

Tunbridge Wells Borough



Tunbridge Wells Borough Council

Strategic Sites Topic Paper for Pre-Submission Local Plan

March 2021



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1.0 Introduction

- 1.1 This Topic Paper explains the background to the proposed Strategic Sites which are set out in Section 5.0 of the Local Plan.
- 1.2 It provides an overview of the approach taken by Tunbridge Wells Borough Council (TWBC) in allocating two strategic settlements over the Local Plan period to accommodate a significant amount of the borough's housing need. It sets out the relevant background information on each Strategic Site, before summarising the approach to both masterplanning and identification of the requisite infrastructure required to deliver both settlements in line with Garden Settlement principles. The approach to the viability and deliverability is summarised before conclusions are set out on how associated policies are framed in the Local Plan.
- 1.3 This Topic Paper should be read in conjunction with other evidence studies and documentation (e.g. DLA's Masterplanning and Infrastructure Study, the Development Strategy Topic Paper (which covers Green Belt matters), Housing Supply and Trajectory Topic Paper, and the Sustainability Appraisal). All supporting documents referred to throughout this document can be found under [Supporting Documents](#) on the Council's Local Plan web page.

2.0 Background Context

- 2.1 This section looks to set out the relevant background context to the allocation of the strategic sites to provide important context to the discussion elsewhere in the Topic Paper.

Overview of Development Context

- 2.2 In order to meet the development needs for the borough (housing, employment, retail, cultural and leisure) in full, in line with the National Planning Policy Framework (NPPF, paragraph 11), the development strategy in the Local Plan includes the allocation of a new garden settlement at Tudeley Village, and an urban extension to Paddock Wood, including land in east Capel. These new and expanded settlements will deliver a substantial proportion of the borough's housing development needs over the Plan period, as well as providing a stream of development beyond the current Plan period. Both will be delivered in line with garden settlement principles.
- 2.3 The Development Strategy Topic paper provides a detailed explanation of why this approach to meeting the borough's development needs; in particular, housing was considered appropriate. The detail is not repeated here; however, the Council fully considered a range of different development options, against the recommendations within the evidence base documents and the Sustainability Appraisal, to inform the proposed development strategy. It is considered that the strategy progressed in terms of the strategic sites provides a sustainable solution in meeting the housing need.
- 2.4 It is also recognised that the delivery of strategic sites can present a significant opportunity for the delivery of significant infrastructure and betterment to existing settlements. TWBC's strategy not only seeks to meet an identified need but seeks to do so in a way that will positively transform this part of the borough.
- 2.5 In order to provide the new garden settlement at Tudeley Village, and to extend Paddock Wood into land within east Capel to the west, land will need to be released from the Green Belt. The Development Strategy Topic Paper provides the relevant detail on the contribution this land makes to the purposes of the Green Belt, and the harm arising from its release. It also sets out clearly the exceptional circumstances which facilitate the release of the land, principally, housing need, in accord with the requirements of the NPPF, paragraph 136.

The Strategic Sites

Paddock Wood and east Capel

- 2.6 Paddock Wood is a medium sized town, located to the north of the borough, with an existing population of around 10,000. It is served by a railway station, and the compact town offers a range of retail, community, and business uses to serve local needs (both for residents within Paddock Wood and the surrounding rural hinterland). The vast majority of the existing housing is located to the south of the railway line, along with the town centre, with employment uses the predominant land use to the north.
- 2.7 The strategic expansion of Paddock Wood includes land to the north, east, and west; the latter falling into Capel parish. The land within Capel parish is currently Green Belt land and the Plan proposes its release from the Green Belt to facilitate this growth.
- 2.8 It is proposed that the expansion of Paddock Wood and east Capel will accommodate around 3,490-3,590 dwellings (the vast majority, 3,450 within the western and eastern parcels and indicated on Map 27 in the Local Plan). This will almost double the size of the existing settlement. Around 1,500 dwellings will be located to the north of the railway line, which presents an important consideration in the masterplanning for the growth in this location, as dealt with later in this Topic Paper.
- 2.9 It is worth noting that around 1,000 dwellings have been granted planning permission on land to the south and east of Paddock Wood in recent years. This includes land at Mascalls Farm (413 dwellings), Mascalls Court Farm (375 dwellings) and Church Farm (309 dwellings). These permissions are currently being implemented and whilst these schemes are considered as part of the overall context of the masterplanning work, these developments are separate to the housing numbers identified through the masterplanning study.
- 2.10 Land to the west is constrained in fluvial flood risk terms. The site includes large areas of areas in Flood Zone 3 and some in Flood Zone 2. Currently, due to limited flood capacity along the Tudeley Brook where it flows under the railway line, excessive flows run eastwards along the railway embankment in to existing built environment and the town centre. A key objective of the strategic masterplanning for Paddock Wood and east Capel is to deliver betterment to flooding.
- 2.11 There are currently four housebuilders who are promoting four separate parcels of land within this allocation: Crest Nicholson and Dandara (the western parcel); and Redrow and Persimmon (the eastern parcel).

Paddock Wood Town Centre

- 2.12 Paddock Wood Town Centre is a compact centre, to the south of the railway line. It sits below Royal Tunbridge Wells in the retail hierarchy, serving a local service

need. Commercial Road provides the main retail and service provision, and the centre is anchored by a Waitrose foodstore. Barsleys department store provides an important comparison retail draw to the centre, supported by a range of smaller retail and service uses providing for day-to-day shopping needs.

- 2.13 The planned growth around Paddock Wood (including land in east Capel) and Tudeley Village (see below), which is 2 miles to the west, provides an important opportunity for ambitious investment into the town centre. This will enhance the town centre's role in the borough as a local service centre, meet the needs of the additional residents the town centre will serve, and ensure new growth is assimilated fully into the town.

Tudeley Village

- 2.14 Tudeley Village is a proposed new garden settlement planned on land in Capel parish, approximately two miles to the west of Paddock Wood and two miles to the east of Tonbridge. The 170 hectare site is to be released from the Green Belt to deliver 2,800 new homes, of which 2,100 will be delivered over the plan period.
- 2.15 Tudeley is an existing hamlet, to the west of the village of Five Oak Green.
- 2.16 A railway line dissects the site, east to west, and accessibility over the railway line to create a sustainable new community has been integral to the development of a masterplan for this new settlement.
- 2.17 The High Weald AONB lies to the south of the proposed allocation, beyond the B2017 which forms the southern boundary of the proposed settlement.
- 2.18 Within the site there are three listed buildings; also, a number of listed buildings adjoin the site boundary. These heritage assets have informed the masterplan in line with the statutory tests and guidance in the NPPF.
- 2.19 The majority of the site lies within Flood Zone 1, with a small parcel to the north east in Flood Zone 2.
- 2.20 The site falls into one single ownership: The Hadlow Estate. The Hadlow Estate owns a large amount of land beyond the boundary to the proposed settlement which has helped inform decisions on the provision of linkages and betterment to land outside the allocation. This has included the provision of land for active travel links and the means to provide flood management (downstream from the Hadlow land) beyond the site boundary.

Objectives for the Strategic Sites

- 2.21 Paragraph 72 of the NPPF is clear that the supply of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns. This is provided they are

well located and designed and supported by the necessary infrastructure and facilities.

- 2.22 The Council has taken on board the requirements of paragraph 72 in its approach to planning for the two strategic sites within the borough, as detailed in the proceeding chapters and summarised at Section 8.0. In particular, the approach taken ensures the developments provide for the appropriate infrastructure and ensure sufficient access to services and employment opportunities within the sites themselves.
- 2.23 The Council is also committed to delivering the two strategic growth sites in line with the garden settlement principles, as established and refined by the Town and Country Planning Association (TCPA). The identification of the sites and assessment through the Sustainability Appraisal, masterplanning work, and policy wording have all been carried out with the garden settlement principles in mind.
- 2.24 Expanding on this, the brief which formed part of the invitation to Tender for Masterplanning Services (please see Section 3 for details of this) set out that the development of the land around Paddock Wood and east Capel would be delivered on garden settlement principles and this should be integral to the formation of a Masterplan. Accordingly, the Masterplan has these principles embedded to ensure sustainable communities are delivered.
- 2.25 Through the key Policies in the Local Plan relating to the delivery of the Strategic Sites (STR/SS1, Land at Paddock Wood and east Capel; and STR/SS3, Tudeley Village) it is a policy requirement that development within these strategic sites embeds the garden settlement principles, and schemes need to demonstrate consideration of the associated key qualities as outlined by the TCPA and included within the supporting text.

Summary

- 2.26 National Planning Policy Guidance recognises that new settlements and significant extensions to existing towns or villages, can provide a good opportunity to accommodate significant levels of housing growth in a sustainable manner. Having identified the proposed locations in the borough for accommodating housing growth in a strategic nature, through the Call for Sites which informed the Regulation 18 consultation and associated Sustainability Appraisal, the following Chapters sets out the work undertaken to inform the policy consideration for their inclusion in the Local Plan.

3.0 The Approach Taken

- 3.1 Once the development strategy had been agreed in terms of progressing with two garden settlements through an extension to Paddock Wood and east Capel, and a new settlement at Tudeley Village, TWBC undertook a period of collaborative working and additional evidence base gathering. The purpose of this was first to inform and to ensure, prior to allocation with the Local Plan, that these sites could deliver the number of dwellings being included within the Policy, and all the associated infrastructure to deliver sustainable garden settlements. In addition, and fundamentally, the work needed to demonstrate good prospects of deliverability.
- 3.2 The approach to this is set out below.

Strategic Sites Working Group

- 3.3 The Strategic Sites Working Group (SSWG) is a forum that facilitates collaborative working in the delivery of the two strategic sites.
- 3.4 It was established July 2019, following the finalisation of the Regulation 18 Draft Local Plan which set out the approach to growth around Paddock Wood and east Capel, and Tudeley Village. All site promoters were invited to participate, along with a representative from associated community groups (Capel Parish and Paddock Wood Town Councils), Borough ward members, relevant neighbourhood planning groups, adjoining local planning authorities to the site (Tonbridge and Malling BC, and Maidstone BC) and other statutory consultees and infrastructure providers including Kent County Council (KCC) Highways, Education and Planning; Highways England, the Environment Agency, The Kent and Medway NHS Clinical Commissioning Group, Southern Water and Network Rail. A full list of group participants is attached at Appendix 1.
- 3.5 It was made clear at the outset that the growth around Paddock Wood and east Capel, and Tudeley Village, would only be delivered through the Local Plan if both were comprehensively masterplanned, as new (and expanded) strategic settlements, to ensure a holistic approach to development. It was advised that both strategic sites would be delivered in line with garden settlement principles, acknowledging that these carry a higher infrastructure burden. From this early stage, site promoters were advised that accordingly, they may need to reconsider site options and prepare for the potential use of equalisation agreements in order to achieve ambitious, but reasonable, objectives sought.
- 3.6 Meetings are held monthly, providing a round table forum to update and discuss key items in progressing the strategic sites through the Local Plan and beyond. All members have agreed to work positively and proactively in moving the sites forward

(albeit, notwithstanding an 'in principle' objection to the growth in Capel parish held by Capel Parish Council).

Strategic Sites and Delivery Team

- 3.7 Appreciating the resources which would need to be dedicated to delivering these two strategic growth sites through the Local Plan and beyond, over the Plan period, a need was identified to create a Strategic Sites and Delivery Team within TWBC's planning department. The focus of this team is to help drive forward these sites, working with the relevant stakeholders. The post of the Strategic Sites and Delivery Team Leader was filled in spring 2020 and from February 2021, the team comprises the Team Leader, a Lead Principal Planning Officer and two Senior Planners to provide the appropriate resources accordingly.

Working with adjacent local planning authorities

- 3.8 Once the location of the two new settlements was identified, it was apparent that the developments, due to their strategic nature, would have an impact on two nearby boroughs: Tonbridge & Malling Borough Council and potentially Maidstone Borough Council.
- 3.9 Accordingly, and in line with the guidance within the NPPF in relation to both new settlements (including urban extensions) (paragraph 72) and the Duty to Cooperate (paragraph 24), TWBC engaged with both authorities from the outset to ensure open lines of communications and discussions on key elements of the proposals. As noted above, officers within the Planning Policy department of both local authorities attend the Strategic Site Working Group. Further, separate meetings have been held on matters of particular interest such as active travel and highways. This is in addition to regular discussions as part of the Duty to Cooperate as set out in the Statement of Common Grounds with both authorities.

Evidence base requirements

- 3.10 The additional evidence base documents required to ensure that the inclusion of the two strategic sites within the Local Plan would be sound were identified either at an early stage before the Regulation 18 consultation, or in some instances informed by representations received through the Regulation 18 consultation.
- 3.11 Having been satisfied both sites were available for development, the next stage was to ensure confidence that sustainable settlements could be created in these locations, along with the requisite infrastructure and services, to be ultimately reflected in policy. This required a detailed assessment of the sites' opportunities and constraints, reflected through a comprehensive masterplanning exercise.

- 3.12 Alongside this, it is essential that there is confidence that the developments are deliverable. This ultimately means they are viable and there is a strong likelihood of these coming forward to meet the Council's housing needs over the plan period. It is recognised that whilst strategic sites can provide a significant proportion of the Council's housing need, any risk to delivery would ultimately impact the provision of housing in the borough over the plan period, and more significantly than a higher number of smaller allocations. It is therefore imperative that the Council has a robust evidence base on which to base its policy making and decision to proceed with these strategic sites in the Pre-Submission Local Plan.

Tudeley Village Delivery Strategy

- 3.13 The Hadlow Estate commissioned its own Masterplanning Study, as detailed in the Tudeley Village Delivery Strategy. This exercise was led by Turnberry Consulting with input from a consultant team including CPZ CoDesign, Brook Murray Architects, EnPlan, Applied Ecology, Andrew Cameron & Associates, Orion Heritage and WSP. The Delivery Strategy sets out the comprehensive approach taken to masterplanning Tudeley Village, along with detailed aspirations for the new settlement and how these can be realised and safeguarded in perpetuity. Information is provided on how the settlement will be delivered on the ground, along with details of phasing and stewardship.

Masterplanning and Infrastructure Study

- 3.14 The Council commissioned a Masterplanning and Infrastructure Study for the Strategic Sites in August 2019, following an advertisement for Tender for Masterplanning Services. A copy of this invitation is enclosed at Appendix 2.
- 3.15 David Lock Associates (DLA), a nationally renowned masterplanning practice, was appointed to undertake this work. DLA is supported by Stantec, JBA and SQW.
- 3.16 The purpose of this study is twofold. The first element is the provision of a Structure Plan for Paddock Wood and east Capel. Similar to the aims of the Tudeley Village Masterplanning Study, the Structure Plan seeks to identify through a comprehensive masterplanning exercise, the capacity of the expanded settlement around Paddock Wood and east Capel, in terms of the number of dwellings, level of non-residential floorspace, and the location and provision of key infrastructure within the settlement.
- 3.17 The second element is the delivery of a Strategic Site Infrastructure Framework to identify the infrastructure capacity requirements stemming from both the Strategic Sites: Paddock Wood and east Capel; and Tudeley Village. DLA has broken this into three scenarios: i) both Paddock Wood and east Capel coming forward; ii) just Tudeley Village; and iii) just Paddock Wood and east Capel. This element provides advice on the deliverability of the growth planned, with specific regard to the different parcels being promoted by the four separate housebuilders as outlined in Section 2.0 of this Paper, and the different options including terms of equalisation or similar between two or more parties.

