

INFRASTRUCTURE DELIVERY PLAN (IDP)



LOCAL PLAN SUPPORTING STUDY
Swale Borough Council

AUTUMN 2020

Swale Infrastructure Delivery Plan

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1 Introduction

1.0.1 The Infrastructure Delivery Plan (IDP) establishes what additional infrastructure and service needs are required to support the level of development proposed in the Swale Local Plan over the period to 2038. The IDP will help ensure that the identified additional infrastructure and service needs are delivered in a timely, co-ordinated and sustainable way.

1.0.2 The IDP has been prepared following engagement and discussion with infrastructure providers and service delivery organisations throughout the preparation of the Local Plan. Based on discussions with infrastructure and service providers the IDP:

- provides a baseline position establishing current infrastructure provision, identifying any shortfalls and potential constraints to development; and
- sets out specific infrastructure and service requirements in respect of the council's proposed growth strategy contained in the Regulation 19 Local Plan (Publication Plan). It also identifies, where appropriate, the specific infrastructure requirements for individual development site allocations included in the Regulation 19 Local Plan.

1.0.3 An Implementation and Delivery Schedule (IDS) was produced to support the 2017 adopted Local Plan (Bearing Fruits 2031). Given that a number of the site allocations in the adopted Local Plan have been carried over into the reviewed Local Plan, several of the infrastructure projects identified in the IDS remain relevant. Through engagement with those infrastructure providers and service delivery organisations identified in the IDS as being the lead delivery agency, an up to date position on the delivery of these infrastructure projects has been established and is reflected in the IDP.

1.0.4 The IDP, therefore, draws together the latest evidence and information available to the council with regard to identifying the key site specific infrastructure requirements for the site allocations, both those originally included in the adopted Local Plan and the additional allocations identified through the Local Plan Review process. These are also reflected in the schedule of infrastructure requirements.

1.0.5 The Infrastructure Delivery Schedule will also be used to inform the council's annual Infrastructure Funding Statement (IFS). This will set out details of developer contribution receipts⁽¹⁾ and projects and the infrastructure that has or will be provided using this funding.

1 from Section 106 and Section 278 Agreements

2 Background

2 Background

2.0.1 Infrastructure can be grouped into three main areas:

- Physical infrastructure such as: transport infrastructure (roads, public transport, cycling and walking routes); gas and electricity infrastructure, water supply and waste water treatment;
- Social infrastructure such as: primary and secondary schools, healthcare, emergency services, libraries, sports and recreational facilities, community facilities, cultural services; and
- Green infrastructure such as: open space, allotments, formal and informal green space, green and blue infrastructure corridors.

2.0.2 Different types of infrastructure are also required to support different scales of development within an area:

- On site infrastructure is necessary to enable the delivery of a specific development. This includes roads, walk/cycleways, gas pipes, electricity cabling, water supply and waste water disposal;
- At a neighbourhood level infrastructure is required to mitigate the impact of the development and support the day to day needs of the new population. This can include schools, community facilities and GP surgeries, sports facilities; and
- At a strategic level, larger pieces of infrastructure to support development growth across a wider or a strategic site. This can include electricity sub-stations, strategic highway network improvements, hospitals, sewerage treatment works.

2.0.3 Some types of infrastructure will be fundamental to the delivery of the Local Plan development strategy and to support the intended levels and locations of growth. The IDP does not, therefore, include every infrastructure scheme or project planned in the Borough. Rather the IDP focuses on the infrastructure required to support the development proposed in the emerging Local Plan and does not include: the provision of infrastructure that would be part of the normal site development process i.e. water supply or water treatment, unless the issue is strategic affecting a number of sites and/or impacting on delivery times; open space or recreation/sports provision in accordance with relevant standards⁽²⁾, or affordable housing provision.

2.0.4 It is important to note that the IDP is a mechanism to identify the future infrastructure requirements of development proposed in the Regulation 19 Local Plan. It does not seek to address deficiencies in existing infrastructure provision although there may be circumstances where supporting growth might be most effectively achieved through upgrading existing facilities, for instance through extending existing schools. The focus of the IDP will be on the new infrastructure that will be key to the delivery of the planned growth set out in the Regulation 19 Local Plan or the successful development of individual allocations rather than the improvement to or remedying infrastructure deficiencies in existing provision.

2.0.5 This IDP update, therefore, considers the following types of infrastructure:

- Social Infrastructure
 - Health care
 - Education
 - Social provision
- Physical Infrastructure
 - Transport (highways, sustainable and public transport)
 - Water supply and treatment
 - Utilities (electricity, gas)
 - Broadband
 - Waste facilities

2 As set out in and Policy DM 17, Regulation 19 Local Plan (February 2021)

2.0.6 Identifying infrastructure over the plan period of a local plan can be difficult as few infrastructure providers actively plan for that length of timeframe and, therefore, identification of infrastructure needs in the later years of the plan period may be subject to change. In addition, infrastructure needs may be influenced by changes in technology and changes to the arrangements for the planning and delivery of infrastructure.

2.0.7 It is also clear that where growth is planned for through significant new developments there may not be the certainty and/or funding secured for any necessary strategic infrastructure at the time the plan is produced. Therefore, whilst the council will need to be clear on the infrastructure needed to deliver growth in the early stages of the plan period and to be able to demonstrate that this is deliverable in a timely manner, in the later stages of the plan period there is a degree of flexibility in that for any strategic infrastructure requirements the council will need to demonstrate these are not beyond what could reasonably be considered to be achievable within the timescales envisaged.

