (including the 5% buffer), or a surplus of 9 residential units against the same requirement. Accordingly, the District Council can demonstrate 5 years’ worth of deliverable housing supply.

3.2 The assessment sets out the 5 year housing requirement and the associated buffer, and explains the various elements of supply, including a windfall allowance, that make up the housing supply. Each development has been phased in accordance with the phasing rules set out in the “Housing Site Phasing Schedule” below.

4 Housing Trajectory

4.1 The “Local Plan Housing Trajectory” was submitted alongside the Local Plan. The trajectory sets out the identified housing land supply for the whole of the Local Plan period 2019/20 to 2034/35. It identifies both deliverable and developable sites, broken down by element of supply and phased year on year, measured against the annual housing requirement. The housing trajectory shows a supply of 9,410 residential units over the plan period.

4.2 The trajectory includes an explanation of each element of supply, and each development has been phased in accordance with the phasing rules set out in the “Housing Site Phasing Schedule” below.

5 Housing Site Phasing Schedule

5.1 Appendices 1 and 2 of the “5 Year Supply of Deliverable Housing Sites” set out the specific deliverable and developable sites that will deliver housing over the plan period, and the phasing.

5.2 A set of phasing rules were devised in order to ensure development is genuinely deliverable, taking into account any existing uses to be relocated, the time taken to achieve planning permission, realistic lead in times and build out rates. These rules are dependent on site size, and whether the site is in an existing identified settlement or located within the Green Belt. Whilst these rules provide a guide, they are not inflexible and, in particular, in some cases where site specific information was available from site promoters and/or land owners, an alternative approach to phasing was justified and agreed.

5.3 As part of the Regulation 19 consultation on the Local Plan, all site promoters and/or landowners were contacted to confirm whether their site(s) were deliverable or

developable in accordance with the phasing information set out in “Appendix 2: Housing and Mixed Use Allocations Maps and Development Guidance”, and whether there was any evidence to support the preparation of a planning application. The information received was then used to inform the site phasing set out in the “5 Year Supply of Deliverable Housing Sites” and the “Local Plan Housing Trajectory”.

5.4 The phasing rules are set out below:

Site size	Location of site	Phasing rule
Capable of accommodating 5-9 units	Within an existing identified settlement (not Green Belt)	Completions in year 2 of phasing period <i>Justification: small site, planning permission does not rely on adoption of the Local Plan</i>
	Within the Green Belt	Completions in year 3 of phasing period <i>Justification: small site, planning permission relies on adoption of the Local Plan and removal of the site from the Green Belt</i>
Capable of accommodating 10-34 units	Within an existing identified settlement (not Green Belt)	Completions in year 3 of phasing period <i>Justification: medium sized site, planning permission does not rely on adoption of the Local Plan</i>
	Within the Green Belt	Completions in year 4 of phasing period <i>Justification: medium sized site, planning permission relies on adoption of the Local Plan and removal of the site from the Green Belt</i>
Capable of accommodating 35 or more units	Within an existing identified settlement (not Green Belt)	Approx 35 completions in year 3 of phasing period, followed by approx 70 completions in subsequent years <i>Justification: large site, planning permission does not rely on adoption of the Local Plan, average of 70 units per year based on evidence from the House Builders Federation (HBF)</i>
	Within the Green Belt	Approx 35 completions in year 4 of phasing period, followed by approx 70 completions in subsequent years <i>Justification: large site, planning permission relies on adoption of the Local Plan and removal of the site from the Green Belt, average of 70 units per year based on HBF evidence</i>

5.5 In addition, where there is evidence of a planning application actively being prepared, expected completions have been moved forward by 1 year.

6 Density and Ensuring Best Use of Land

Density Considerations

- 6.1 The Local Plan development strategy (policy ST1) focuses on increasing densities in existing settlements in order to protect as much of the Green Belt as possible. Where Green Belt land is being released for development, proposals must make the most efficient use of the land. This is in accordance with the NPPF para 122 which states that “planning policies and decisions should support development that makes efficient use of land”. As such, policy H5 (housing density) sets out that all new housing development will be expected to make the most efficient use of land. In particular, proposals will be permitted at higher densities than those typically found in the surrounding area where a number of criteria are met relating to high quality design, meeting housing needs, accessibility, and capacity to accommodate additional development.
- 6.2 The District Council has moved away from a quantitative approach to housing density, as whilst this provided certainty it was also viewed as being overly restrictive by participants in the planning process, moving instead towards a design-led approach. However, in order to determine the most appropriate density of the site allocations set out in policy ST2, a density matrix was developed to guide optimum densities in the most suitable locations for the most appropriate types of development. The matrix provides a density range for different locations in the District taking into account the different types of development that could be delivered, based on the housing needs identified.
- 6.3 The density matrix is set out in the “Site Appraisal Methodology” document, and is repeated below.