- 3.18 As noted above, the team led by DLA comprised Stantec who led on highways and utilities matters, and JBA who led on flood matters. Stantec has produced an Access and Movement report, which sets out the highway infrastructure requirements to mitigate the growth for both strategic sites. It has also prepared a baseline review of utility services for both sites. This has been developed in conjunction with PJA who has completed a Local Cycle, Walking and Infrastructure Plan for the Council; and SWECO who has carried out the Transport Assessment modelling for the Local Plan as a whole.
- 3.19 JBA has undertaken additional modelling on flood risk matters to inform this strategic site work. JBA prepared the Council's Level 1 and 2 Strategic Flood Risk Assessment to inform the Local Plan and so are well placed to prepare this additional modelling.
- 3.20 These reports are appended to the Masterplanning and Infrastructure Study.

Viability Testing

- 3.21 Dixon Searle was appointed by TWBC in 2019 to prepare a Stage 1 Viability Assessment to inform the Regulation 18 Stage Local Plan. Following the production of the Infrastructure Framework by DLA, Dixon Searle was appointed to incorporate the identified infrastructure costs into its viability model to understand if the strategic sites were viable.

Summary

- 3.22 The work TWBC commissioned to ensure the progression of two strategic sites to provide a large proportion of its housing need is a sound approach, and the steps taken to ensure a robust approach is outlined above. The next sections set out the results of this work and draw conclusions accordingly.

4.0 Paddock Wood & East Capel

- 4.1 As summarised above, DLA has prepared a Structure Plan for the expansion of Paddock Wood including land in east Capel. This section summarises the methodology used in masterplanning the site, the key considerations, the various options considered and the outcome. The section also details the assumptions made in terms of phasing and delivery.

DLA's approach

- 4.2 The Masterplanning and Infrastructure Study prepared by DLA comprises an explanation of the methodology undertaken to complete the masterplanning exercise, to provide robust evidence to underpin the Local Plan, along with the key outputs and recommendations. This Topic Paper does not seek to repeat the detail which can be found in this document. Instead, it draws key conclusions into a summary below to set out context to the decision process taken by TWBC in the inclusion and framing of the policies for Paddock Wood and east Capel.
- 4.3 It is evident from the DLA study that a detailed understanding of the land which forms part of the growth around Paddock Wood and east Capel has been obtained which has informed the production of the Structure Plan. DLA was able to complete site visits (in line with Covid-19 restrictions during the Summer 2020) to understand fully the site constraints and opportunities which has fed into the masterplanning. This, along with a full desk-top review of the factors which will influence the successful planning of growth in this urban extension such as flood risk, landscape considerations, existing linkages and land use features such as the railway line, enabled a full understanding of the existing parameters the masterplanning work had to consider.
- 4.4 Further, DLA was provided with and reviewed a comprehensive range of technical reports which had been prepared by the land promoters of the residential parcels to date (as part of site promotion and to support Regulation 18 consultation submission) to provide further detailed background context. In addition, meetings were facilitated between DLA and the site promoters to allow for a transparent dialogue to take place over the promoters' aspirations and key deliverables for the site (including "expected" housing numbers and delivery).
- 4.5 Whilst the land ownership information was provided to DLA so it had a clear understanding of who would deliver each parcel, it took an "ownership blind" approach to masterplanning the growth. This ensures the expansion fully maximises the development potential in terms of securing the important garden settlement principles, providing the key infrastructure in the right locations, and ensuring the plan successfully looks at the creating an integrated settlement which responds to and relates properly to the existing settlement at Paddock Wood.

- 4.6 As part of the information gathering stage, DLA held technical workshops to which key service providers, statutory consultees, site promoters and community representatives were invited. These were divided into workshops on green and blue infrastructure, community well-being and transport and movement to deal with all the key issues in a succinct and organised manner.
- 4.7 A community engagement event was also held during this stage of the process. Borough ward members, Paddock Wood Town Council, Capel Parish Council and Save Capel, a local campaign group, were amongst the invitees. This was held virtually and provided an opportunity for views to be considered. DLA also undertook its CHLOE masterplanning toolkit which, as set out in the Masterplanning and Infrastructure Study, provides an opportunity for the community representatives to be involved in a masterplanning exercise to begin to understand the approach taken when planning in this way.
- 4.8 Following the comprehensive review of the background information, and receipt of the technical considerations, DLA commenced masterplanning the settlement to identify the site capacities and delivering a framework for a sustainable development in this location. The starting point, as set out in the Brief and reflected in the Regulation 18 consultation Local Plan, was the objective to seek to deliver 4,000 dwellings through the sustainable expansion of Paddock Wood, including land in east Capel, based on garden settlement principles.

Key outcomes

Various options

- 4.9 The masterplanning process led to the emergence of a number of options for the proposed new settlement which DLA presented to officers at TWBC for discussion and consideration. The options identified were all within the same allocation boundary which was agreed following the Regulation 18 Consultation on the Local Plan.
- 4.10 A number of factors determined the appropriate development layout and density considered by DLA in the formation of the Structure Plan. This included landscape and Green Belt considerations, and access to the highway, but the principal influencing factor was the flood risk constraints which cover parts of the allocation, particularly within the western parcel.
- 4.11 In this respect, the starting point was to focus development using a proportionate application of the sequential test in flood risk terms i.e., the majority of residential development in flood zone 1, with some in flood zone 2 where there was confidence in site specific flood mitigation ensuring this was acceptable.
- 4.12 Flood modelling has progressed on this basis, and the outcome is appended to the Masterplanning and Infrastructure Study. It is considered that this offers an appropriate solution (Option 1).

- 4.13 This provided net deliverable areas which would provide around 3,450 dwellings on land within both the western and eastern parcels, as shown on Map 27 in the Local Plan.
- 4.14 A scenario was run with residential development in Flood Zone 1 only (Option 3). This provided fewer dwellings, 2,840, and was considered unnecessary in the context of planning guidance on locating development in appropriate flood zones. It was considered the previous option (Option 1) provided for more sustainable development and better maximised the use of the site, whilst providing a sufficient level of housing to support the requisite infrastructure delivery needed to support this strategic site. Further details of this set out in Section 7.0.
- 4.15 DLA also looked at an option of seeking to provide closer to the 4,000 dwellings identified within the Regulation 18 Draft Local Plan (Option 4). This sought to closer meet this development target through the application of significantly higher development densities. This still “only” delivered 3,835 dwellings and was not considered by Officers to offer an appropriate response to the surrounding context.
- 4.16 The second key determinant to the Structure Plan layout relates to the location of the proposed sports hub. DLA calculated that c. 10 hectares of land would be required to provide an appropriate provision of both indoor and outdoor sports facilities to meet the demand stemming from the growth being planned in this location. It was considered that providing this holistically in one location offered a better solution and enabled residents, both existing and new, to benefit from a new sports hub which would benefit from the concentration of facilities in one location.
- 4.17 There were two identified locations within the strategic allocation which are known to be available, and which could accommodate the required 9-10 ha of land to provide for the sports hub: land to the southwest of the western parcel, and land to the north of the western parcel (Option 2). Both had advantages and disadvantages, and provided for the same schedule of land uses, just configured differently. However, on balance it was considered the sports hub should be located to the west. This land is to the south of the railway line; better serving the existing settlement and large proportion of the new growth planned: removing the need to navigate the railway line. It was also considered in landscape and Green Belt terms the sports hub can play a greater role in retaining the green separation between the expanded town of Paddock Wood and villages within Capel.

Preferred Structure Plan

- 4.18 As set out above, a review of four options resulted in the decision to proceed with Option 1 which provides for 3,450 dwellings on the western and eastern parcels. A further 40-140 dwellings are identified as being capable of delivered on the Barth Haus site to the north of the town centre.
- 4.19 Accordingly, DLA shaped the Structure Plan in terms of the associated infrastructure requirements. With primary school provision, the aspiration in line with the garden settlement principles is to ensure all primary schools are easily accessible by non-car modes. Through consultation with KCC Education, it was

originally deemed necessary for 6 FE primary school provision to be provided to meet the need. DLA proposed three 2FE primary schools to be integrated within the new settlement: one in the eastern parcel, and two in the western parcel (one to the north of the railway line and one to the south). This provision was later reduced down to 4 FE by KCC (in part as a result in the reduction of overall housing from 4,000 at Regulation 18 stage to approximately 3,500 (Option 1)), and so the primary school in the southern part of the western parcel was removed. To facilitate additional provision, if required, it is recommended that land is safeguarded around the primary school on the western parcel to enable expansion to 3FE.

- 4.20 With regard to secondary school provision, there is a need for 8FE (including Tudeley Village) as confirmed by KCC. Land is safeguarded for a 2FE extension to Mascalls Academy which is located to the south of Paddock Wood, along with the provision of a new 6FE secondary school at Tudeley Village (See next chapter).
- 4.21 Three local centres are proposed (two in the western parcel, to the north and south of the railway line respectively, and one within the eastern parcel). These are situated close to the centre of new neighbourhoods, in close proximity to the primary schools where provided, and at key intersections of the active movement network. These centres will provide a top-up shopping role, in line with sustainable settlement principles, rather than to divert trade from Paddock Wood town centre. It is considered these three neighbourhood centres should provide around 2,000 sqm commercial floorspace in total given the number of new dwellings and resultant expenditure (Please see Tunbridge Wells Retail, Leisure and Town Centre Study Update 2021 for the relevant detail on how this floorspace has been derived). It is envisaged that the local centre to the north of the western parcel may be larger in scale due to its comparative remoteness from the existing town centre, and slightly poorer mobility options due to the railway severance. This may provide the opportunity to accommodate a medium size foodstore which is considered appropriate.
- 4.22 Significant new land for employment uses is identified within the northern parcel of the settlement. It is intended that this will be delivered as Class E(g), B2 and B8 uses.
- 4.23 In line with the need arising through the Local Plan, two sites are identified within the new settlement to provide gypsy and traveller pitches: one on land to the north of the railway line on the western parcel, and one within the eastern parcel. Location remains flexible.
- 4.24 Factored into the Structure Plan is the ability to provide a doctors' surgery. The provision of this has been discussed through engagement with the Kent and Medway NHS Clinical Commissioning Group. This can be accommodated within the town centre, one of the Local Centres or adjacent to the sports hub which could be co-located to serve the local community.
- 4.25 The sports hub, as discussed above, allows for a combined indoor and outdoor sports offer which could include a six lane, 25m swimming pool and learner pool, four indoor courts, health and fitness gym and two studios. In terms of outdoor

facilities, this could offer football and rugby grass pitches, a hockey pitch, a 3G football pitch and MUGA.

- 4.26 Key to ensuring a successful, integrated, urban expansion to Paddock Wood, including on land in east Capel, and ensuring the garden settlement principles are embedded, is permeability. The preferred Structure Plan has a well-considered, integrated, transport solution including both vehicular, and active travel options for pedestrians and cyclists. The latter has been informed through discussions with PJA who is undertaking the Borough's Local Cycling and Walking Infrastructure Plan (LCWIP). This includes a town wide system of paths and cycles routes linking out of the town to nearby villages and leisure routes such as the Hop Pickers trail. These on-site paths are no more than 500 metres apart and orientated to move people conveniently into the town centre and within neighbourhoods towards schools, local centres and open space. A route has been identified to accommodate an electric hopper bus (or another form of sustainable transport solution which may have evolved over the course of the local plan period), to connect the new settlements to Paddock Wood town centre, the railway station and employment areas. The use of bus gates is proposed to restrict through vehicle movement, so neighbourhood can operate on the principles of low traffic neighbourhoods, with good pedestrian and cycling grids but with managed vehicular movement.
- 4.27 To the east of Paddock Wood, land is currently being developed by Countryside Properties to provide approximately 300 dwellings. This benefited from planning permission prior to the commencement of the masterplanning work, and a layout has been approved. However, Countryside is working with TWBC to seek to achieve a bus and active travel link through its site towards the land being promoted by Redrow to ensure the network of bus links is complete. An update on this will be provided as part of the Hearing Statements.
- 4.28 The existing railway line acts as a barrier to movement across the railway line. To facilitate accessibility to the new neighbourhoods and employment sites to the north; a new north-south pedestrian and cycle bridge is proposed over the railway line to the west of the town, and adjacent to the Maidstone Road bridge in the town centre. Improvements are also sought to the pedestrian bridge across the railway line to the north east of the existing settlement.
- 4.29 As noted above, flooding presents a constraint which has had to be managed through the masterplanning process. Planning strategically, however, also presents the opportunity for infrastructure to be provided which will provide betterment to the residents in the existing town. Raised platforms of c. 1 metre have been modelled and costed for around 11 ha of development on the western parcel. This raises the land of some residential parcels above flood levels to ensure floodwaters remain outside of, and flows directed around, residential areas. Targeted flood embankments are proposed within the north east and south western areas of the western parcel, protecting the urban areas and the town. Both these measures have the effect of moving flows around the town through the north-western site towards the Medway. Further, to the north a large area of open space is retained to provide additional floodwater storage, in line with modelling in the SFRA. This large area of

open space is also available to store water in the event of inundation from the Medway floodplain to the north, and prevents water ingress into the residential areas to the south which may be experiencing floodwaters from the southwest simultaneously.

- 4.30 This open space to the north has the potential to provide a county-level 'wetland park', on around 25ha of land to the north of Paddock Wood which could be transformed into a natural space providing habitat and biodiversity improvements based around water. Walking paths, information boards and educational opportunities, as well as lunchtime leisure for employment area workers, would provide an attractive facility for the town out of a functional piece of occasionally employed infrastructure.
- 4.31 The eastern parcel is less constrained in landscape and flood risk terms, and accordingly development capacity within the eastern parcel is optimised. Open space to the east is limited to smaller pocket parks, village greens and more formal spaces. Access to the wider countryside is provided via a series of walking links and rural lanes. The former Hop Picker's Line provides a connection, both physically and in relation to local heritage, and development on the eastern parcel will be expected to integrate into, and improve, this important pedestrian and cycle link.
- 4.32 Land to the west has a much larger proportion of large, natural open space incorporating water management, natural habitats and views. This reflects the landscape and existing character of the area, with long views towards the north and south. This area also comprises land which is to be released from the Green Belt, and accordingly, significant amounts of structural planting to form a strong and defensible new edge and boundary to the Green Belt is considered appropriate in line with the recommendations of the Green Belt Study prepared by LUC (please refer to this document, and the Development Strategy Topic Paper for further detail).
- 4.33 The setting of the High Weald AONB has been considered in line with the recommendations in the AONB Setting Analysis Report prepared by HDA, which is an evidence base document to the Local Plan. In line with this advice, development at the north-eastern side of the eastern parcel has been limited, and development at the south end is recommended to be reduced in density and scale, with structural planting to break up the perceived development impact from the AONB.