2.0.8 As such planning for infrastructure is a continuous and iterative process and the IDP can only represent the council's understanding of the infrastructure required to support the development proposed at the time the IDP is prepared. The IDP will, therefore, be a 'live' document that will be updated at appropriate stages during and beyond the plan making process to reflect the latest available information on infrastructure requirements and provision.

3 National Context

3 National Context

3.1 National Planning Policy Framework

3.1.1 The National Planning Policy Framework (NPPF) (2019) provides the national planning policy context for plan making. In achieving sustainable development, identifying and co-ordinating the provision of infrastructure is highlighted in the overarching economic objective (paragraph 8).

3.1.2 The NPPF also indicates:

- Plans should be shaped by early, proportionate and effective engagement between plan makers and infrastructure providers (paragraphs 16 and 25);
- Strategic policies should make sufficient provision for (amongst other things) transport, telecommunications, water supply, wastewater, flood risk and coastal change management, energy, community facilities such as health, education and cultural infrastructure) and green infrastructure (paragraph 20);
- Strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long term requirements and opportunities, such as those arising from major improvements in infrastructure (paragraph 22);
- There should be effective and on-going joint working between strategic policy making authorities and relevant bodies in helping to determine where additional infrastructure is necessary (paragraph 25);
- Plans should set out the contribution expected from development, such as that needed for education, health, transport, flood and water management, green and digital infrastructure (paragraph 34);
- Planning policies should seek to address potential barriers to investment such as inadequate infrastructure and services (paragraph 81);
- Planning policies should set out how high quality digital infrastructure, essential for economic growth and social well-being, will be delivered and upgraded over time (paragraph 112);
- The capacity of existing infrastructure and availability of services is referenced as a key consideration for achieving appropriate densities (paragraph 122c).

3.1.3 The NPPF also places considerable emphasis upon viability at the plan making stage and that the contributions expected from development should not undermine the deliverability of the plan. A Whole Plan Viability Assessment⁽³⁾ has been undertaken and is a key element of the evidence relating to the delivery of the Local Plan.

3.2 Planning Practice Guidance

3.2.1 The national Planning Practice Guidance (PPG) provides more detailed guidance on the implementation of the NPPF.

3.2.2 In respect of the role and function of the Local Plan in delivering infrastructure, it reiterates a number of the points made in the NPPF around identifying what infrastructure is required and how it can be funded and brought forward and undertaking early discussions with infrastructure and service providers to identify requirements and opportunities for addressing infrastructure deficits⁽⁴⁾.

3.2.3 Where large scale developments, such as new settlements or significant extensions to existing villages and towns are proposed, the PPG⁽⁵⁾ provides guidance on how it can be demonstrated there is a reasonable prospect they can be developed within a set timescale. It states that strategic policy making authorities should engage with infrastructure providers so they are aware of the nature and scale of such proposals, and work collaboratively with them to ensure the infrastructure requirements are not beyond what could reasonably be considered to be achievable within the planned timescales.

3 Swale Whole Plan Viability Assessment, Aspinall Verdi (December 2020)

4 Planning Practice Guidance, paragraph: 059 Reference ID: 61-059-20190315

5 Planning Practice Guidance, paragraph 060 Reference ID: 061-060-20190315

3.2.4 The PPG also provides guidance on plan making and viability⁽⁶⁾. It states that plans should set out the contributions expected from development, including the infrastructure needed. The IDP is, therefore, intended to fulfil the requirement of identifying the infrastructure required to support the growth planned in the Borough over the plan period.

6 Planning Practice Guidance, paragraph: 001 Reference ID: 10-001-20190509

4 Sub-Regional Context

4 Sub-Regional Context

The South East Local Enterprise Partnership

4.0.1 Local Enterprise Partnerships (LEP) play a central role in determining local economic priorities and investment to drive economic growth and improve infrastructure in their area. They are able to access investment to support infrastructure developments that unlock wider economic growth, create jobs and build houses through Growth Deals with Central Government.

4.0.2 The South East LEP (SELEP) covers an area encompassing the local authority areas of East Sussex, Kent, Medway, Southend and Thurrock. The latest Growth Deal for the south east was agreed in February 2017. Several projects in the Borough have benefitted from funding from the SELEP local growth funding.

Transport for the South East

4.0.3 Transport of the South East (TfSE) was established in 2017 as a shadow sub-national transport body covering 16 transport authority and five LEP areas together with stakeholders representing protected landscapes, transport operators, district and borough authorities and national agencies including Network Rail and Highways England. The role of TfSE is to strategically influence future investment in road and rail in the south east with the aim of unlocking the potential for growth where the lack of transport infrastructure has been a barrier to sustainable development. TfSE are seeking to become a statutory sub-national transport body, submitting a proposal to formalise their role to Government in July 2020. In October 2020, the Transport Secretary announced the outcome of this submission, advising TfSE that he was not, for the present time, going to progress TfSE's request for statutory status or the transfer of powers.

4.0.4 TfSE published its thirty year Transport Strategy in June 2020⁽⁷⁾ with the key aims of growing the economy of the south east through the delivery of a safe, sustainable and integrated transport system and transforming the quality of transport and door-to-door journeys for residents, businesses and visitors. The strategy proposes a shift away from the current focus on planning for vehicles to one based on providing for people and places. Instead of expanding the network to address congestion, the approach would see increased investment in public transport alternatives, developing integrated land use planning policies, adopting emerging transport technologies, and adopting demand management policies.