Location	Description	Density range	Types of development expected
Central / town centres	Sevenoaks Swanley Edenbridge	150 DPH +	Flats
Urban areas	Sevenoaks Swanley Edenbridge Westerham New Ash Green Otford Hartley	50 - 150 DPH	Flats Terraced Town houses Semi-detached Detached
Edge of urban areas	Sevenoaks Swanley Edenbridge Westerham New Ash Green Otford Hartley	40 - 60 DPH	Flats Terraced Town houses Semi-detached Detached
Other built up areas (villages with defined Green Belt boundaries)	West Kingsdown South Darenth Hextable Seal Brasted Kemsing Eynsford Crockenhill Halstead Leigh Farningham Sevenoaks Weald Sundridge Knockholt Shoreham Four Elms	40 - 60 DPH	Flats Terraced Semi-detached Detached
Edge of villages (with defined Green Belt boundaries)	West Kingsdown South Darenth Hextable Seal Brasted Kemsing Eynsford Crockenhill Halstead Leigh Farningham Sevenoaks Weald	30 - 60 DPH	Flats Terraced Semi-detached Detached

	Sundridge Knockholt Shoreham Four Elms		
Rural locations (already developed sites washed over by the Green Belt)	Horton Kirby Ide Hill Penshurst Hever Fawkham Chiddingstone Chiddingstone Causeway Badgers Mount Cowden Underriver Crockham Hill Fordcombe Hodsoll Street Ash Stone Street Mark Beech Swanley Village Chiddingstone Hoath Toys Hill Well Hill Chevening Knatts Valley Bough Beech Bitchet Green Heaverham Godden Green Marsh Green Pratts Bottom	30 - 60 DPH	Terraced Semi-detached Detached

Maximising Supply

6.4 In addition to the call for sites undertaken to inform land availability, the Strategic Housing and Economic Land Availability Assessment (SHELAA 2018) also explored other elements of supply, being proactive in identifying as wide a range as possible of sites and broad locations for development, in accordance with the PPG. This work included the interrogation of:

- Sites included in the previous SHLAA undertaken in 2008/09;
- Recent refused and withdrawn planning applications;
- Land owned by the District Council;
- Surplus and likely to become surplus District Council land;
- Land owned by other public bodies;
- Vacant and derelict land and buildings;
- Additional opportunities e.g. under-utilised facilities such as garage blocks;

- Business requirements and aspirations;
- Sites in rural locations;
- Large scale redevelopment;
- Empty properties register; and
- Exploring potential for increased site densities.

6.5 The results of this desktop review are set out in the SHELAA 2018.

6.6 Whilst this work on maximising supply fulfils the requirement of the PPG, an additional piece of work has been commissioned to ensure all opportunities in the District's main towns and built up areas have been fully identified. The "Sevenoaks Capacity Study" will identify any remaining sites that may have the potential to deliver development over the Local Plan period, that have not already been picked up by the call for sites or maximising supply exercise.

6.7 It is anticipated that the outcome of this work, including any additional sites identified for consideration, will be discussed through the examination hearings.

7 Small Sites Requirement

7.1 The NPPF requires the District Council to "identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved" (para 68).

7.2 The housing requirement for Sevenoaks District over the 16 year plan period is 11,312 units, therefore the small sites requirement is for 1,131 units on sites no larger than one hectare.

7.3 The District Council satisfies this requirement through the site allocations alone. 47 of the 70 housing and mixed use site allocations are no larger than one hectare and are allocated for a total of 1,299 units (11.5% of the total housing requirement). Given that the focus on utilising brownfield land is embedded in the Local Plan strategy, the vast majority of the sites on the brownfield register have been allocated in the Local Plan, and therefore it is not deemed necessary to interrogate this dataset further.

8 Housing Requirement for Designated Neighbourhood Areas

8.1 The NPPF requires the District Council to "set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations" (para 65).

8.2 There are 11 designated neighbourhood areas within Sevenoaks District and the table below sets out the housing requirement for each, made up of the site allocations identified in the Local Plan.