Land use and capacity

- 4.34 As noted above, the Structure Plan for Paddock Wood and east Capel provides for 3,450 new homes across the western and eastern parcels. This is based on an average density of between 35-38 dph. This is considered an appropriate density to be applied to development in this area. There is also potential for between 40-140 dwellings on land to the north of the town centre at the Barth Haas site; along with at least 30 residential units in the town centre.
- 4.35 A total of 91 ha of residential land is indicated. 1.5 ha of mixed-use land (of which c. 5 ha for primary school provision), and 138.5 ha of open space.

Phasing

- 4.36 It is anticipated that the four main housebuilders will be on their sites in a broadly simultaneous manner, in response to market conditions.
- 4.37 For the purposes of consistency with assumptions used in the wider Local Plan viability testing, housing delivery trajectories are assumed to match those within the Local Plan with around 300 dwellings being delivered per year across parcels towards the medium/ long term (2025 onwards). This equates to four outlets delivering one market home per week, plus commensurate affordable housing provision. This is considered a reasonable expectation for large strategic sites, as confirmed by DLA in its masterplanning work and is in line with the delivery expectation of the four main housebuilders at this time. Further information on housing trajectory is detailed within the Housing Supply and Trajectory Topic Paper).

Paddock Wood Town Centre

- 4.38 The proposed growth around Paddock Wood is likely to double the population of the town from present levels. There will also be a significant increase in the provision of employment land. Such levels of growth demand a holistic understanding of what this might mean for the function, form and opportunities for the town centre. If planned for properly, growth could underpin viable new services and an increase in activity and vitality within the town centre. Maximising this opportunity is seen as integral in ensuring the whole town benefits from the growth planned around Paddock Wood, and an integrated new garden settlement is delivered.
- 4.39 As part of its instruction, DLA prepared a masterplanning framework to maximise the opportunities for regeneration and development in the town centre. This work is detailed in the Paddock Wood and East Capel High Level Masterplans Document.
- 4.40 The Structure Plan prepared for the planned growth around Paddock Wood aims to provide good pedestrian and cycling connections to Paddock Wood town centre, and to ensure that new neighbourhoods are positively connected to the town centre without creating alternative centres within the town. This approach aims to strengthen the core and provide a critical mass for new services. The compact nature of the town supports an active travel-led movement strategy to bring people into the town centre.
- 4.41 As noted above, growth to the west of the town has the potential to provide fluvial flood betterment to the town centre. This will facilitate increased residential development in the town centre. Residential uses encourage activity and enhance vitality, whilst maximising sustainable travel opportunities by offering dwellings close to buses and rail transport. The masterplanning work for the town centre identifies capacity for at least 30 dwellings to be provided within the town centre.

- 4.42 Further opportunities have been identified within the town centre, including an enhanced public realm around the station, improved accessibility across the railway line and improved connections east to west. The provision of a flexible work hub to meet the evolving demand for flexible working which have intensified as a result of the Covid-19 pandemic has been identified. It is considered appropriate for this to be located in the town centre so the increase in footfall this would generate would enhance the centre's vitality and viability.
- 4.43 The illustrative masterplan prepared by DLA identifies key interventions, access and movement considerations, character areas with potential precedents and potential for land use clusters. It also provides advice on implementation and delivery. This work will be taken forward as an SPD as required through the associated policy in the Local Plan (Policy STR/SS 2) and detailed in Section 8.0 of this Paper.

Summary

- 4.44 Through the comprehensive masterplanning work undertaken by DLA, there is an appropriate and well considered structure plan for the growth around Paddock Wood and east Capel. This provides a sustainable expanded settlement of 3,490-3,590 new dwellings, along with the associated infrastructure, with solutions identified to ensure the integration of the settlement into the existing community at Paddock Wood. The existing flood constraints are well understood, and appropriate solutions incorporated into the masterplanning work. This will ensure the whole settlement benefits from being transformed into a garden settlement.
- 4.45 The advice and work undertaken by DLA has informed the approach to the policy within the Local Plan, as summarised in Section 8.0.

5.0 Tudeley Village

- 5.1 The Hadlow Estate appointed its own masterplanning team to prepare and deliver a masterplan and delivery strategy for development of a new garden settlement, Tudeley Village. This approach, which differs to the approach for Paddock Wood and east Capel (led by the Local Planning Authority), was considered appropriate. The proposals are being delivered by one single landowner, who has appointed an extremely reputable team to help deliver its vision to create a completely new settlement. The masterplanning work relates to the settlement as a whole and the team provided the necessary comfort that it would look at the masterplanning with a strong focus on meeting the garden settlement principles. As detailed in Sections 6.0 and 7.0, the assessment on the requisite infrastructure and viability was led by the team appointed by TWBC to ensure an impartial, complete and robust assessment was made.
- 5.2 This section draws the key conclusions from this work undertaken by The Hadlow Estate, and summarises the vision and form of the new settlement, which has evolved through a process of engagement with TWBC.

The Hadlow Estate's vision and approach

- 5.3 From the outset, The Hadlow Estate has been unequivocally clear about its vision for the new community to be created at Tudeley Village. It has drawn its laudable inspiration from new communities such as Poundbury, Dorset; Tregunnel Hill, Truro; and Tornagrain, Chapelton (Scotland). As a longstanding landowner in the area, the Estate has provided housing and jobs for people in the area for many years. It is keen to ensure a long-lasting legacy is created from a new settlement at Tudeley Village through the provision of high quality, well-built homes, workplaces and community spaces for the next generation of local residents. Its vision centres around the concept of a landowner-led, mixed use project with a strong focus on long term stewardship.
- 5.4 Following the inclusion of a new settlement at Tudeley Village in the Regulation 18 consultation version of the Local Plan, The Hadlow Estate progressed work on the formation of a masterplan and delivery document to seek to demonstrate to TWBC that the site could be delivered to provide an appropriate level of new housing and accompany infrastructure to create a sustainable garden settlement for inclusion in the Regulation 19 Stage of the Local Plan.
- 5.5 The intention had been to hold a week-long public Charette in March 2020, but this had to be cancelled due to the Covid-19 pandemic. This would have provided a community-based planning workshop, comprising an intensive series of meetings, design sessions, presentations and consultations.
- 5.6 In place of this, the Estate ran a four-day ticketed consultation exhibition for stakeholders and members of the public at a venue in Royal Tunbridge Wells town

centre in October 2020. The event outlined the emerging masterplan and included details of a technical analysis, Kent settlement context and wider precedent inspiration and analysis.

- 5.7 The masterplan work has a strong team behind it providing confidence in the approach taken. With the design team led by Andrew Duany of DPZ CoDesign (who co-founded the Congress for the New Urbanism) and Brook Murray Architects (town architect at Chapeldown), a comprehensive site analysis was undertaken to inform the development of the masterplan. This is fully detailed in the Tudeley Village Delivery Strategy.
- 5.8 Underpinning the design is a range of technical specialities including highways, ecological and heritage.

Key outcomes

The Masterplan

- 5.9 The Tudeley Village Masterplan provides for 2,800 dwellings on 170 ha of land. It comprises distinct neighbourhoods organised around a Village Centre.
- 5.10 The Village Centre, located around the existing Bank Farm buildings, will provide the main commercial uses to anchor the settlement. The commercial uses will be accompanied by appropriate service uses and employment spaces, to meet the day to day needs of the residents. The Village Centre will be supported by three neighbourhood parades, offering a smaller commercial offer to provide facilities within easy walking distance, in line with the sustainability aspirations.
- 5.11 In total it is anticipated that around 8,250 sqm of commercial floorspace, and 2,750 sqm of office floorspace will be delivered within the settlement. This level of floorspace is considered appropriate to deliver enhanced internalisation of trips, and to create a sustainable community. This approach delivers a higher floorspace to that set out in the Tunbridge Wells Retail, Leisure and Town Centre Uses Study Update, which applies a formulaic approach to the provision of floorspace based on the number of households and available expenditure. However, it is strongly advocated through the Delivery Strategy that this level of floorspace is required to deliver a genuinely vibrant place, which is well supported reducing the need for trips outside of the settlement. This internalisation of trips is embedded within national planning policy which seeks to create sustainable new settlements when delivering new homes in this way (NPPF, paragraph 72).
- 5.12 With regard to primary school provision, through discussions with KCC, it has been identified that there is a need for a 2 FE primary school on the site (with land to be safeguarded for potential expansion to 3FE if required), and the masterplan locates this next to the village centre. It is also anticipated that there will be a private nursery on land adjacent.

- 5.13 A 6FE secondary school is proposed on land to the east of the settlement, in close proximity to Capel Primary school. This will meet the need of the growth planned across both strategic growth sites – see para 4.20. The site of the secondary school has changed following Regulation 18 consultation on the plan; it was originally proposed on land to the west of Tudeley Village, towards Tonbridge. However, following consultation feedback on this site the secondary school site has been relocated. Following detailed consideration through the Regulation 18 consultation KCC Education in particular raised concern that it would be difficult to provide a school on the ground due to topography, and it was located on the wrong side of Tudeley away from the catchment it is seeking to serve.
- 5.14 Its location next to Capel Primary school, on the eastern side of Tudeley (and therefore closer to the Paddock Wood and east Capel strategic growth site) is considered preferable. It also provides opportunities for shared facilities, if considered appropriate.
- 5.15 With regard to open space, this is integrated throughout the settlement with both informal and formal provision. Many of these spaces are derived from natural features including the ponds which are the focal point of the village centre and pockets of ancient woodland which are incorporated into the green network.
- 5.16 Whilst not located in an area constrained by flooding (the majority of the site is in flood zone 1), the masterplanning work recognises that flooding is a concern locally confirms the Hadlow Estate will develop a strategy for flood management that not only addresses flooding and surface water management issues that may arise from the development, but also looking at ways to add to flood mitigation measures for the surrounding local area to provide betterment. Sustainable Drainage Systems and Natural Flood Management measures are integrated into the masterplan. Water attenuation ponds, swales and other features can also benefit other considerations, for example, having positive ecological values, supporting biodiversity net gain and providing opportunities for education, water quality management and recreation amenity. Natural Flood Management measures are also being considered across the wider Hadlow Estate (beyond the allocation boundary) to assist in holding back flood water in ghyll tributaries in the wider area. Further information on this will be provided as part of the hearing statements.
- 5.17 The land at Tudeley Village will be released from the Green Belt through the Local Plan process. The masterplanning seeks to provide robustly defined boundaries to the remaining Green Belt between Tonbridge, Tudeley Village and Paddock Wood to prevent urban sprawl, neighbouring towns merging with each other and safeguarding the countryside from encroachment in the long term as required through national planning policy (NPPF Paragraph 134). The edge of the land to be removed from the Green Belt follows natural lines and other boundaries in the land (i.e., existing shaws, ditches and roads) to provide a defensible boundary. As such, the land to be released from the Green Belt doesn't directly reflect the allocation boundary i.e., it has been appropriate to release some smaller areas beyond the proposed settlement boundary to provide a new and strong Green Belt edge. This is in line with guidance in the NPPF (paragraph 139).

- 5.18 Compensatory improvements to the Green Belt have also been considered by the Hadlow Estate through the masterplanning work, in line with the requirements when releasing land from the Green Belt as set out in the NPPF (paragraph 138). These are to be refined with TWBC later in the process through the development of Supplementary Planning Documents (see Section 8.0 for approach to SPDs), but could include (and not limited to) improvements to existing hedgerows on either side of the B2017; planting new hedgerows in fields to the south of the AONB with the potential to replicate historic field patterns; promotion of permissible paths to PROWs, improvements to small shaws and woodland south of the B2017 in the AONB. As noted, the Hadlow Estate owns extensive landholdings beyond the site of the new settlement which makes the prospects of securing such compensatory improvements (which is a policy requirement) to the remaining Green Belt strong. An update on the measures to be taken forward will be provided as part of the Hearing Statements.
- 5.19 In heritage terms, there are three listed buildings within the site, and a number of listed buildings adjoining the site boundary. These heritage assets have been assessed through the masterplanning study, and the constraints and opportunities these present are well understood. The layout of the scheme has considered these accordingly. For example, setbacks are planned around the Grade I listed All Saints Church, as well as the protection of other heritage assets and important views. It is also recognised that heritage considerations extend to the natural world i.e. remnants of traditional orchards adjacent to All Saints Church and the B2017 will be maintained; and Ancient Woodlands protected.
- 5.20 The Delivery Strategy recognises that a clear and legible transport network and movement hierarchy is essential to the planning of a sustainable new settlement. The masterplan seeks to create places that allow for all modes of travel in a balanced manner, and can ensure the test of time. With sustainability as the key driving principle, the creation of a pedestrian-friendly, walkable community with opportunities for residents to travel around the village and into the surrounding area without relying on the private car has been a key objective in the masterplanning of Tudeley Village. Pedestrian and cycle routes will be promoted and prioritised, in line with the key principles of creating a garden community. The proposed settlements are structured around a series of walkable neighbourhoods and a bus route, aimed at helping to activate centres and create viable retail and commercial spaces.
- 5.21 As with the masterplanning at Paddock Wood and east Capel, the Hadlow Estate has entered into discussions with TWBC's Local Cycling and Walking Infrastructure Plan consultant, PJA, to enable these active travel routes to be integrated beyond the site boundary, into the green network. For example, a completely offline route has been identified by the Hadlow Estate on land within its control to provide a cycle and pedestrian link from Tudeley Village westwards to Tonbridge. From the village centre, it is estimated that the journey time by cycle to Tonbridge rail station using this link could be 22 minutes. The provision of such routes will help facilitate the modal shift from car to more active travel routes you would seek to plan for a new village to be sustainably located and delivered on garden settlement principles.

Land use and capacity

- 5.22 The total size of the proposed Tudeley Village is 170 ha. The site capacity assessment undertaken through the comprehensive masterplanning work has identified a developable area of 95 ha. This developable area includes space for housing and associated uses (access road, private gardens, car parking, incidental open space and children's play areas).
- 5.23 2,800 dwellings are proposed to be delivered, applying an average density of just under 30 dph. A mix of dwelling sizes are considered including 1-bed to 5-bed units), and in line with the Regulation 19 policy approach, 40% affordable housing provision assumed.

Phasing

- 5.24 As detailed in the Tudeley Village Delivery Strategy, the approach to phasing is to deliver the maximum number of new homes each year, whilst seeking to ensure each generation of new residents will experience a true sense of place and enjoy living in a place like Tudeley Village.
- 5.25 Six phases are defined, with Phase 1 comprising development at the south west of the site with a new access point from the B2017 Five Oak Green Road to provide an entrance road running eastwards towards the first neighbourhood centre.
- 5.26 In terms of trajectory, it is anticipated the development could deliver 150 units for the first 10 years from 2025/26, increasing to 200 units per year thereafter. 2,100 units will be delivered over the plan period, with the residual 700 being delivered beyond this.