4.0.5 To deliver the Transport Strategy, a number of corridor studies are planned. These will be used to identify interventions on the transport network leading to the development by April 2022 of a Strategic Investment Plan (SIP), which will set transport infrastructure investment across the South East up to 2050. Swale Borough is included within two of the planned corridor study areas:

- Inner Orbital Study - this includes the key economic hubs of Reading, Gatwick and key locations in Kent and will investigate how the east-west links between them could be improved
- South East Radial Study (Kent, Medway and East Sussex)

4.0.6 The Inner Orbital Study is due to commence in December 2020 and is timetabled to report towards the end of 2021. The South East Radial Study is timetabled to commence in April 2021, although this is dependent on the availability of grant funding for 2021/22 from the Department of Transport being confirmed, with a report expected by April 2022.

Kent County Council

4.0.7 Kent County Council (KCC) are responsible for the delivery of significant elements of infrastructure in its role as local highway authority, lead local flood authority, education authority, waste disposal authority and in the provision of libraries and social care.

⁷ Transport Strategy (June 2020), Transport for the South East <https://transportforthesoutheast.org.uk/transport-strategy/>

4.0.8 KCC have prepared a Growth and Infrastructure Framework (GIF)⁽⁸⁾ to provide a view of emerging development and infrastructure requirements to support growth across Kent and Medway. This was based on adopted or emerging Local Plans: in the case of Swale, this was the adopted Local Plan.

4.0.9 The GIF also provides a strategic framework for identifying and prioritising investment across a range of infrastructure. The GIF Update (2018) estimated that the infrastructure required to deliver planned growth across Kent and Medway to 2031 would cost £16.38 billion (bn), with transport infrastructure accounting for 60% of this cost. However, the GIF indicated that 24% of the total infrastructure required was neither secured nor expected from developer contributions or investment by infrastructure providers: this left a funding gap of £3.96bn.

8 Kent and Medway Growth and Infrastructure Framework Update (2018)
KCC <https://www.kent.gov.uk/about-the-council/strategies-and-policies/environment-waste-and-planning-policies/growth-and-infrastructure-framework-gif>

5 Local Plan Context

5 Local Plan Context

5.0.1 Bearing Fruits 2031 is the council's current Local Plan, providing policies and site allocations to meet the requirements of the Borough up to 2031. It was adopted in July 2017. The Inspector found that to allow the Local Plan to proceed to adoption, it had to include a commitment to an early review of the Plan to allow for transport modelling and to agree mitigation schemes to address the effect of the planned development beyond 2022 on the strategic road network (SRN) and local highway network. The concern related to the harmful impact the necessary mitigation required at key junctions on the A249 would have on the traffic flow and safety on the local highway network, resulting in increased queuing and congestion on parts of the A2 corridor between Teynham and Newington. Further transport modelling has now been undertaken (see Section 11).

5.0.2 The council commenced a review of the Local Plan in early 2018, with consultation on key issues and how these could be addressed through a review of the Local Plan. The council approved the publication of the Regulation 19 Local Plan in January 2021. It is proposed that the Local Plan be submitted for examination in summer 2021 with adoption in 2022/23.

5.0.3 The Council's strategy for infrastructure planning in the Regulation 19 Local Plan is to deliver sustainable growth that makes best use of infrastructure together with delivering new infrastructure needed to support and sustain the Borough's communities. Policy ST 8 sets out how the council will secure developer contributions for the infrastructure necessary to mitigate the impacts arising from development or phase of development. Policy ST 9 sets out the key transport improvements that will be required during the plan period, including strategic and local road network improvement schemes. The individual site allocation policies set out the requirements for comprehensive masterplanning (where this is appropriate for the sites concerned) and the infrastructure requirements to be addressed by the developments.

5.1 Scale and Distribution of Growth

5.1.1 In the adopted Local Plan, the Borough's objectively assessed housing need was based on 776 dwellings per annum (dpa) or 13,192 dwellings over the 17 year plan period.

5.1.2 Since the adoption of the current Local Plan in 2017, the method by which the Borough's annual housing need figure is calculated has changed, now being based on the Government's 'standard methodology'. This identifies the minimum number of homes expected to be planned for and is based on projected household growth over a ten-year period with an adjustment to take account of affordability. Using the standard method⁽⁹⁾, the housing need figure for the Borough is 1,038 dwellings per annum, which equates to approximately 17,000 dwellings over the plan period (to 2038).

5.1.3 The Employment Land Review⁽¹⁰⁾ identifies a need for 41 hectares of new employment land over the plan period for B2/B8 uses (industrial and storage and distribution) and 15 hectares for B1 uses (offices and light industry)⁽¹¹⁾.

5.2 Spatial Distribution

5.2.1 The Local Plan spatial strategy sets out the overall approach to the distribution of development in the Borough over the plan period (to 2038) and has been informed by a range of technical evidence.