Designated neighbourhood area	Housing requirement (includes site allocations but excludes planning permissions and windfall allowance)	Relevant site allocations (taken from policy ST2 in the Local Plan)
Ash-cum-Ridley parish	154	<p>ST2-37 – New Ash Green Village Centre, New Ash Green</p> <p>ST2-38 – The Manor House, North Ash Road, New Ash Green</p> <p>ST2-39 – The Forge, Ash Road, Ash</p> <p>ST2-40 – Oast House Nursery, Ash Road, Ash</p>
Badgers Mount parish	166	<p>ST2-43 – Chelsfield Depot, Shacklands Road, Badgers Mount</p> <p>ST2-45 – Calcutta Club and Polhill Business Centre, London Road, Badgers Mount</p>
Chevening parish	100	ST2-57 – Fort Halstead, Crow Drive, Halstead (partial – approx 33% of site)
Edenbridge town	422	<p>ST2-29 – Station Approach, Edenbridge</p> <p>ST2-30 – Open space at Stangrove Estate, Crouch House Road, Edenbridge</p> <p>ST2-31 – Kent & Surrey Driving Range, Crouch House Road, Edenbridge</p> <p>ST2-32 – Edenbridge & District War Memorial Hospital, Mill Hill, Edenbridge</p> <p>ST2-33 – Land South of Four Elms Road, Edenbridge</p> <p>ST2-34 – Land east of Bray Road, Edenbridge</p>
Halstead parish	197	ST2-44 – Land west of the roundabout, London Road, Badgers Mount

		<p>ST2-54 – Highfield Farm and Knocka Villa, Crow Drive, Halstead</p> <p>ST2-55 – Deer Leap Stud Farm, Knockholt Road, Halstead</p> <p>ST2-56 – Oak Tree Farm, London Road, Halstead</p> <p>ST2-57 – Fort Halstead, Crow Drive, Halstead (partial – approx 33% of site)</p>
Hextable parish	274	<p>ST2-58 – College Road Nurseries, College Road, Hextable</p> <p>ST2-59 – Egerton Nursery, Egerton Avenue, Hextable</p> <p>ST2-60 – Oasis Academy, Egerton Avenue, Hextable</p> <p>ST2-61 – Rowhill Farm, Top Dartford Road, Hextable</p> <p>ST2-62 – Top Dartford Road, Hextable</p>
Otford parish	7	<p>ST2-41 – Otford Builders Merchants, High Street, Otford</p>
Seal parish	150	<p>ST2-13 – Sevenoaks Quarry, Bat and Ball Road, Sevenoaks (partial – approx 25% of site)</p>
Sevenoaks town	1,126	<p>ST2-1 - Delivery and Post Office / BT Exchange, South Park, Sevenoaks</p> <p>ST2-2 - 5 Crownfields, Sevenoaks</p> <p>ST2-3 - 15 St Botolphs Road, Sevenoaks</p> <p>ST2-4 - School House, Oak Lane and Hopgarden Lane, Sevenoaks</p> <p>ST2-5 - Johnsons, Oak Lane and Hopgarden Lane, Sevenoaks</p> <p>ST2-6 - Sevenoaks Hospital, Hospital Road, Sevenoaks</p>

		<p>ST2-7 - Sevenoaks Community Centre, Otford Road, Sevenoaks</p> <p>ST2-8 - Cramptons Road Water Works, Sevenoaks</p> <p>ST2-9 - Sevenoaks Gasholders, Cramptons Road, Sevenoaks</p> <p>ST2-10 - Sevenoaks Town Council Offices, Bradbourne Vale Road, Sevenoaks</p> <p>ST2-11 - Sevenoaks Adult Education Centre, Bradbourne Road, Sevenoaks</p> <p>ST2-13 - Sevenoaks Quarry, Bat and Ball Road, Sevenoaks (partial - approx 75% of site)</p>
Shoreham parish	0	N/A
Swanley town	747	<p>ST2-16 - Swanley Centre, Nightingale Way, Swanley</p> <p>ST2-17 - Bevan Place, Swanley</p> <p>ST2-18 - Bus Garage and Kingdom Hall, London Road, Swanley</p> <p>ST2-19 - The Woodlands, Hilda May Avenue, Swanley</p> <p>ST2-20 - White Oak Leisure Centre, Hilda May Avenue, Swanley (as part of a leisure centre replacement programme)</p> <p>ST2-21 - Land between 16 and 32 Alder Way, Swanley</p> <p>ST2-22 - Former Birchwood Primary School, Russett Way, Swanley</p> <p>ST2-23 - Upper Hockenden Farm, Hockenden Lane, Swanley</p> <p>ST2-24 - Harringtons Nursery, Highlands Hill, Swanley</p>

		ST2-25 – Swanley Village Nursery, Swanley Village Road, Swanley Village ST2-26 – Land rear of Cedar Lodge, Wood Street, Swanley Village ST2-27 – Land south of Wood Street, Swanley Village
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9 Conclusion

- 9.1 The Local Plan identifies the site allocations required to meet the development needs of the District. This paper has set out how these site allocations are expected to be delivered over the plan period 2019-35, including the justification for increasing densities, phasing rules, and the NPPF requirements in relation to small sites and designated neighbourhood areas.