Summary

- 5.27 The masterplanning work undertaken by The Hadlow Estate, provides a clear and robust approach to the delivery of a new garden settlement providing 2,800 dwellings along with the associated infrastructure and transport links. The impact on the remaining Green Belt is well understood, and there is confidence that there are good options in the provision of compensatory improvements to the remaining Green Belt through the delivery of this new settlement.
- 5.28 The advice and work undertaken by The Hadlow Estate has informed the approach to the policy within the Local Plan, as summarised in Section 8.0.

6.0 Infrastructure Framework

- 6.1 The delivery of successful strategic sites requires new infrastructure to mitigate the impact of planned development. Further, this infrastructure needs to be planned comprehensively, delivered in a timely manner, funded through the development and seek to contribute to a step change in transport modal shift to align with garden settlement principles.
- 6.2 This section sets out the approach taken to establishing the required infrastructure framework and summarises the necessary infrastructure to mitigate the impact of the proposals including both on and off-site works.

Approach

- 6.3 As set out in Section 2.0, TWBC appointed DLA to prepare an Infrastructure Framework to identify the infrastructure provision for the Strategic Sites. This provision encompasses two areas: 1) infrastructure required to mitigate the impacts on existing areas of development; and 2) infrastructure that is required to ensure the new development meets the Plan's policy objectives and the garden settlement principles.
- 6.4 Whilst the masterplanning work for Paddock Wood and east Capel, and Tudeley Village were carried out separately, it was considered from an early point that the provision of infrastructure needed to be approached in an integrated manner. With the Strategic Sites being near each other geographically, the preferred approach was for one framework to be prepared for both sites. It was also considered important that this process was led by TWBC to ensure its policy objectives were met.
- 6.5 The Framework was prepared through engagement with land promoters of both sites and through discussions with key stakeholders including KCC Highways and Education. The initial starting point was the formation of a baseline position from a review of draft Local Plan policy, KCC policy, and KCC highway schemes. In addition, the masterplanning has helped establish a list of required improvements to highways and sustainable travel infrastructure to support the proposed Structure Plan.
- 6.6 The Infrastructure Framework is included in the Masterplanning and Infrastructure Study prepared by DLA, and it sets out fully the approach taken and provides an analysis of the different options across environmental, social, economic, policy and other factors.
- 6.7 As requested in the brief for the work, DLA has approached the Infrastructure Framework under three scenarios: a scenario for just Paddock Wood and east Capel coming forward; one for just Tudeley Village; and one for both. This provides

a complete framework for reference depending on the outcome of the Local Plan examination.

Infrastructure requirements

- 6.8 The key items of identified infrastructure to mitigate the growth proposed at Paddock Wood and east Capel, and Tudeley Village are identified below.

Colts Hill improvements

- 6.9 The A228 at Colts Hill, south west of Paddock Wood, has long been identified as a concern in the local road network. Given this is a key part in a triangle of routes that will enable movement arising from the strategic sites between Paddock Wood, Royal Tunbridge Wells and Tonbridge, highway improvements are considered essential.
- 6.10 The Regulation 18 Local Plan provided safeguarding for a wholly offline A228 strategic link (A228 Colts Hill Bypass). The route of the new section of highway (A228) has been subject to considerable historic assessment and has been safeguarded in previous Development Plans.
- 6.11 The primary reason for this bypass is to address highway safety issues. The KCC wholly offline scheme is priced at approximately £46 million.
- 6.12 The starting point in the consideration of the measures required to mitigate the highways impact arising from the Strategic Sites was the Colts Hill Bypass as originally proposed by KCC. However, as explained further in the next Section, the £46 million cost is a significant burden for new development to shoulder, and in line with Regulation 122 of The Community Infrastructure Levy Regulations (2010), any contribution to the cost of the bypass must meet the necessary tests, including being reasonably related in scale and kind to the new development.
- 6.13 In this respect, the Transport Assessment prepared by SWECO to inform the Local Plan recognises that the full KCC offline Colts Hill Bypass is needed to address pre-existing safety concerns, as well as a wider set of changes to the transport network in this part of Kent, including the proposed Lower Thames Crossing. This reinforces concerns that it would not be reasonable for the full cost of a bypass at Colts Hill to be funded through development alone, and the viability assessment confirmed that inclusion of the full £46million scheme would undermine viability and deliverability of the allocations.
- 6.14 It is recognised, however, that the safety concerns regarding the A228 at Colts Hill will be further exacerbated through the development, and as such, options to mitigate the impact should be considered and funding for improvement secured.
- 6.15 Alternative means of securing road safety improvements have therefore been explored, including the provision of online route improvements, and an offline/online

alternative route which would not be as costly and would achieve a lesser environmental and landscape impact than the wholly offline option.

- 6.16 The Infrastructure Framework provides a full analysis of the three options considered. Option 3 is recommended which is for a local bypass of Colts Hill. This effectively forms Phase 1 of the KCC Colts Hill Bypass scheme; offering a small offline loop to the north of the Alders Road / Crittenden Road Junction, and online improvements to the south. This offers the improvements in safety and capacity required to mitigate the impact development, but with a lesser environmental impact. Importantly, it is deliverable through the development of the strategic sites, and does not prejudice the delivery of the full KCC scheme in the future should funding be secured and there be a wider need identified for this outside of the Local Plan considerations.
- 6.17 It is advised that the provision of the Local Colts Hill Bypass (option 3) would be required should Paddock Wood and east Capel scheme come forward, with or without the development at Tudeley Village. Improvements to the A228 should factor in connections to the Five Oak Green Bypass as set out below.

Five Oak Green bypass

- 6.18 Five Oak Green is a village located to the east of Tudeley Village and west of Paddock Wood. It is constrained in the centre of the village for traffic flows, and the growth proposed through the Strategic Sites would increase traffic along the B2160 through the village.
- 6.19 The Transport Assessment prepared by SWECO identifies the need for a bypass of the village to alleviate issues largely caused by strategic development at Tudeley Village (and to a more limited extent the growth at Paddock Wood and east Capel).
- 6.20 It is therefore recommended that should Tudeley Village come forward, a link road is provided to reduce highway trips through Five Oak Green. The link road, which is around 1.1-1.2km in length, would need to join the A228 near Colts Hill.
- 6.21 The scheme option, as identified on Maps 33 and 34 in the Local Plan, assumes an alignment that avoids flood land, ancient woodland, and seeks to minimise the number of landholdings through which it passes.

Flood alleviation at Paddock Wood and east Capel

- 6.22 The flood constraints on land in east Capel are well understood, and the Structure Plan has been shaped with full consideration of this through discussions with the Environment Agency.
- 6.23 The provision of on-site mitigation is preferred and has been incorporated into the Structure Plan, to ensure this can be delivered within land controlled by the site promoters, and therefore carries a greater degree of certainty that mitigation can be achieved as part of the development. As summarised in Section 4.0, the Structure Plan shows that potential surface water flooding can be managed through the

integration of green infrastructure and open space, as well as the provision of land for SUDs. Further detail is expected to be provided as part of the Hearing statement to inform the examination.

Sports and recreation

- 6.24 The baseline review found that there is a detailed list of sports and recreation requirements for Paddock Wood. For example, an indoor and outdoor sports hub, swimming pool, new sports pitches and improvements to existing facilities.
- 6.25 The cost of providing all these items was a contributing factor in the original assessment that the Paddock Wood and east Capel scheme was unviable (See Section 7.0). It was therefore necessary to consider alternative, more affordable options for the delivery of sports facilities, while recognising the potential loss of social benefits to providing both new and improvements to existing facilities.
- 6.26 The preferred option was therefore to provide a combined sports and leisure hub, which could provide an indoor swimming pool, indoor and outdoor sports pitches. This option provides for economies of scale and is therefore more economical in viability terms. It also offers benefits to users being located together.

Other items

- 6.27 The above summarises the key items of infrastructure identified as being required to facilitate the growth of the Strategic Sites. However, there is an extensive list of all items of required infrastructure as detailed in the Masterplanning and Infrastructure Study prepared by DLA. This paper does not repeat this full list, but to confirm this includes a comprehensive schedule of highway, sustainable transport, education, health, water, utilities, green/grey/blue and cultural items.

Delivery assumptions

Phasing of infrastructure

- 6.28 DLA has applied a series of common assumptions about phasing based on successful experience of delivery of strategic scale sites. There is a recognition that strategic sites require a patient approach to delivery and capital returns. Early phases require significant investment in non-cash generating items such as access roads, open space, drainage and local centres. Early investment and delivery of infrastructure can make a significant difference to quality of place, realised values and sales rates, if essential facilities and attractive open spaces are ready for first occupation.
- 6.29 DLA has applied assumptions to the phasing of key items of infrastructure. These have been used to inform the detailed infrastructure lists presented in its report and applied to the strategic phases of development in the viability testing.

Costs

- 6.30 The cost estimates used to underpin the Infrastructure Framework and viability analysis have been taken from a range of information sources, and through discussions with the Hadlow Estate in terms of the on-site provision within Tudeley Village.
- 6.31 The Infrastructure Framework was informed by a detailed cost schedule of all the identified infrastructure measures. This provides a robust itemised list to facilitate discussions on developer contributions moving forward.
- 6.32 The Framework also identifies all the cost sources and estimates used for the schedule produced, which appear reasonable at this point of the process.

Summary

- 6.33 The Infrastructure Framework prepared by DLA, which is included within the Masterplanning and Evidence base document, identifies a complete and fully costed schedule of infrastructure required not only to mitigate the impacts of development, but to also ensure the new development meets TWBC's policy objectives and the garden settlement principles.
- 6.34 The next section provides an overview of the viability modelling undertaken, as informed by these costs and assumptions, in determining whether these strategic settlements are deliverable.

7.0 Viability and Deliverability

Viability

Approach to viability

- 7.1 Dixon Searle was commissioned by TWBC to prepare a two-stage viability assessment to inform the Local Plan, ensuring the policies within the Local Plan are viable. Stage 1 focused on the policies and standards both in the Local Plan, and set nationally, that may have cost implications for development including affordable housing provision and thresholds. Stage 2 looks specifically at the viability of the strategic site allocations considered to be key to the overall delivery ambitions of the Plan, whilst also addressing where necessary any changes required to policy since the publication of the Stage 1 report.
- 7.2 Strategic sites such as those being promoted at Paddock Wood and east Capel, and Tudeley Village, play an important role in the delivery of sustainable housing to meet the needs of the local plan area over the plan period. However, it is important that there is confidence in their deliverability, as failure to deliver would have significant implications on the housing land supply. The conclusions drawn by Dixon Searle has been imperative in reaching the conclusions to include both these sites in the Local Plan. It would not be appropriate to pursue the sites' allocation if the schemes are not deemed affordable, capable of delivering policy compliant measures including key infrastructure and affordable housing, or if they cannot generate an acceptable level of developer profit (without which there would no incentive to build).
- 7.3 Details of the methodology and key assumptions taken by Dixon Searle are set out in the Stage 2 report and not repeated here. Dixon Searle worked closely with DLA following the preparation of the Infrastructure Framework and associated cost schedule required for the delivery of both Strategic Sites. DLA has its own in-house viability team. However, for consistency with the wider Local Plan, TWBC's preference was to use Dixon Searle for this assessment. DLA and Dixon Searle worked collaboratively, sharing information in a positive and expeditious manner. This allowed for continuity of approach to both the masterplanning work and associated viability assessment.
- 7.4 As with all viability assessments to inform this stage of the Local Plan process, the viability model is by its very nature high level. The assumptions in the model reflect the policy and strategy direction of the Council as far as known at the time of undertaking the assessment. It is acknowledged by Dixon Searle that as with all viability assessments, small changes in assumptions can have a significant individual or cumulative effects on the residual land value or other surplus/ deficit

output generated. Long timescales in local plan development and implementation over which the economy and development climate are very likely to vary.

- 7.5 Dixon Searle was able to take the detailed schedule of costs that has been derived from the infrastructure framework prepared by DLA and input this into its viability model. It was an iterative process between DLA and Dixon Searle to reflect changes to the schedule as they emerged. From this, Dixon Searle ran the model alongside a number of sensitivity testing scenarios on the quantum of development and overall housing mix as set out in the report.
- 7.6 The assumptions that have been inputted into the model are chosen for consistency with other Local Plan viability assumptions. For example, the housing mix and sizes as set out in the Strategic Housing Market Assessment; sale prices as set out in the market baseline review identified by DLA; BCIS average build costs; and the delivery and delivery trajectory and phasing as set out in Sections 4.0 and 5.0.
- 7.7 The viability results are expressed as Residual Land Value (i.e. the value remaining for land purchase once all the costs of development (including infrastructure and affordable housing) have been deducted from the gross development value (sales values)), having also taken into account finance and a reasonable level of developer return). The RLV is then expressed in £ per hectare.
- 7.8 The RLV results are then compared with an indicated Benchmark Land Value (BLV). A BLV being the level of land value considered appropriate / required to bring forward a site for development. A figure of £250,000/ha is applied to the gross (whole) assumed site area in each case. This is considered appropriate.
- 7.9 When assessing the potential viability of a large strategic site, the results and the numbers produced all appear accurate; there is a false level of accordancy implied by the figures when looking at results that seem accurate to the single pound. The Council is aware these results remain high-level indications only and are based on the current assumptions. These are likely to change, as expected with any site of this scale. The timescales over which the delivery of these sites is scheduled to take place means the end result cannot possibly be known at this stage. The results of any viability process can only indicate a likelihood of delivery.

Viability results

- 7.10 As indicated below, Dixon Searle ran a number of options through the viability model, alongside the identified infrastructure list, in order to ascertain which options would be deliverable.
- 7.11 The first run of the model included an infrastructure list which was very comprehensive. This included a number of infrastructure items which would have been “nice to have”, but would have in reality, fallen beyond the scope of the CIL Regulations which require contributions sought from developments to be necessary and reasonable in scale to the development proposed. Namely, this included the full Colts Hill Bypass at a cost of c. £46million. For reasons set out in the preceding section, this scale of infrastructure is not considered to be a reasonable provision

from the scale of growth planned. Accordingly, an alternative solution has been identified and costed which mitigates against the capacity and safety issues relating to the growth.

- 7.12 In addition, a detailed list of sports and leisure requests were included in the initial infrastructure schedule, which fell beyond the scope of the growth planned. However, this scenario was modelled to understand the viability situation from this “worst case” (in viability terms) starting point.
- 7.13 The first run of the model, as perhaps expected, resulted in RLV results lower than the BLV applied. Accordingly, the list of infrastructure was refined to include the alternative Local Colts Hill Bypass Route, and the more proportionate sports and leisure facilities. It should be noted that the list of infrastructure at this point remained robust, and provides full list of items to ensure the creation of sustainable settlements with garden settlement principles embedded. It also provides for betterment for the wider community, including in terms of measures to reduce flood risk to the existing town, improved linkages across the railway, and sports/leisure facilities including a swimming pool.
- 7.14 Alongside the amended infrastructure schedule, different options for the Structure Plan for Paddock Wood and east Capel were run through the model. These options are summarised in Section 4.0, and included an option which applied a strict interpretation of the flood sequential test i.e development in flood zone 1 only. Given the flood modelling undertaken, and flood mitigation proposed within the settlement, this is considered unnecessary. However, it was important to consider all options whilst discussions with the Environment Agency remain ongoing. This reduced development capacity (2,840 dwellings) was the one iteration of the different scenarios applied by Dixon Searle, where the RLV result is lower than the BLV being applied (when applying 40% affordable housing).
- 7.15 Dixon Searle ran the model looking at the different capacities and varying affordable housing provision to understand the correct approach to take in policy terms. This included the policy compliant 40% (60:40 tenure split (social rent: intermediate), along with looking at both 30% and 40% affordable housing thresholds with various tenure splits.
- 7.16 The results show that with the exception of the Paddock Wood and east Capel iteration mentioned above at para. 8.14, all scenarios are viable when set against a benchmark land value of £250,000 per gross hectare. Accordingly, the Council is confident as it can be, at this moment in time, that the proposed Strategic Sites are deliverable in viability terms and can achieve the Local Plan policy target of seeking 40% of new homes to be affordable (with a 60:40 tenure split).