5.2.2 Historically, development has been focussed on Sittingbourne as the Borough's principal settlement and, to a lesser extent, the western edge of the Isle of Sheppey reflecting that part of the Borough's location on the eastern edge of the Thames Gateway growth corridor. Faversham and the rest of Swale have experienced a more modest scale of growth. From an infrastructure perspective the key issue arising from

9 Future Housing Needs in Swale, Peter Brett Associates (September 2019, revised June 2020)

10 Swale Employment Land Review (August 2018), Peter Brett Associates with Aspinall

Verdi <https://swale.gov.uk/planning-and-regeneration/local-plans/local-plan-review-evidence/economy-and-employment#h2>

11 As from September 2020, B1 uses fall within a wider commercial, business and service uses class (Class E)

this approach has been the need to address issues around connectivity, accessibility and highway network capacity. As a consequence, several highway improvement schemes were identified in the adopted Local Plan IDS.

5.2.3 The spatial strategy in the reviewed Local Plan distributes development across the Borough so that there is a more even spread of development between Sittingbourne/west Sheppey triangle and Faversham/rest of the Borough. The spatial strategy seeks to distribute growth across the Borough and, in accordance with the spatial distribution, site allocations have been identified in the following locations.

Swale Local Plan Site Allocations			
Site Reference	Site Name	Capacity	
		Housing	Employment
Regen 3	Rushenden South	850	Floorsapce to be determined
A1 ¹ (1)	Neatscourt, Queenborough	-	76,074 (B uses)
A2 ¹	Land at West Minster, Sheerness	-	7,500 (B1/B2/B8 uses)
A3 ¹	Land at Cowstead Corner, Queenborough	-	5,600 (B1/B2/B8 uses)
A20.11 ¹	The Foundry, Rushenden Road	37	-
A21.6 ¹	Nil Desperandum, Alsager Avenue	22	-
A20.10 ¹	Manor Road	6	-
A21.3 ¹	Junction of Scocles Road and Elm Lane (The Slips)	62	-
A13 ¹	Belgrave Road	140	-
A11 ¹	Plover Road	97	-
A20.8 ¹	Preston Skreens, Minster Road	12	-
A12 ¹	Barton Hill Drive	540 (in plan period)	-
A1 ¹	Ridham and Kemsley	-	145,985 (B uses)
A2 ¹	Land south of Kemsley Mill	-	8,000 (B1/B2/B8 uses)
A21.1 ¹	Land north of Key Street, Sittingbourne	30	-
A21.2 ¹	Manor Farm, Sittingbourne	30	-
MU2 ¹	Land at north east Sittingbourne	106	-
MU3 ¹	South west Sittingbourne	420 (in plan period)	-
MU4 ¹	Land at north west Sittingbourne	1100 (in plan period)	-

5 Local Plan Context

Swale Local Plan Site Allocations			
Site Reference	Site Name	Capacity	
		Housing	Employment
A20.2 ¹	152 Staplehurst Road, Sittingbourne	75	-
A20.4 ¹	35 High Street, Milton Regis	10	-
A9 ¹	Crown Quay Lane (Phase II)	267	-
A20.1 ¹	Orbital, Staplehurst Road, Sittingbourne	60	-
MU1b	Land east of Faversham	600	10 hectares
MU1a	Land north of Graveney Road	240	-
MU1c	Land south east of Faversham	2500	To be determined
A5 ¹	Land at Selling Road	-	6,300 (B uses)
A6 ¹	Land at Graveney Road, Faversham	-	7,000 (B uses)
MU6 ¹	Land at Lady Dane Farm	60	-
A16 ¹	Preston Fields, Salters Lane ⁽²⁾	320	-
SW/034 ¹	Weston Works, Brent Hill	40	-
A20.7 ¹	Faversham Police Station	12	-
SSPP02 ¹	Ordnance Wharf, Flood Lane	11	-
SSPP08/10 ¹	Standard Quay/Fentimans Yard	7	-
A20.6 ¹	Bysingwood Primary School	15	-
A21.11 ¹	Land at Ham Road, Faversham	35	-
SSPP06 ¹	South East Coast Oil Services	16	-
SSPP09 ¹	Standard House	5	-
SSPP04/05 ¹	Swan Quay/Frank and Whittome, Belvedere Road	10	-
A4	Land south of Selling Road, Neames Forstal	30	-
A4	Land at Monica Close, Neames Forstal	30	-
A4	Land south of Selling Road, Neames Forstal	30	-
MU4 ¹	Land at Frognall Lane, Teynham	300	-
A21.14 ¹	Land adj Mayfield, London Road, Teynham	13	-
A21.15 ¹	Land at Barrow Green Farm, Teynham	30	-
A21.13 ¹	Bull Lane, Boughton	16	-

Swale Local Plan Site Allocations			
Site Reference	Site Name	Capacity	
		Housing	Employment
A21.11 ¹	Land off Colone's Lane, Boughton	15	-
A21.12 ¹	Land south of Colonel's Lane, Boughton	6	-
A20.12 ¹	Former Bus Depot, Shellness Road	10	-
A20.13 ¹	Iwade Fruit and Produce	21	-
A20.14 ¹	Iwade Village Centre	10	-
A17 ¹	North of Iwade Village	62	-
A17 ¹	Land east of Iwade	440	-
A17 ¹	Land south east of Iwade (Pond Farm)	70	-
A21.10 ¹	North of High Street, Eastchurch	15	-
A5	Lamberhurst Farm	-	Floorspace to be determined

Table 5.2.1 Swale Local Plan Site Allocations

1. Sites with ¹ against them were originally allocated in adopted Local Plan
2. This includes the proposed extension to original allocation to accommodate 70 dwellings

5.2.4 The following broad locations are also identified in the Local Plan. In the case of Faversham, sites will be identified in the Faversham Neighbourhood Plan⁽¹²⁾, which is currently being prepared.