Deliverability

- 7.17 Whilst viability is a fundamental part of deliverability, when it comes to delivering sites of this scale, the consideration of whether the sites will be delivered must go further.

7.18 In this regard, discussions have been ongoing with the developers promoting sites within the strategic allocations in order to provide TWBC with the confidence that these sites are capable of delivering the significant levels of housing as set out in the Local Plan.

Land at Paddock Wood and east Capel

7.19 As identified in Section 2.0, in Land at Paddock Wood and east Capel, there are four principal housebuilders delivering the significant proportion of the planned housing in this location (3,310 units): Crest Nicholson; Dandara; Redrow and Persimmon. These housebuilders have all secured options on their respective sites i.e., the sites are available.

7.20 All have been heavily engaged in the Local Plan process particularly since 2018. Having undertaken their own due diligence work on the sites, in order to understand the context and scope for delivering development within each parcel, they have worked positively with DLA in the delivery of the masterplan for the planned growth.

7.21 The four housebuilders have also been part of the Strategic Sites Working Group since its formation in 2019. Through this forum, and ongoing engagement with TWBC, the Council has formed a positive collaborative relationship to deliver these sites around Paddock Wood including land in east Capel. As part of this ongoing dialogue, information has been provided on the likely timescales for the submission of planning applications for the respective sites, and anticipated timeframes for delivery on site. This has provided an appropriate level of comfort that the phasing assumptions as set out above are correct.

7.22 These developers are all experienced, reputable, national housebuilders who deliver large scale housing developments across the country and there is confidence in the delivery accordingly. Further, these developers all provide various different housing outputs and types, and accordingly the assumed delivery trajectory of 300 units per year is considered reasonable. The Housing Supply and Trajectory Topic Paper sets out further information in this regard.

Tudeley Village

7.23 The delivery of the garden settlement at Tudeley Village follows a different model to the land at Paddock Wood and east Capel, as fully detailed in the Tudeley Village Delivery Strategy.

7.24 As previously noted, the land which comprises the Tudeley Village allocation is under the single ownership of the Hadlow Estate. The Hadlow Estate is driving forward with the delivery of a new garden settlement in this location. It has heavily invested in delivering a high-quality masterplan, drawing on international expertise where it considers it can add value. This approach, along with the intention to provide a week-long charette in 2020, demonstrates a commitment to the process which is reflected in its Delivery Strategy.

- 7.25 A firm collaborative working relationship between the Hadlow Estate and TWBC has been established since the site was identified at Regulation 18 Stage of the Local Plan. Its planning consultant, Turnberry, has attended the Strategic Sites Working Group since its formation in 2019, and the development of the masterplan has been an iterative process with ongoing discussions with officers at TWBC.
- 7.26 The Delivery Strategy provides details on how the Estate will look to bring forward the development. It outlines a clear housing trajectory and a fully considered phasing plan in line with this. This provides confidence in the approach. It is acknowledged that housing delivery in the borough will be concentrated in and around Paddock Wood and Capel parish, based on current assumptions. As set out in the Review of Local Housing Needs report prepared by Icenii whilst this results in relatively high levels of housing delivery relative to what has been seen in Tunbridge Wells historically, considered against wider benchmarks it does not look unachievable from a market capacity perspective.
- 7.27 The Delivery Strategy goes even further, detailing its approach to land sales and how it will look to secure housebuilders to deliver parcels of development, whilst retaining control over quality. This long-term strategy has been properly considered, and given the team's experience of delivering similar strategic growth elsewhere in the country (e.g., Tornagrain) TWBC is satisfied that this approach is robust. The commitment and plan to secure long-term stewardship within the development, with stakeholder governance and collaboration being stated is central to the delivery of Tudeley Village and this is welcomed. This reflects the garden settlement aspirations the Council is seeking to achieve through the delivery of the two strategic settlements through the Local Plan.

Summary

- 7.28 The extensive masterplanning work for both Strategic Sites, and accompanying detailed infrastructure framework, has enabled a detailed high level viability exercise to be undertaken. This has confirmed, to the best of the Council's ability at this time, that both Strategic Sites are deliverable with a Local Plan compliant affordable housing threshold. This is without external funding, removing a key element of risk in the delivery of strategic sites. This does not mean that opportunities for external funding will not be sought to enhance the quality of these garden settlements accordingly.
- 7.29 Further, following ongoing discussions and collaborative working with the key site promoters and owners, the Council is adequately assured that these sites can be delivered over the plan period.

8.0 Local Plan Allocations

Introduction

- 8.1 The earlier chapters to the Topic Paper summarise the approach taken by TWBC, and significant work carried out, to provide confidence that allocating two Strategic Sites for the delivery of the large proportion of the borough's housing need over the Plan period is an appropriate strategy.
- 8.2 This evidence base work has informed the approaches to the policies for these new and expanded settlements, as summarised below.

National Planning Policy Framework

- 8.3 The starting point to forming Local Plan policies must be the guidance set out within the NPPF. With regard to strategic sites, paragraph 72 recognises that the supply of large numbers of new homes can often be best achieved through planning for large scale development, such as new settlements or significant extensions to existing towns, provided they are well located and designed, and supported by the necessary infrastructure. In doing so, strategic growth sites should:
- a. consider opportunities presented by existing or planned investment in infrastructure, the area's economic potential and the scope for net environmental gains;
 - b. ensure that their size and location will support a sustainable community, with sufficient access to services and employment opportunities within the development or in larger towns to which there is good access;
 - c. set clear expectation for the quality of development and how this can be maintained (i.e., following garden city principles) and ensure that a variety of homes to meet the needs of different groups in the community will be provided;
 - d. make a realistic assessment of likely rates of delivery, given the lead-in times for large scale sites, and identify opportunities for supporting rapid implementation; and
 - e. consider whether it is appropriate to establish Green Belt around or adjoining new developments of significant size.
- 8.4 The evidence base prepared for TWBC as summarised and referred to in this Paper, draws clear conclusions which support the above criteria a)-e). The two settlements are of a sufficient size and scale to provide a robust infrastructure package, not only to support the growth directly, but to the betterment of existing residents in existing villages and towns (namely Paddock Wood and Five Oak Green). The scale of growth and the manner in which they have planned means

the new settlements will be inherently sustainable, with good access to employment and services. Specifically, with Paddock Wood and east Capel, the masterplan seeks to ensure full integration with the existing town and seeks to ensure the town centre benefits from the increase in population it will serve. A separate masterplan being developed for the town centre will position it to respond positively to the growth, to enhance its vitality and viability.

- 8.5 From the outset, the growth has been planned with the garden settlement principles embedded and as summarised below, this expectation will be set firmly within the Local Plan policy. A mix of houses will be achieved in line with the approach set out for all housing in the Local Plan, and it has been demonstrated that 40% affordable housing provision should be viable. This will, together with other policies in the Local Plan such as Policy H6 (which requires 10% of homes to be suitable for the elderly), and H8 (which requires 5% of homes at Tudeley Village to be custom and self-built) ensure a variety of homes to meet the needs of different groups in the community.
- 8.6 Appropriate consideration has been given, as informed through discussions with the principal housebuilders and developers delivering the sites, to the proposed housing trajectory and this is considered reasonable. The Infrastructure Schedule for both sites also makes assumptions based on the information known at this time on phasing of development, and identifying key items of infrastructure to be delivered in the short to medium term. This provides a solid foundation to develop Section 106 and s278 Agreements to deliver the growth on the determination of planning applications.
- 8.7 Finally, full consideration has been given to the release of land from the Green Belt (both in terms of the harm to the Green Belt, and the exceptional circumstances which justify its release) and the best approach to establishing a new Green Belt edge around Tudeley Village, and to the west of land in Capel.
- 8.8 Accordingly, it is considered appropriate to include the allocations for the Strategic Sites.

Local Plan Policies

- 8.9 In order to be sound, Local Plan Policies must be, amongst other things, effective and justified (paragraph 35). The evidence base discussed in this Paper, and outlined above, demonstrates the inclusion of the sites are justified.
- 8.10 In terms of effectiveness, policies must be deliverable over the plan period. This goes beyond whether sites are “available and viable” to be delivered on the ground; policies as worded also need to be effectively applied to facilitate planning applications to come forward in line with other policies in the Plan.
- 8.11 It is recognised that the masterplanning work which informs the Strategic Sites is at a relatively high level. It is a robust exercise proportionate to plan making; it provides TWBC with enough confidence that the allocation can achieve the

quantum of units and floorspace as shown, along with the requisite infrastructure to deliver these new and expanded settlements in line with garden settlement principles. However, it does not go to the level of detail you would expect to be set out in a planning application.

- 8.12 Accordingly, the Structure Plan prepared by DLA for Paddock Wood and east Capel, and the Masterplan for Tudeley Village, are not fixed blueprints for the developments. However, they do establish critical elements which should be secured through the delivery of these strategic settlements.
- 8.13 The policy for each Strategic Site within the Local Plan (Policy STR/SS1: Paddock Wood and East Capel; and STR/ SS3: Tudeley Village) has been formulated with this approach as a starting point. The policies set the quantum of development of housing (as an approximate figure), the approach to housing mix and affordable housing provision. The associated infrastructure as identified through the Infrastructure Framework is integrated within the policy so the provision of these is secured. This is done in a manner which sets out the broad locations these should be provided, but seeks to allow flexibility within the parameters of the masterplans for these to be interpreted by the individual site promoters and developed through the production of Framework Masterplan SPDs (please see below). For example, within Paddock Wood and east Capel it is acknowledged that two 2FE primary school must be delivered, and identifies that one should be directed towards the western parcel (on land to the north of the railway line) and one on the eastern parcel, but does not stipulate any further policy requirements to their location beyond that. This approach is considered sufficiently flexible to enable development to come forward.
- 8.14 The Infrastructure Framework is also referred to in policy in relation to the developer contributions which will be sought towards developments within the Strategic Sites. This makes clear the policy requirement for development to contribute towards the successful growth of both settlements.
- 8.15 The Strategic Site policies clearly require the developments to embed garden settlement principles, to ensure it is clear to all developers that this is to be standard of development the Council is seeking to provide on this site, and builds on this set out in previous communication between TWBC since 2018. In line with this aspiration, there are separate criteria seeking to ensure the appropriate active travel links and the approach to seeking to ensure an exemplar scheme in terms of energy and climate change mitigation.
- 8.16 In terms of securing high quality design, the requirement for the schemes to be considered by a Design Review Panel is set out in the policies. It is considered that this approach would help achieve the best quality design for these new and expanded settlements and enable full consideration by an independent panel of design experts. TWBC understands the benefit that such panels can bring to securing community cohesion and develop trust in the commitment to delivering high quality new places. Design Codes will be considered and developed through the SPDs for each site to reflect the government's recent announcements and direction of travel moving forward.

- 8.17 Finally, in terms of delivery, the policy makes clear that proposals for piecemeal development of individual sites will not be supported, and if necessary, the Council will use its Compulsory Purchase Order powers to ensure the delivery of the appropriate masterplanned approach. For Paddock Wood and East Capel, it is also acknowledged that equalisation agreements are likely to be required. The Council considers the inclusion of this text is necessary to ensure the provisions to deliver the Strategic Sites is clear, and that there are mechanisms available to ensure the infrastructure provision as set out can be provided.

Supplementary Planning Documents

- 8.18 The policies relating to Paddock Wood and East Capel, Paddock Wood Town Centre and Tudeley Village all make provision for Framework Masterplan Supplementary Planning Documents (SPDs) to be prepared to develop further the established parameters and principles for development within the Local Plan. For Paddock Wood and east Capel it is expected that three SPDs will be produced; one for each parcel as shown on Map 27.
- 8.19 The SPDs are expected to set out guidance to show how the policy requirements, together with other policies within the Local Plan, should be delivered on the site. They will provide guidance on design (including the production of Design Codes), phasing and site access to ensure comprehensive redevelopment. The supporting text to the policy states these should be published ahead of planning permission being granted for any substantial development within the Strategic Sites, unless there are exceptional circumstances.
- 8.20 This approach allows further consideration to the scope of development to be established through planning policy, in line with the key policy requirements established in the Local Plan. It will also allow for continued engagement with the local community to further develop the proposals for these strategic sites. The Local Development Scheme (2021) sets out the timeframes for the production of these SPDs. It is anticipated that work will be carried out in 2021 to allow for final drafts to be available ahead of examination. In anticipation of the Plan being found sound, the Council would look to publish the SPDs shortly after adoption of the Local Plan. These timeframes will help facilitate planning applications coming forward and delivery of development within the Strategic Sites. This approach, therefore, is not envisaged to add any delays to the process.

Provisional Limits to Built Development.

- 8.21 The Local Plan defines Limits to Built Development (LBD) for each settlement within the Borough. The purpose of this designation is to indicate where development would be acceptable in principle, subject to other Plan policies. LBDs within the Plan do in some locations cut across allocated sites, excluding land for example, which should be retained as open space for landscaping purposes, or if covered by Ancient Woodland.

- 8.22 It is considered appropriate that both the extension to Paddock Wood (including land in east Capel) and Tudeley Village should have defined LBDs in a similar manner to the other settlements within the Plan. However, for the reasons outlined above, given the high-level approach to masterplanning for the purpose of Plan making, it is not considered that there is sufficient evidence to define these now.
- 8.23 One approach could be to simply align the LBDs to the settlement allocation boundary. However, it was considered that this approach would not align with the methodology to the application of LBDs elsewhere in the Plan; there are known areas where development would be resisted (Ancient Woodland; where a strong landscape buffer is required to mitigate harm to the setting of the Green Belt; or to create a strong Green Belt edge). On this basis, an assumed buffer has been applied to the proposed settlements. For Paddock Wood and east Capel this assumes a 20-metre buffer from the edge of the allocation in the most part to allow for sufficient landscaping, an approach which has been discussed with DLA (certain areas of the settlement see an increased buffer for the reasons set out above). For Tudeley Village, where the masterplanning is further progressed, a more distinct LBD has been suggested responding to the landscaping considerations for the developments which have already been formed.
- 8.24 Given the stage of the process and the further work which needs to be done, the LBDs for these Strategic Site are identified as provisional to allow for further detail to be considered and agreed at planning application stage. This may alter these boundaries accordingly. Following the grant of outline planning permissions, the LBDs for each settlement will be agreed and fixed through the five-year review of the Local Plan.