Swale Local Plan Housing Broad Locations	
Broad Location	Expected Housing Numbers
Sheerness Town Centre	200
Sittingbourne Town Centre	850
Faversham	200
Teynham Area of Opportunity	1,100

Table 5.2.2 Swale Local Plan Housing Broad Locations

6 Neighbourhood Plans

6 Neighbourhood Plans

6.0.1 The Regulation 19 Local Plan establishes the strategy for the pattern and scale of development across the Borough. The majority of these will be delivered through allocations made in the Local Plan.

6.0.2 However, the Faversham Neighbourhood Plan group had indicated a desire to determine their own allocations through the preparation of the Faversham Neighbourhood Plan⁽¹³⁾. It is expected that the Neighbourhood Plan will deliver around 200 dwellings within the Neighbourhood Plan area and this figure has been accounted for in the assessment of infrastructure requirements for Faversham.

7 Engagement

7.1 Infrastructure and Service Providers

7.1.1 Discussions have taken place with a variety of infrastructure providers to gain an understanding of what infrastructure is needed to support growth over the plan period.

7.1.2 An Infrastructure and Utilities Workshop was held in June 2018 and was attended by neighbouring local authorities and a range of organisations involved in the provision and/or delivery of infrastructure including representatives from Highways England, the local Clinical Commissioning Groups, Southern Water, Network Rail and KCC (education, highways). The workshop provided an opportunity for an initial discussion about infrastructure constraints and potential barriers to growth in the Borough. As context for the discussion it was highlighted that the assessment of the future housing need figure for the Borough (based on the standard method) would likely result in it increasing significantly over that provided for in the adopted Local Plan (assessed as 1,080 dwellings per annum at the time of the workshop). Attendees provided feedback on the implications of this for infrastructure capacity and provision and on any issues arising from a continuation of the adopted Local Plan development strategy and potential alternate development strategies. At this early stage, infrastructure providers did not identify any 'show stoppers'.

7.1.3 In May 2020, each infrastructure provider and service delivery organisation were contacted requesting their further engagement on the IDP. They were specifically asked to provide an updated position on any significant infrastructure capacity/delivery issues that may limit growth or options for growth across the Borough, advise of any plans or investment strategies that could inform the preparation of the IDP and provide details of any key infrastructure investments and improvements planned to serve Swale Borough.

7.1.4 Lead delivery agencies were also requested to review the infrastructure projects identified in the adopted Local Plan IDS and confirm whether the projects remained current or provide updated details if the projects had progressed/further information was available.

7.1.5 In July 2020, the views of infrastructure providers were sought on the implications of potential growth scenarios. Specifically, they were asked to identify what:

- the key infrastructure issues associated with the level and distribution of development proposed in each of the growth options;
- the infrastructure constraints of each option. For example, significant lead in/timing constraints, significant funding or complex delivery issues;
- the infrastructure opportunities each growth option offered. For example, whether it would make good use of existing infrastructure or capacity or the opportunity to deliver new facilities as part of development; and
- new or improved infrastructure would be needed to support the additional development requirements in the locations set out in the growth options.

7.1.6 In November 2020, infrastructure providers were provided with a spreadsheet that outlined the allocations being considered for inclusion in the Regulation 19 Local Plan together with details of the expected housing and/or employment yield. Infrastructure providers were asked to identify any infrastructure or service delivery projects relating to the proposed allocations either on a site specific basis or broader settlement-wide context. In doing so, they were asked to provide details of project timescales, costs actual or potential sources of funding, whether land would need to be allocated or safeguarded to ensure delivery of the infrastructure and details of such land, and whether these infrastructure projects would supersede any projects currently identified in the IDS.

7.1.7 At the stage of commenting on the growth options, the infrastructure required to mitigate the impacts of development was assessed at a relatively high level. As specific development sites were identified, some utility providers were able to provide a more detailed assessment of their respective networks to identify

7 Engagement

any gaps in infrastructure to support the planned growth or reinforcement works required to ensure supply to specific sites. It should be noted, however, that precise utility requirements for individual allocations can only be determined through developers making a development enquiry to the relevant utility provider.

7.2 Site Developers/Promoters

7.2.1 Meetings have been held with site developers/promoters of proposed allocations in the Local Plan, particularly the larger site allocations, to discuss progress on bringing sites forward.

7.2.2 Where site promoters have provided technical evidence or other site information related to infrastructure requirements this has been used, where appropriate, to inform the IDP preparation.

7.2.3 Whilst most of the information in the IDP has been provided through engagement with infrastructure providers it has also been informed by a number of technical studies undertaken by the council as part of the Local Plan evidence base. This includes matters related to transport and strategic development options (formerly known as new garden communities)⁽¹⁴⁾.

7.3 Duty to Cooperate

7.3.1 There is a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis with neighbouring local authorities and other bodies on strategic matters. The identified strategic matters, the bodies engaged and the outcome of that engagement is set out in the council's Duty to Cooperate Statement, which has been published alongside the Regulation 19 Local Plan. The strategic matters relevant to planning for infrastructure include:

- impact on the strategic road network (M2 Junctions 5 and 7) arising from proposed development sites (Highways England, KCC and adjoining local authorities)
- cross boundary education provision (KCC and Canterbury City Council)

7.3.2 There is also an expectation that the identification and delivery of infrastructure will be undertaken through effective collaboration with infrastructure providers from early in the plan making process. As set out in Section 7.1, the council has engaged with infrastructure providers and will continue to do so to ensure that the IDP provides the most up to date picture of the infrastructure needs of the Borough and monitoring progress in the delivery of infrastructure projects, their costs and funding.