Summary

- 8.25 This section draws the conclusions from the work undertaken in relation to the Strategic Sites and provides context to the approach taken within the Local Plan to the policies relating to the growth around Paddock Wood (including east Capel) and at Tudeley Village. It confirms the allocation of these parcels are considered sound, as justified through the evidence base documents, and in line with the national policy contained at paragraph 72 of the NPPF.

9.0 Summary and Conclusions

- 9.1 This Topic Paper sets out the approach taken in reaching the position of including two Strategic Settlements within the Local Plan: the expansion of Paddock Wood and east Capel; and Tudeley Village.
- 9.2 Comprehensive masterplanning work has been undertaken on both sites, informed by a combined Infrastructure Framework, which provides confidence that the developments can be accommodated within the sites and delivered in line with garden settlement principles. Viability modelling provides sufficient comfort that, as far as possible, the Council can be confident the delivery of these settlements is viable and will not rely on external funding.
- 9.3 The policy has been framed in line with the evidence presented, and in a manner to secure the key infrastructure provision to achieve the high-quality investment being sought, whilst retaining sufficient flexibility to enable deliverability. A clear approach to taking forward the Local Plan policy through the development of SPDs is established.
- 9.4 TWBC has engaged positively with key stakeholders, including site promoters, in a collaborative manner; and this working relationship will continue as the Local Plan progresses and beyond to delivery of the sites on the ground. This positions the Council well to ensure the high level of growth, as set out in the Local Plan can be achieved over the Plan period.
- 9.5 Accordingly, it is considered a sound approach to include two strategic settlements within the Local Plan, as set out in Policies STR/ SS1 and STR/ SS3.

Appendices

Appendix 1: SSWG Distribution List

1. Barsleys Dept. Store
2. Barton Willmore (Agent representing Crest Nicholson)
3. Capel PC
4. Charterhouse
5. Countryside Properties
6. CBRE (representing Dandara)
7. Churchill Retirement
8. Dandara
9. Crest Nicholson
10. David Hickens Associates
11. Environment Agency
12. Gallagher
13. Highways England
14. Icefox Development Ltd
15. Judith Ashton Associates (representing Redrow and Persimmon)
16. KCC Education
17. KCC Flooding
18. KCC Highways
19. KCC Planning
20. Kember Loudon Williams (representing land at Tudeley Brook Farm)
21. Lambert and Foster
22. Network Rail
23. Paddock Wood TC
24. Persimmon Homes
25. Redrow
26. Southern Water
27. Turnberry Consulting (representing The Hadlow Estate)

28. TWBC: Ward Members
29. Tesco
30. Upper Medway Internal Drainage Board
31. The Kent and Medway NHS Clinical Commissioning Group
32. Maidstone Borough Council
33. Tonbridge and Malling Borough Council
34. Volatire Financial

Appendix 2: Masterplanning Tender Brief

Tender Specification

for the provision of

“Infrastructure provision for strategic sites (Tudeley Village and Land at Capel and Paddock Wood) and masterplanning of Land at Capel and Paddock Wood”

on behalf of

Tunbridge Wells Borough Council

Town Hall

Royal Tunbridge Wells

Kent

TN1 1RS

1.0 Introduction

Tunbridge Wells Borough Council ["TWBC"] is inviting suitably experienced consultants to tender to provide masterplanning services in relation to bringing forward two strategic sites within the borough.

The scope of services will be commissioned and managed by the Council and will be developed with input from key stakeholders, landowners, developers and other local representatives.

The scope of services will comprise evidence to support the Council's Draft Local Plan ["DLP"] which is progressing towards Regulation 19 consultation, through to and beyond adoption of the Plan, and information to provide the basis of Supplementary Planning Documents to help facilitate these strategic sites being delivered.

It is anticipated that the successful practice will have considerable experience working on large strategic settlements, and experience of delivering these based on the principles of garden communities, would be highly beneficial. The successful practice should be able to demonstrate an innovative and proven track record of high quality masterplanning and design solutions, bringing together residential, education, commercial and public open space, with a strong understanding of the necessary infrastructure to deliver new settlements.

The successful practice will be expected to interface and incorporate a range of services and surveys directly appointed by the Council, which will feed and inform each stage of the project. Consultants will be required to work closely with the Council on matters related to communications, consultation and commercial sensitivities.

The work is being commissioned and led by TWBC, with arrangements in place with developers and promoters to part fund this work. TWBC will pay the relevant fees, with arrangements in place for proportion contributions from developers.

2.0 Background

Planning Policy Context

TWBC is in the process of producing a new Local Plan.

Regulation 18 consultation was undertaken on the DLP¹ and accompanying Sustainability Appraisal² ["SA"] from 27th September – 15th November 2019. Various supporting documents fed into the preparation of the DLP (including evidence studies) and topic papers were produced providing further information on particular matters³.

Approximately 8,000 comments on different policies were made during this period, from approximately 2,000 representations. These comments, against the different sections and policies of the DLP (and the SA, topic papers and evidence studies), have been placed into comment tables⁴. TWBC Officers have summarised these comments, identifying the main issues from the representations, and setting out amendments/responses/further work that will be required as a result of the representations. This work is now completed.

¹ <https://beta.tunbridgewells.gov.uk/local-plan/draft-local-plan>

² <https://beta.tunbridgewells.gov.uk/local-plan/sustainability-appraisal>

³ <https://beta.tunbridgewells.gov.uk/local-plan/evidence>

⁴ <https://beta.tunbridgewells.gov.uk/local-plan/consultations>

It is recognised that there is significant further work to be undertaken ahead of the preparation of the Pre-Submission version of the Local Plan, Regulation 19 consultation on this and its submission. As a result of the analysis of the representations made at Regulation 18 stage there is the potential that some aspects of the DLP will change. Specifically, it is recognised that there is a need to address the considerable duplication between the “strategic” and “site allocation” policies for the parishes of Capel and Paddock Wood in the DLP: as such the references to policies set out below will differ in the Pre-Submission Version.

TWBC is progressing towards consultation on the Regulation 19 Stage (Pre-Submission) in March/April 2021. A revised Local Development Scheme⁵ [‘LDS’] has recently been published by the Council which anticipates submission to the Secretary of State in June/ July 2021. The plan period will extend to 2037, and the base year will change to 2020.

3.0 Strategic Sites

The DLP proposes the provision of a new standalone garden village at Tudeley and the significant expansion of Paddock Wood, as part of its strategy to deliver its housing need over the plan period. These settlements will be delivered on garden community principles, and will provide several thousand houses, employment provision and the need for significant infrastructure delivery.

The relevant “site allocation” policies in the DLP are AL/CA1, AL/CA2, AL/CA3, AL/PW1, AL/PW2, and AL/PW4, with the extent of these allocations indicated on the relevant DLP Policies Maps⁶, although it should be noted that some further land has been submitted during the course of the Regulation 18 consultation which could potentially be included. An “interactive map” is available on the TWBC website which indicates all the land submitted during the “call for sites” exercise, during the Regulation 18 consultation period, or after⁷. The extent of the allocations in the DLP and the additional land is indicated in **Appendix 1**.

Additional policy provision is set out in DLP policies STR/CA1 and STR/PW1.

Tudeley Village

Tudeley Village is a large site currently within the Green Belt, located between Tonbridge to the west, and Five Oak Green and Paddock Wood, both of which lie further to the east of the site. The land is under single ownership of the Hadlow Estate and is largely undeveloped. A plan showing the extent of land ownership will be provided on request.

The DLP proposes to release this land from the Green Belt to facilitate a new stand-alone settlement. The DLP envisages that 2,500- 2,800 dwellings will be provided, with around 1,900 to be delivered through the Plan period. Alongside this, the development should provide for appropriate employment, and a range of local services and facilities.

A new secondary school is also proposed on land owned by the same landowner as that encompassed through the Tudeley Village allocation. The DLP envisaged this on land to the east of Tonbridge/ west of Tudeley Village (Map 38, Policy AL/CA2), albeit alternative locations are being discussed with the Hadlow Estate, and these locations can be provided on request. The new

⁵ <https://beta.tunbridgewells.gov.uk/planning/planning-policy/local-development-scheme>

⁶

https://beta.tunbridgewells.gov.uk/_data/assets/pdf_file/0017/300608/Draft_Policy_Map_Booklet_Revised_September.pdf

⁷ <https://beta.tunbridgewells.gov.uk/planning/planning-policy/local-plan/evidence/resources/housing/strategic-housing-and-economic-land-availability-assessment>

secondary school will contribute to meeting the educational need arising from the two new settlements.

Tudeley Village is located within Capel Ward.

The Hadlow Estate is preparing its own masterplan for Tudeley Village. Along with its advisors, the Estate was planning to undertake a “charrette” in mid-March 2020 to inform its “vision” for the development of AL/CA1⁸. This was postponed as a result of the coronavirus pandemic. The Hadlow Estate is progressing with further work for the masterplanning of this site, and how it would tie in with the surrounding road and infrastructure network. An update will be provided upon appointment.

The relevant policies within the DLP include STR1 (part 3, pages 42 and 43), AL/CA1 (pages 159 – 162) and AL/CA2 (pages 163 – 164).

Land at Capel and Paddock Wood

There are various parcels of land around, and within, the existing settlement of Paddock Wood which have been submitted to TWBC through two “call for sites” in prior stages of the Local Plan, indicating that they are available for development. These are under the control of various developers, retailers, or land promoters.

The map in **Appendix 2** indicates the land ownership of land a) submitted in the two call for sites and included in the draft allocations, and b) submitted during/after the Regulation 18 consultation which may potentially be included in the draft allocations. TWBC can provide a plan showing the land ownership of the Town Centre area, on request.

Land to the north of Paddock Wood which lies in the administrative boundaries of Maidstone Borough Council [MBC] has also been submitted to MBC in its recent “call for sites”. This will be subject to MBC’s considerations as to whether this land is to be allocated in its emerging Local Plan. This land is not included in the brief, but in the event that MBC does take forward an allocation here, this would be subject to a further separate instruction.

The proposed allocation at Land at Capel and Paddock Wood currently comprises 12 separate parcels of land in different ownerships, as shown on Map 40 of the Site Allocation Policy AL/PW 1. These form extensive land parcels to the north, east and west of the centre of Paddock Wood. It falls within the Capel, Paddock Wood East and Paddock Wood West wards, and the parishes of both Capel and Paddock Wood (hence why the proposed allocations relate to the settlement of Paddock Wood, they are referred to as Land at Capel and Paddock Wood).

The allocation includes some land currently in the Green Belt, which would be released from the Green Belt through the Local Plan process. The allocation comprises mostly parcels of undeveloped land, although some existing built development is included.

There are also areas of ancient woodland within the allocation, and parts of it are included in the Environment Agency’s Flood Zone 3.

The DLP currently proposes approximately 4,000 new dwellings, a three pitch gypsy/ traveller site on the land proposed to be allocated, and within Paddock Wood town centre. Alongside this will be additional employment provision, provision of education facilities (extension to Mascalls Secondary School and new primary school provision), provision of a medical centre and green infrastructure (including open space and recreation).

⁸ <https://www.tudeleyvillage.co.uk/masterplan-charrette/>

The relevant policies within the DLP relating this allocation include Policy STR1 (pages 42 and 43), AL/CA3 (pages 165-168), AL/PW1 (pages 175 – 189), AL/PW2 (pages 190 – 191), and AL/PW4 (pages 194 – 195).

4.0 Masterplanning and Delivery

The DLP sets out clearly that these strategic settlements will be delivered through a masterplanned approach.

The strategic policies for Capel and Paddock Wood wards [Policies STR/CA1: pgs 156 – 158 and STR/PW1: pgs 170 – 173] both set out, inter alia:

“...Masterplanning and Delivery

1. The comprehensive masterplanning approach will require close liaison and involvement with local communities and organisations, infrastructure providers, statutory consultees, relevant landowners and developers, and county and neighbouring authorities, and will follow garden settlement principles. Proposals for the piecemeal development of individual sites will not be supported. The masterplanning approach will involve:

- *An overall strategic masterplan for the provision of infrastructure, which covers the parishes of Capel and Paddock Wood, and where relevant, those parts of adjacent parishes and authorities (i.e. with input from Tonbridge & Malling and Maidstone Borough Councils where it impacts on Tonbridge town centre and land to the north of Tunbridge Wells borough);*
- *A masterplan for the area proposed to be allocated under Policy AL/CA 1 (Tudeley Village), and;*
- *A masterplan for the area to be allocated under Policies AL/CA 3 and AL/PW 1, AL/PW2, AL/PW 4 and other existing areas of, and adjacent to, Paddock Wood (including on land between the A228 and B1260 Maidstone Road within Maidstone borough and any additional land required for flood storage/attenuation/mitigation);*
- *The creation and adoption of one or more Supplementary Planning Documents;*

2. The masterplanned approach will include planning for infrastructure strategically (taking account of development at both Tudeley Village and land at Capel and Paddock Wood) and determining the appropriate phasing of development, to be linked to the relevant delivery of infrastructure. Particular regard will be had to the strategic planning and delivery of infrastructure related to foul and surface water and transport;

3. It is highly likely that the delivery of development will require land equalisation agreements;

4. The Council will, if necessary, use its Compulsory Purchase Order powers to ensure the delivery of the appropriate masterplanned approach. ...”

This is linked to Policy STR3: pgs 48 – 49 on “*Masterplanning and Use of Compulsory Purchase powers*” and other strategic policies in the DLP.

5.0 Strategic Sites Working Group

TWBC has set up a Strategic Sites Working Group [“SSWG”], to which all developers with control over land within the proposed allocations, infrastructure providers, key consultees, representatives of the Town and Parish Councils (and their neighbourhood planning groups), officers from Tonbridge and Malling Borough Council [“TMBC”] and Maidstone Borough Council [“MBC”], and TWBC Ward Members are invited. This meets on a monthly basis (usually first Wednesday of the month). The purpose of this group is to help facilitate the significant work being undertaken ahead of the Pre-Submission version of the Local Plan (Regulation 19 Stage) and its submission; and the progressing of the masterplanning work, to which this invitation to tender relates.

All members of the SSWG have agreed to work positively and proactively together, on a comprehensive basis, although it is recognised that Capel Parish Council has “in principle” opposition to the proposed allocations in the DLP. Due to the potential commercial sensitivity of the discussions at the SSWG the minutes of these meetings are not public, although a summary is agreed of each meeting which is publicly available. The minutes will be provided to shortlisted consultants/consultancies on a confidential basis.

A key element of work will be to liaise with the developers, promoters and landowners for the various proposed allocation sites, and their agents/consultants. It is anticipated that the SSWG, and sub-groups within this, are the most appropriate forum to undertake this. In particular, it will be necessary to liaise with TWBC and the landowner of the land proposed to be allocated at Tudeley Village and its agents/consultants regarding the work, and timing of that work, to be undertaken on the ongoing masterplanning of that site.

6.0 Neighbourhood Plan Position

The parishes of Paddock Wood and Capel are designated as (separate) neighbourhood plan areas. Information on the emerging Paddock Wood Neighbourhood Development Plan [“NDP”] is available on the Town Council’s website⁹ and on the TWBC website¹⁰. Given the recent designation of the Capel Parish neighbourhood area¹¹ there has been limited work on this.

TWBC met with Capel Parish Council (CPC) in April 2020: at that meeting it was apparent that CPC is still developing its understanding of the NDP process, and its thoughts on how to take this forward. TWBC provided information to the PC, and will be able to update as matters progress.

There is no dedicated webpage on the CPC website regarding the NDP. However, Agendas¹² and Minutes¹³ for the Neighbourhood Plan Working Party meetings are available.

7.0 Tender Invitation

TWBC is inviting tenders from suitably experienced and qualified consultants/consultancies to (in summary) prepare, in accordance with an agreed timetable:

⁹ <http://www.paddockwoodtc.kentparishes.gov.uk/paddock-wood-neighbourhood-plan/>

¹⁰ <https://beta.tunbridgewells.gov.uk/planning/planning-policy/neighbourhood-plans/paddock-wood>

¹¹ <https://beta.tunbridgewells.gov.uk/planning/planning-policy/neighbourhood-plans/capel>

¹² <https://capel-pc.org.uk/document-category/agendas/>

¹³ <https://capel-pc.org.uk/document-category/minutes/>

1. An overall strategic framework for the provision of infrastructure (hereafter referred to as the Strategic Sites Infrastructure Framework);
2. A Land at Capel and Paddock Wood Structure Report and Plan; and
3. High level parcel masterplans for the area to be allocated under policies AL/CA 3 and AL/PW 1, AL/PW2, AL/PW 4¹⁴.

For 3), the areas to be included within the masterplan may need to include other existing areas of, and adjacent to, Paddock Wood and any additional land required for flood storage/attenuation/mitigation. If any additional land is to be included (and that is only likely to be land between the A228 and B1260 Maidstone Road) this will be agreed ahead of work commencing.

In terms of the Tender Specification outlined below, 1) above is included as part of Area of Work 1 (Infrastructure Framework). 2) and 3) are included within Area of Work 2 (Masterplanning).

As stated above, the Hadlow Estate is preparing its own Masterplan for the development of this strategic site. 2) and 3) above therefore relate to Land at Capel and Paddock Wood only.

TWBC's preference would be to contract with either a single multi-disciplinary consultant, or with a lead consultant which assembles a team of suitably qualified consultants.

Area of work 1: Strategic Sites' Infrastructure Framework

The "strategic" and "site allocation" policies for Tudeley Village and Land at Capel and Paddock Wood identify that the provision of infrastructure to mitigate the impact of these proposals, and in certain instances (e.g. flooding) to provide "betterment", is key.

As part of the preparation of the DLP, TWBC, or consultants acting on its behalf, has already produced various evidence studies and/or topic papers, including:

- An Infrastructure Delivery Plan¹⁵
- Green Infrastructure Framework¹⁶
- Transport Assessment Report¹⁷
- A stage 1 whole plan viability assessment (which does not include the viability of these two strategic sites)¹⁸
- Level 1 and 2 Strategic Flood Risk Assessments¹⁹
- Green Belt Study²⁰

¹⁴ It is likely that these policies will be renumbered in the Pre-Submission Version of the Local Plan, in order to address issues of duplication between policies;

¹⁵ https://beta.tunbridgewells.gov.uk/_data/assets/pdf_file/0018/300771/Infrastructure_Delivery_Plan-August_2019.pdf

¹⁶ https://beta.tunbridgewells.gov.uk/_data/assets/pdf_file/0007/300769/Green_Infrastructure_Framework-August_2019.pdf

¹⁷ https://beta.tunbridgewells.gov.uk/_data/assets/pdf_file/0015/301119/Local_Plan_Transport_Evidence_Base.pdf

¹⁸ <https://beta.tunbridgewells.gov.uk/local-plan/evidence/resources/transport-and-infrastructure/viability-assessment>

¹⁹ <https://beta.tunbridgewells.gov.uk/local-plan/evidence/resources/environment-and-landscape/strategic-flood-risk-assessment>

These documents provide the starting point for strategic infrastructure provision, particularly in relation to transport and flooding. Further work is also being undertaken on landscape impact by Hankinson Duckett, the Green Belt by LUC, and Local Cycling and Walking Infrastructure (including for Paddock Wood), Low Traffic Neighbourhoods and inter-urban cycle routes by PJA: TWBC will share emerging work and updates on these areas of work at instruction.

Policy STR5: Essential Infrastructure and Connectivity (pgs 53 – 55 of the DLP) identifies the strategic priorities for infrastructure provision and improvement in the Borough under the headings: transport, education, health, water, digital, utilities, green/grey/blue and cultural.

As set out in the strategic and site allocation policies for Tudeley Village and Land at Capel and Paddock Wood, and other relevant strategic policies in the DLP (including STR5: Essential Infrastructure and Connectivity: pgs 50 – 53 and STR6: Transport and Parking: pgs 53 – 55), the emerging policies seek to ensure that infrastructure is comprehensively planned, is delivered in a timely manner, is funded through development and contributes to a step change in transport modal shift (particularly so given the DLP seeks to ensure both Tudeley Village and Land at Capel and Paddock Wood are delivered based on garden communities principles). The allocation of strategic sites, rather than the sequential, piecemeal expansion of existing settlements, provides the opportunities to realise such infrastructure provision.

The proposed Strategic Sites' Infrastructure Framework involves the development of a strategy and timetable to work with relevant infrastructure providers. There are two key stages:

- Stage 1: evidence base for Pre-Submission Local Plan. It is anticipated that the majority of work on this element will be in 2020;
- Stage 2: Supplementary Planning Document. It is anticipated that the majority of work on this element will be in 2021, so that there is a draft Supplementary Planning Document prepared by Autumn 2021 ahead of the Examination of the Local Plan.

Stage 1: The following sets out the main areas of work required as part of the evidence base for the Pre-Submission Local Plan:

- a. Identify the infrastructure capacity requirements (based on the headings in Policy STR5, excluding cultural) to meet the DLP policy requirements for the scenarios of i) both Tudeley Village and Land at Capel and Paddock Wood, ii) just Land at Capel and Paddock Wood, and iii) just Tudeley Village having regard to relevant planned/permitted growth elsewhere in the Borough or in adjacent Boroughs;
 - It is recognised that there needs to be considerable overlap between this work and the Land at Capel and Paddock Wood Structure Plan and Report (as the latter will confirm the quantum of development there), together with liaison with the Hadlow Estate, so that the amount and timing of delivery of development is reflected in the Infrastructure Framework;

²⁰ <https://beta.tunbridgewells.gov.uk/planning/planning-policy/local-plan/evidence/resources/environment-and-landscape/tunbridge-wells-green-belt-study>

- The DLP Infrastructure Delivery Plan provides the baseline information for the infrastructure for scenario i). It will be necessary to review and double check this, particularly in relation to the provision of highways/transport infrastructure;
 - A key point in scenarios ii) and iii) will be the implications in relation to highway provision and the need for the off-line A228/link road to Tudeley Village and secondary school provision;
- b. Ensure that the infrastructure requirements for Land at Capel and Paddock Wood reflect, and influence, the work undertaken on the Land at Capel and Paddock Wood Structure Report and Plan (see below):
- c. To examine the different options to deliver this capacity for scenarios i), ii) and iii) – having regard to the policy requirements in the DLP (and subsequent consideration of representations received during the Regulation 18 consultation) – including:
- the development of a methodology to assess the environmental impacts, economic cost and deliverability constraints of the different options, and other matters (e.g. societal) considered relevant;
 - TWBC can provide its Geographical Information System layers setting out the constraints of the area, plus committed/planned infrastructure schemes (including in the Boroughs of Tonbridge and Malling and Maidstone) and land ownership;
 - TWBC can also provide information produced by PJA in relation to possible inter-settlement cycle routes;
 - for the methodology to include details of how and when the active participation and input of relevant stakeholders will be facilitated through this exercise for Stage 1, and the likely approach for Stage 2, involving work on neighbourhood planning in Capel and Paddock Wood parishes;
 - the **key output**: a report:
 - which sets out the results of the work (for scenarios i), ii) and iii)) undertaken in accordance with this methodology;
 - which reaches conclusions on:

- 1) when the different elements of infrastructure are needed relevant to the timing of delivery of development,
 - 2) the cost of the different elements of infrastructure,
 - 3) how the infrastructure is best funded,
 - 4) mechanisms to ensure that infrastructure providers operate on comprehensive and co-operative manner in the delivery of infrastructure;
- shows these conclusions diagrammatically;
- that provides a clear recommendation and justification for the preferred options for scenarios i), ii) and iii), and if necessary, how this performs against the relevant requirements of the “Guidance on Compulsory purchase and The Crichel Down Rules”²¹ and relevant environmental impact legislation;
 - as part of this to ensure the preferred options are compliant with planning policy relating to what can reasonably be provided as part of the development of these strategic settlements (based on the Newbury principles, i.e. being reasonable, imposed for a planning purpose; fairly and reasonably related to the development which permission is given).
- that is provided in line with the following timetable:
 - a draft document to be provided by 25th September 2020;
 - a final draft document by 16th October 2020;
 - a final version to be provided by 13th November 2020;
 - fortnightly updates to be provided as part of a 1 hour meeting with TWBC officers;
- that forms part of the evidence base for the DLP, with the diagram being used specifically to identify key elements of infrastructure on the Policy Map in the Pre-Submission Local Plan, and/or diagrammatically within the main plan itself, and the basis of a Supplementary Planning Document following adoption of the DLP (see Stage 2 below). .

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817392/CPO_guidance_-_with_2019_update.pdf

Given the location of the sites relative to Tonbridge, considerable liaison will be required with TMBC, Kent County Council ["KCC"], and also potentially with MBC.

There will also be a need to liaise with TWBC's appointed consultants undertaking the Stage 2 viability assessment of the Local Plan (Dixon Searle), the Borough's Local Cycling and Walking Infrastructure Plan/Low Traffic Neighbourhood and Inter Settlement Cycle route work (PJA), Green Belt work (LUC) , landscape assessment work (Hankinson Duckett), and potentially further borough wide transport work (SWECO).

A daily rate for attendance at the Examination of the Local Plan should be provided, if required, and agreed.

The completed reports must be made available in a web ready version that fully complies with The Public Sector Bodies (Websites and Mobile Applications) (No. 2) Accessibility Regulations 2018 (<http://www.legislation.gov.uk/uksi/2018/952/contents/made>). Further guidance on how to ensure that documents comply with the regulations in terms of accessibility is available from the Council.

Stage 2: Further work will be required, in addition to that set out above, to develop the report into a Supplementary Planning Document. It is not intended that this tender submission includes details of this. Please see the Evaluation/ Terms and Conditions section for information on how this work would be instructed.

Area of work 2: The masterplanning of Land at Capel and Paddock Wood

Surveys and supporting information have been undertaken by a number of the developers and landowners with an interest in the parcels of land currently included within the allocation for Land at Capel and Paddock Wood, as described in the background section above. A list of these are provided in **Appendix 4**.

The masterplanning of this settlement should take the following approach, based on the proposed methodology set out below, which includes A) a Land at Capel and Paddock Wood Structure Report and Plan, and B) High Level Masterplans for different sections of the settlement. :

A. Land at Capel and Paddock Wood Structure Report and Plan:

- Stage 1: evidence base for Pre-Submission Local Plan. It is anticipated that the majority of work on this element will be in 2020;
- Stage 2: Supplementary Planning Document. It is anticipated that the majority of work on this element will be in 2021, so that there is a draft Supplementary Planning Document prepared by Autumn 2021 ahead of the Examination of the Local Plan.

Stage 1

- a) The main purpose of this work is to identify, at a high level, the capacity of the settlement in terms of number of dwellings and level of non-residential floorspace, and the location and provision of key infrastructure within the settlement;

- b) The work will require the development of a methodology to identify and assess the different options available to test and deliver the policy requirements of STR/CA1, STR/PW1, AL/CA3, AL/PW1, AL/PW3 and AL/PW4 DLP (and subsequent consideration of representations received during the Regulation 18 consultation) in the form of a framework²². This methodology should:
- i. include an assessment of the environmental impacts, economic cost and deliverability constraints of the different options, and other matters (e.g. societal) considered relevant.
 - Included in this will be understanding the implications for developers and promoters of different parcels of land of the different options, including in terms of equalisation agreements or similar between two or more; and
 - There may also be a need to identify whether additional land is required, including for matters such as flood mitigation: the TWBC website sets out that Technical Notes to the Strategic Flood Risk Assessment, which includes looking at a potential option for flood mitigation, are available on request²³.
 - ii. be based on a “peer review” of the evidence base used to prepare the Draft Local Plan, and information submitted by the promoters of the sites which make up the parcels (**Appendix 4**) to provide a professional view on the suitability of these documents to underpin the evolution of plans for these parcels, and to identify further work to address any issues identified (but not to undertake that work unless instructed to by the promoters of those sites under separate agreement);
 - iii. demonstrate how this methodology will ensure that this work relates to the Strategic Sites Infrastructure Framework to be undertaken under Area of Work 1;
 - iv. set out how the active participation and input of relevant stakeholders will be facilitated during Stage 1, with particular attention to how this will relate to work on neighbourhood planning in Capel and Paddock Wood.

²² The DLP at para 4.43, pg 48 states: “A masterplan is a document that provides a framework to guide future growth and development in this area, and which can assist in ensuring connections between the new buildings, their setting, and the wider environment”

²³ <https://beta.tunbridgewells.gov.uk/local-plan/evidence/resources/environment-and-landscape/strategic-flood-risk-assessment>

c) The **key output**: a report:

- which sets out the results of the work undertaken in accordance with this methodology;
- which reaches conclusions on:
 - 1) the capacity of the different parcels, and settlement as a whole;
 - 2) the phasing and “build out” of development to ensure that there is the appropriate and timely delivery of development. Phasing should be at a macro level and not identifying development parcels within different developments, but should be focussed on delivery of necessary infrastructure occurring alongside delivery of different developments. This is to ensure that development:
 - is well designed,
 - meets the requirements of garden community principles,
 - ensures that TWBC is able to meet deliverability targets.
- that provides a clear recommendation and justification for the preferred option and if necessary, how this performs against the relevant requirements of the “Guidance on Compulsory purchase and The Crichel Down Rules”²⁴ and relevant environmental impact legislation;
- as part of this to ensure the preferred options are compliant with planning policy relating to what can reasonably be provided as part of the development of these strategic settlements (based on the Newbury principles, i.e. being reasonable, imposed for a planning purpose; fairly and reasonably related to the development which permission is given).
- that is provided in line with the following timetable:

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817392/CPO_guidance_-_with_2019_update.pdf

- a draft document to be provided by 30th September 2020;
 - a final draft document by 23rd October 2020;
 - a final version to be provided by 13th November 2020;
 - fortnightly updates to be provided as part of a 1 hour meeting with TWBC officers;
- that forms part of the evidence base for the DLP, with the diagram being used specifically to identify key elements of on the Policy Map in the Pre-submission Local Plan, and/or diagrammatically within the main plan itself, and the basis of a Supplementary Planning Document following adoption of the DLP (see Stage 2 below). .