14 Second Assessment of New Garden Communities, Peter Brett Associates
(October 2019) <https://services.swale.gov.uk/meetings/documents/13308/Appendix%20-%20-%20FBA%20REPORT%20and%20stage%20assessment%20Sept%202019.pdf>

8 Document Structure and Infrastructure Delivery Schedule

8.0.1 The IDP sets out for each infrastructure type an overview of the current level of provision, an analysis of infrastructure capacity issues that may occur as a result of the delivery of the planned Local Plan growth and the infrastructure required to enable this growth to be delivered.

8.0.2 The Infrastructure Delivery Schedule (Appendix 1) sets out details of infrastructure projects, the lead agencies that would be involved in implementation, an overview of the risks and contingencies associated with each project and, where known, delivery timescales, costs and potential sources of funding. Where appropriate the projects identified are linked to specific sites.

8.0.3 In preparing the Schedule, the projects listed in the adopted Local Plan IDS have been reviewed and updated with those projects that have been completed removed.

9 Funding and Delivery

9 Funding and Delivery

9.0.1 Infrastructure requirements will be funded and delivered by a variety of different mechanisms. Some infrastructure projects may be funded by the infrastructure provider themselves or through developer contributions secured through the planning process.

9.0.2 The main ways over which the planning system can have a direct influence on securing infrastructure provider are:

- Section 106 Agreements - used to secure site specific infrastructure through negotiation with the developer and only where it is necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development. Provision may be made either through the making of a financial contribution or by the developer delivering provision on site, for example building a school. The Section 106 Agreement will set out trigger points for the delivery of infrastructure or payment of a financial contribution;
- Section 278 Agreements - completed between the developer and highway authority (Kent County Council) where development requires work to be carried out on the existing adopted highway; and
- Planning conditions - provide an important mechanism for providing essential on site design requirements and critical infrastructure within the site. They can also be used to prohibit the occupation of the development or it commencing until supporting infrastructure has been provided (Grampian condition).

9.0.3 Whilst it is expected most, if not all, site specific infrastructure will be able to be funded by the above mechanisms other sources of potential funding may be available, including:

- Direct funding and provision by statutory undertakers - under their legal obligations and statutory functions. This could be secured through the service providers capital investment programmes or through established procedures (developer charges) whereby the service provider works with the developer to ensure appropriate on site infrastructure, and where necessary off site infrastructure, is in place;
- Central government funding pots - such as the Housing Infrastructure Funding (HIF). The HIF is a capital grant programme awarded on a competitive basis to local authorities to provide funding for new infrastructure that will unlock new homes in areas of housing demand;
- Local Enterprise Partnership Growth Fund;
- Local Authority's Capital Programme;
- Borrowing;
- Private sector funding;
- Forward funding - often used in order to deliver infrastructure early.

9.0.4 In 2010, the Community Infrastructure Levy (CIL) was introduced to enable local authorities, if they chose to do so, set a local charge against certain types of new development to raise funding to deliver the necessary supporting infrastructure in their area. Unlike S106 contributions, CIL contributions are non-negotiable and whereas Section 106 contributions can only be collected to mitigate the impacts of a specific development, CIL is collected towards general infrastructure and the council can decide what it is spent on and where it is spent regardless of which development it originated from.

9.0.5 At the time Bearing Fruits 2031 was prepared, it was envisaged that the council would proceed with the introduction of CIL although the viability assessment undertaken at the time indicated a challenging viability situation over significant areas of the Borough, where only a modest or no CIL charge would be possible if development were to remain deliverable. Therefore, as it was unclear whether implementing CIL would be of benefit to Swale in terms of providing sufficient funding to deliver the required infrastructure, combined with anticipated changes to the practice on developer contributions (which the Government were consulting on at the time), proceeding with a charging schedule was paused in 2017.

9.0.6 In reviewing the Local Plan, the WPVA has reassessed whether it would be viable for development to support CIL. The WPVA found that only certain types of development would be viable to charge CIL and in the case of residential development, depending on the percentage of affordable housing provision sought, this would still only be a modest charge.

9.0.7 Sometimes different funding sources have to be combined to pay for new infrastructure. The Infrastructure Delivery Schedule shows which funding sources could potentially contribute to each infrastructure project.

9.0.8 Due to funding constraints it may not be possible to secure the delivery of all the infrastructure identified. As such, some element of prioritisation of infrastructure provision is necessary depending on the degree to which it is required to deliver development.

9.0.9 The provision of infrastructure has been categorised as either:

- Critical - delivery of identified infrastructure is critical to enable growth and without it development cannot commence
- Necessary - the identified infrastructure is necessary to support and/or mitigate impact arising from the development but the precise timing and phasing is less critical and development may be able to commence ahead of its provision
- Important - delivery of the identified infrastructure is important to build sustainable communities but timing and phasing is not critical over the plan period

9.0.10 It is also possible that the prioritisation of specific elements of infrastructure may change over time i.e. move from 'important' to 'critical'.