There will also be a need to liaise with TWBC's appointed consultants undertaking the various other pieces of work set out above.

A daily rate for attendance at the Examination of the Local Plan should be provided, if required, and agreed.

The completed report must also be made available in a web ready version that fully complies with The Public Sector Bodies (Websites and Mobile Applications) (No. 2) Accessibility Regulations 2018 (<http://www.legislation.gov.uk/uksi/2018/952/contents/made>). Further guidance on how to ensure that documents comply with the regulations in terms of accessibility is available from the Council.

Stage 2: Further work will be required, in addition to that set out above, to develop the report into a Supplementary Planning Document, including although it is not intended that this tender submission includes details of this. Please see the Evaluation/ Terms and Conditions section for information on how this work would be instructed.

B) High Level Parcel Masterplans: the preferred option should involve:

- i. the development of a high level masterplan for each parcel, i.e. the town centre (shown broad terms in purple in **Appendix 3**), the western/north-western parcel (shown in blue), the northern parcel (shown in red) and the eastern parcel (shown in yellow);
- ii. this should set out land uses with indicative locations for such land uses (including leisure and open space), movement and drainage strategies,
 - a. The key element in these masterplans will be the relationship to the outcomes of the Land at Capel and Paddock Wood Structure Report and Plan.
 - b. In developing these masterplans regard should be had to the work already undertaken by the promoters of these sites (**Appendix 4**).
 - c. It is expected that guidance be provided as to how the active participation and input of relevant stakeholders will be facilitated through the “High Level Parcel Masterplans” – in particular how this will relate to work on neighbourhood

planning in Capel and Paddock Wood parishes, especially for the town centre parcel.

The required work to provide the Framework and high-level Masterplans principally involves:

- the development of a strategy, methodology and timetable to review the library of evidence studies produced by the Council and various developers to ensure that where relevant and appropriate these can be used to avoid duplication of work.
- undertaking the work as required by the methodology in accordance with an agreed timetable;
- producing the **Key Output**: a report which sets out the results of the work undertaken in accordance with this methodology in a document which can be used to inform the preparation of planning applications on these sites. The information for the Town Centre parcel may be taken forward by TWBC in due course as part of an SPD.
- This element of work is of a lower priority than the Strategic Sites Infrastructure Framework and the Land at Capel and Paddock Wood Structure Report and Plan, and is anticipated that this can be undertaken in late 2020/early 2021.

Engagement

TWBC engages with and works collaboratively with a number of key stakeholders who are integral to realising the vision for both Tudeley Village and Land at Capel and Paddock Wood. The role and interests of these key stakeholders varies, and includes landowners, housebuilders, local community and businesses, key service providers, adjoining local planning authorities and the county council. Critical to the success of the masterplan is working with landowners, and as set out above, the SSWG has been set up to facilitate this.

Engagement with key stakeholders, including local residents, neighbourhood forums, landowners and business, should inform the development and further refinement of the Framework, Structure Report and Plan and masterplans. TWBC encourages the masterplanning team to utilise these existing networks, as well as developing initiatives to creatively and meaningfully secure input and buy-in to the work from a wide range of local communities. Innovative ways to consider how to develop a community consultation programme may be required given the existing covid-19 situation and the tender should identify this in its submission.

Tender Requirements

The purpose of this section is to provide you with instructions on how to structure and present your tender to enable it to be fully evaluated by TWBC.

The submission should be divided into two sections: Technical Submission and Commercial Submission.

The Technical Submission must cover all the Services and should be structured into the following sections:

- Section A) Overall approach to the assignment
- Section B) Understanding of key challenges/ issues
- Section C) Project methodology, schedule and project management
- Section D) Project team, qualifications and experience
- Section E) Project team working.

Your Technical Submission should demonstrate your ability to meet the requirements listed above (Areas of Work subheadings). Responses should refer to your approach, methodology and previous experiences of tackling similar challenges and ways of working on other comparable projects.

Technical Submission

It is expected that your technical submission should set out the following:

Section A) Overall Approach to the assignment:

This section should set out how your approach will harness the opportunity to deliver the aspiration to create a new garden village at Tudeley, and an extension to Paddock Wood, based on the garden community principles. It should address how you might balance, engage and resolve the complex range of issues facing the Framework/Structure Plan and masterplans to deliver a clear, focused, visionary and ambitious masterplan which is also robust, has broad support and is deliverable.

Section B) Understanding of key challenges/ issues:

This section should set out in more detail your understanding of key challenges and issues which you anticipate to be central to the success of the transformation of both Tudeley and Land at Capel and Paddock Wood, and how you would go about addressing them. Your response should include reference to, but not be limited to the themes set out above. Particular focus should be paid to the importance of garden community principles in your approach.

Section C) Project Methodology, schedule and project management

This section should set out your proposed methodology for the delivery. We wish to understand how your methodology will incorporate the process of refining masterplan options and resolving key variables. The methodology set out in this tender document should not be considered an exhaustive list and we would welcome any additional elements you might consider appropriate.

This section should include a high-level project schedule for the deliverables (Strategic Infrastructure Plan, Land at Capel and Paddock Wood Structure Report and Plan and High Level Masterplans), incorporating a narrative description of key deliverables and milestones and the steps involved in reaching them. This should align with the broad timetable set out below. This section could also

include how you would break the commission down to its key constituent parts, and relationships between key activities, milestones and deliverables.

The response should illustrate how you envisage different disciplines within the consultant team will interface and contribute to the overall vision and masterplan development. Given the complexity of this project, we are keen to understand the mechanisms you propose to address and manage inevitable changes, conflicts, competing priorities, and how you will help TWBC manage through the various phases of delivery. Submissions should therefore also set out the tenderer's approach to:

- Managing the key interfaces (e.g. masterplanning, infrastructure, cost, sustainability);
- How the team will manage evolving requirements and deal with potentially conflicting requirements; and
- Decision management leading to the ultimate approval of a masterplan, ideally providing an overview of what this would look like.

Given the multi-disciplinary nature of the team we wish to also understand how you will structure an efficient and effective way of working which will ensure that that project objectives are successfully delivered, including your approach to risk and issue management, change control, quality assurance and complaint management.

Section D: Project team, qualifications and experience

This section should provide an overview of the proposed team, including an indicative team structure and their respective roles, the details of the proposed team members including their relevant experience. It should be immediately clear to TWBC who holds the following areas of responsibility:

- Project Director- the person who has ownership of the project and the accountable executive.
- Project Manager – the person who will manage the project on a daily basis.
- Financial manager- the person who will be the primary contact with regard to billing, resource management and payment.
- Key contacts for the various disciplines within the process- sustainability, costs, design, infrastructure etc.
- Person who will manage communication with Stakeholders.

CVs for all the key project team members should be enclosed, which should include a section summarising experience and expertise most relevant to the Project. CVs should be no more than 2 pages long. Details of a proposed mechanism to agree any changes to the project team with TWBC should be provided.

Section E) Project team working

This section should set out how the proposed team will work effectively together, with TMBC (which expects to be highly involved in the process) and other stakeholders. As a guide, the tender submission should set out the bidder's approach to:

- Communication and provision of progress reports, including frequency and records of meetings with partners and actions agreed;
- Engagement with stakeholders, landowners and the local community;
- Team set-up and logistics, including location of the team and day-to-day management of a diverse team; and
- Client relationship: how the consultant team expects to communicate with TMBC, and manage expectations of the TWBC team in terms of access, time, decision making, planning etc.

Commercial Submission:

The Commercial submission should include the following:

1. Day Rates (exc. VAT) for team members.
2. Costs to deliver the project brief associated with delivering the Strategic Infrastructure Framework, Land at Capel and Paddock Wood Structure Report and Plan and the High Level Masterplans.

It is proposed that a payment schedule will be aligned to the interim milestones set out in the tender and final deliverable for each stage. A suggested billing arrangement should be set out in the costs.

Please note that a significant number of meetings, presentations and technical workshops are likely to be required to inform the development of the various elements of work and ensure stakeholder buy-in. As a minimum, please make provision for the following during the masterplan development period:

- Monthly Strategic Site Working Group Meeting
- Fortnightly TWBC client meetings
- Quarterly attendance at the monthly meetings of the TWBC Planning Policy Working Group (the interface between Members and Officers at TWBC). Terms of Reference of this Group will be provided on instruction.

Other meetings will be required, including with technical advisors appointed by the Council on transport and flooding matters, for example, and your proposed fees should incorporate a reasonable number of meetings in this regard.

Evaluation Criteria

The evaluation process will be conducted in a fair, equal and transparent manner accordance with UK procurement rules.

The contractor will be expected to provide all necessary materials and personnel to undertake this work on behalf of the Council, and responses will be assessed as follows:

Methodology

Proposals will be evaluated using a Cost:Quality ratio.

Tenderers are required to submit costs for all of the essential and desirable criteria outlined in the cost schedule provided in **Appendix 5**, but cost will not be attributed a weighted score. Essential criteria are the minimum requirements for the contract, whereas desirable criteria may be taken up by the Council if budget allows.

The maximum score available for Quality is 100. The cost proposal will then be divided by the quality score to give a cost per point of quality, illustrated by the following formula:

Tender Cost/Qualitative Score = Cost per Quality Point

Quality – Maximum of 100

Contractors are required to provide the following in order for the Council to assess their experience and capabilities for this project:

1. Evidence of experience and skills base to deliver the masterplanning services to the standard required, weighting 30%
2. Understanding of key issues, weighting 30%
3. Approach to delivering the masterplan requirements to the development, including methodology and timetable: 40%

The above requirements will be assessed by reviewing the Technical Submission to the tender.

It is advised that all tenderers submit two case studies to support its answers to the tender specific questions. This case studies should preferably be from projects of a similar nature within a local authority setting, but the Council will not exclude submissions that present case studies of a similar nature from projects within other sectors.

Quality requirements will be scored out of a possible 5 marks in line with the following:

Marks Awarded	Criteria
0	Does not meet the requirement. Does not comply and/or insufficient information provided to demonstrate that the Tenderer has the ability, understanding, experience, skills, resource & quality measures required to provide the supplies/services, with little or no evidence to support the response.
1	Satisfies the requirement with major reservations. Considerable reservations of the Tenderers relevant ability, understanding, experience, skills, resource & quality measures required to provide the

	supplies/services, with little or no evidence to support the response.
2	Satisfies the requirement with minor reservations. Some minor reservations of the Tenderers relevant ability, understanding, experience, skills, resource & quality measures required to provide the supplies/services, with little or no evidence to support the response.
3	Satisfies the requirement. Demonstration by the tenderer of the relevant ability, understanding, experience, skills, resource & quality measures required to provide the supplies/services, with evidence to support the response.
4	Satisfies the requirement with minor additional benefits. Above average demonstration by the tenderer of the relevant ability, understanding, experience, skills, resource & quality measures required to provide the supplies/services, with evidence to support the response.
5	Exceeds the requirement. Exceptional demonstration by the tenderer of the relevant ability, understanding, experience, skills, resource & quality measures required to provide the supplies/services. Response identifies factors that will offer potential added value, with evidence to support the response.

Interview – 10%

Following the quality and cost proposal evaluation any consultant that is 10 points or more behind the leader will not be invited to interview. The date for interviews will be Thursday 13 August. The interview stage will take the form of a presentation followed by a Q&A session, and will be scored out of a possible 10 marks [‘4’ marks for the presentation and ‘6’ marks for the Q&A.

Terms & Conditions

The Council’s standard consultancy agreement is attached for reference, but specific terms will be negotiated with the successful tenderer prior to entering into a final contract.

In the event of additional work streams being identified during the normal operation of the contract, the Council reserves the right to award these works directly to the winning tenderer. This will be subject to an acceptable commercial proposal being received. If this is not forthcoming, the Council will seek alternative proposals for the additional work.

Key Dates and Timetable

Key Dates & Timeline for Procurement

- Tender release: 6th July 2020
- Deadline to register interest: 24th July 2020
- Deadline for submission of completed tenders: 31st July 2020
- Evaluation: by 7th August 2020
- Interview: 13th August 2020
- Appointment: 17th August 2020

Project Plan/ Timescales

The key milestones for the project are set out below.

- Appointment of masterplanning team – August 2020
- Strategic Infrastructure Framework (to inform Ref. 19 consultation)– November 2020
- Land at Capel and Paddock Wood Frameworks (to inform Ref. 19 consultation)– November 2020
- Final Strategic Infrastructure and Land at Capel and Paddock Wood - Frameworks – February 2021.
- High Level Masterplans – TBC

Quotation Response

The Kent Business Portal eProcurement system will be used to facilitate the secure interchange of documents. All communication should be made via this system. Your response must be submitted electronically into the same tender box that you used to retrieve the original documents, duly completed and signed before the dead-line and when the tender box closes at:

31 July 2020

TWBC invites Contractors to submit their Responses in accordance with the instructions set out in this document.

This document provides Contractors with sufficient information to enable them to provide a compliant response to this invitation to tender; it sets out the Evaluation Criteria that will be used to evaluate the responses and explains the administrative arrangements for the receipt of Responses, and how the winning bidder will be selected.

While the information contained within this Document is believed to be correct at the time of issue, the Council and its advisors will not accept any liability, for its accuracy, adequacy or completeness, nor will any express or implied warranty be given. This exclusion extends to liability in relation to any statement, opinion or conclusion contained in, or any omission from, this document or other papers

(including its Appendices) and in respect of any other written or oral communication transmitted (or otherwise made available) to any Contractor. No representations or warranties are made in relation to such statements, opinions or conclusions.

If a Contractor proposes to enter into the Agreement with the Council it must rely on its own enquiries and on the terms and conditions set out in the Agreement(s) (as and when finally executed), subject to the limitations and restrictions specified in it.

Neither the issue of this Tender, nor any of the information presented in it, should be regarded as a commitment or representation on the part of the Council (or any other person) to enter into a contractual arrangement. This document should not be regarded as an investment recommendation made by the Council or its appointed advisors.

All questions regarding this Tender must be raised in writing, at least FIVE working days before the deadline for receipt of submissions using [the Kent Business Portal](#). Queries raised or received after this date may remain unanswered.

If a Contractor wishes the Council to treat a query as confidential, and not issue the response to all Contractors, it must state this when submitting the query. If, in the opinion of the Authority, the query is not confidential, the Authority will inform the Contractor and it will have an opportunity to withdraw it. If the query is not withdrawn, the response will be issued to all Contractors.

Answers will be deposited into the 'Messaging' tab of tender box and all Contractors will be notified when the answers are available for retrieval.

Please ensure that you allow yourself plenty of time when responding to this Tender prior to the closing date and time. If you are experiencing problems, then please contact the Procurement department at TWBC for further assistance.

It is the Contractor's responsibility to ensure that its completed submission, together with all requested supporting documentation is deposited by the deadline. It will not be physically possible to submit documents once the tender box has closed and therefore the Council cannot consider submissions after the deadline.

**If you require this document in another format,
please contact:**

Planning Policy

Planning Services

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Royal Tunbridge Wells

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