9.0.11 In addition to understanding the infrastructure needs to support planned growth, it will also be important to understand the phasing of growth and what impact this may have on the need for phased funding and delivery of infrastructure. The housing trajectory will, therefore, be key to understanding when sites are expected to come forward and the impact of this on infrastructure delivery.

9.0.12 Where available the Infrastructure Delivery Schedule includes information on potential funding sources. However, where this has yet to be determined the council will continue to work with service providers and other agencies to identify possible sources of funding for the infrastructure.

10 Social Infrastructure

10 Social Infrastructure

10.0.1 This section provides information on health, education and social infrastructure following discussions with the relevant service providers.

10.0.2 For the purposes of the IDP health care includes GP services and hospitals. It does not take into account wider primary care service needs such as dentists, pharmacies, opticians and community health, although these services will be impacted by the demand from population growth. This is dependant on the commissioning intentions of the appropriate NHS commissioning body.

10.1 Healthcare

Background

10.1.1 Inequalities in health are a significant concern in Swale and there are significant differences between those in the more deprived areas of the Borough and the more affluent: life expectancy is about 9 years lower for men and four years lower for women in the most deprived areas of Swale than those in the least deprived areas. It is important that community needs are supported through appropriate physical and social infrastructure and by other facilities and key services which contribute to improving the wellbeing and the overall quality of life experienced by residents.

10.1.2 In April 2020, the two Clinical Commissioning Groups (CCGs) that covered Swale (Swale CCG and Canterbury and Coastal CCG) merged with the six other CCGs covering Kent and Medway to form the Kent and Medway CCG.

10.1.3 GP practices within the CCG area are divided into primary care networks (PCN). These group practices to work together to strengthen GP services in partnership with other community, mental health, social care, pharmacy, hospital and voluntary services. There are currently PCNs covering Sheppey, Sittingbourne and Faversham.

10.1.4 The Sheppey and Sittingbourne PCNs have collectively seen a 5.2% rise in registered patients in the three years to January 2020. The breakdown by individual PCN is set out in the table below. The main reason for the large variation between PCN list size change is due to the closure of three practices and dispersal of patient registrations to new practices.

Swale Primary Care Network Practice Size			
PCN	Number of Practices	Combined Registered Patient List	Percentage Increase Since 2017
Sheppey	6	47,373 ⁽¹⁾	4.4
Sittingbourne East	4	36,931 ⁽²⁾	-1.4 ⁽³⁾
Sittingbourne West	5	31,583 ⁽⁴⁾	16
Faversham	2	31,447 ⁽⁵⁾	-

Table 10.1.1 Swale Primary Care Network Practice Size

1. As at January 2020
2. As at January 2020
3. Decrease due to closure of a surgery in 2018 and not all patients remaining within the Sittingbourne East PCN boundary
4. As at January 2020
5. As at January 2018

10.1.5 GP practices in Swale have some of the highest patient/full time equivalent GP ratios in the country. In July 2019, the ratio of patient/FTE GP in Swale CCG was 2,608 (4th percentile) and the ratio for Canterbury and Coastal CCG was 2,051 (2nd percentile). This compares to a national average of 1,721 patients/FTE GPs.

10.1.6 The CCG has an agreed process to securing Section 106 developer contributions⁽¹⁵⁾. Under this process the CCG will assess the impact on local practices whose catchment covers the development to inform a response to a planning application. Where practices are affected by a large strategic development, the CCG also engages directly with the practices. Historically, the focus on securing developer contributions has been on GP infrastructure due to the direct impact population growth has on practice list sizes and premises requirements. But the CCG will also, where there is scope to do so, seek to agree with the LPA the use of developer contributions funding for other uses such as equipment and IT and digital improvements.

10.1.7 The CCG will either identify one or more named practices as the expected recipient of the funding for improvements or extensions to existing premises or alternatively where a strategic solution is required, detail the requirement for new premises either to replace existing GP premises or provide additional capacity.

10.1.8 Historically, healthcare contributions in Kent have been based on a formula applied to the number of dwellings in each development. This is based on assumed occupancy by dwelling size multiplied by £360 per person. Where the dwelling sizes are known the occupancy rates used are:

- 1 bed unit - 1.4 persons
- 2 bed unit - 2 persons
- 3 bed unit - 2.8 persons
- 4 bed unit - 3.5 persons
- 5 bed unit - 4.8 persons

10.1.9 Where the dwelling sizes are not known, an assumed occupancy of 2.4 persons is used. The approach to calculating contributions is to be reviewed by the CCG during 2020/21, which may result in local variations across the County.

Proposed/planned provision

10.1.10 Both Swale and Canterbury and Coastal CCGs published estate strategies⁽¹⁶⁾, which define at PCN level the priorities for general practice development over a five year period to respond to population growth and ensure the estate is 'fit for purpose'. The most recent strategies focus on planning for population growth and the impact this has on the capacity of general practice premises and the requirement for improvements to existing facilities or the need for purpose built facilities. The strategies are used by Kent and Medway CCG in assessing the impact of proposed developments on local practices and responding to planning applications. The priorities identified in the strategies are:

- Maximising use of Sheppey Community Hospital site
- Expansion of Sheppey Healthy Living Centre
- Re-opening of Warden Bay branch surgery
- Maximising use of Sittingbourne Community Hospital site
- Expansion of Memorial Medical Centre
- Extension to Chestnuts Surgery
- Relocation of existing Lakeside and Milton Regis premises to a new building
- Extension to Meads Medical Practice
- Extension to Newton Road Surgery
- Reconfiguration of Faversham Health Centre

15 Kent and Medway CCG 'Section 106 and CIL Principles and Process - General Practice (June 2020) (see pages 41 to 53 of PCC Committee meeting on 18 June 2020)

16 Swale CCG 'General Practice Estates Strategy and Priorities (February 2020) and Canterbury and Coastal CCG 'Estates Strategy and Implementation Plan (April 2018)

10 Social Infrastructure

10.1.11 These proposals are reflected in the schemes included in the Infrastructure Delivery Schedule (Appendix 1). The strategies were prepared in the context of the scale and location of housing included in the adopted Local Plan. Following discussions with Kent and Medway CCG on the development now proposed across the Borough, the CCG have indicated that there will be a requirement for additional provision in Teynham (through the expansion of The Surgery, Teynham) to accommodate the pressures on capacity arising from the scale of development proposed in the village.

10.2 Education

Background

10.2.1 Education covers nursery, primary (ages 4 -11), secondary (ages 11 - 16), further education (post 16) and special education provision.

10.2.2 KCC, as the Local Education Authority (LEA), have a statutory duty to ensure sufficient primary and secondary places are available to meet the educational needs of the County's population, regardless of whether schools are maintained by the local authority, have academy status or are free schools.

10.2.3 KCC's approach to school place planning is set out in the Commissioning Plan for Education Provision, a five year rolling plan updated annually using the latest demographic information. The latest version of the Commissioning Plan covers the period 2021-2025 ⁽¹⁷⁾.

10.2.4 The additional need for school places from housing growth is influenced by a number of factors including the location of development, the rate at which dwellings are built and children reach school age and the types and mix of housing built. The additional pupil numbers generated by the Local Plan housing growth needs to be considered against any surplus capacity in existing school provision. Account is taken of existing capacity prior to seeking developer contributions. Where surplus capacity, above the operating surplus, is expected to exist after the needs of the indigenous population are served, this is available to support the need arising from new housing. In cases where services are not expected to be able to cope with the indigenous population's needs the costs of increasing service capacity are identified and costed, but these costs are not passed onto developers. Developers are asked only to contribute to needs arising from additional housing which cannot be accommodated within a surplus service capacity in the area.

10.2.5 The Government Guidance 'Securing Developer Contributions for Education' ⁽¹⁸⁾, indicates LEAs should seek developer contributions to support the funding of school places, nursery places, sixth form provision and special education needs provision, commensurate with the need arising from the development.

10.2.6 There are some general principles that KCC apply in determining overall needs and costs of education provision:

- New primary schools are preferred to be two forms of entry (FE) (420 places) with a nursery
- New secondary schools are preferred to be between 6FE and 8FE
- Where land is required for a new school on site, it is expected that the developer will provide a fit for purpose site at no cost
- Where a need for a new school is identified against a site, other sites that benefit will be required to contribute towards both land and build costs
- The benchmark cost per pupil for primary school expansion is £19,340 and new schools £22,969
- The benchmark cost per pupil for secondary school expansion is £26,628 and new schools £27,920

17 KCC Commissioning Plan for Education Provision in Kent 2021-2025 <https://www.kent.gov.uk/education-and-children/schools/education-provision/education-provision-plan>

18 Securing Developer Contributions for Education (November 2019), Department for Education and Ministry of Housing, Communities and Local Government <https://www.gov.uk/government/publications/delivering-schools-to-support-housing-growth>

Early Years Education

10.2.7 The provision of Early Years education is complex being a mix of maintained (local authority run), private, voluntary and independent facilities and childminders. The assessment of sufficiency for childcare places in KCC's Commissioning Plan indicates that for Swale there is a deficiency of childcare places, with notable deficiencies identified in Sheerness/Queenborough/Halfway, Central Sheppey, Sittingbourne East and Sittingbourne North.

10.2.8 However, the Commissioning Plan notes that five new providers have recently started to operate within the Borough with three providing places in planning areas of greatest need: Sittingbourne South, Sittingbourne East and Sheerness, Queenborough and Halfway.

10.2.9 In terms of future provision, where housing developments are proposed in areas where there is an indicative deficit of places or where the size of a development means that it will require new provision, KCC will either seek developer funding to provide nursery provision, which may include securing community rental or leasehold accommodation availability for private, voluntary or independent sector providers of 0-4 childcare. When a new school is delivered a nursery space is now included in the design, with KCC working to identify early years provision and the most appropriate way to deliver this.

Special Education Needs and Disability

10.2.10 The demand for places for pupils with special education needs and disabilities (SEND) has been rising. In 2020, there were 1,777 pupils in Swale with Education, Health and Care plans (EHCs), this is nearly 6% of the Borough's total 5 - 19 year old population and an increase of over 16% compared to the previous year.

10.2.11 KCC's strategy for SEND includes the commissioning of new special schools, expansions of existing schools and the establishment of satellites and specialist resource provision (SRP). In Swale future provision currently includes the commissioning of 150 specialist school places and 50 SRP places.

10.2.12 In respect of the development now proposed across the Borough, KCC have indicated that there will be a need for a mixture of SEN provision, including:

- the expansion of the new SEN school on the Isle of Sheppey for primary SEN provision;
- a new SEN school;
- contributions towards specialist resource provision in new mainstream primary and secondary schools.

Primary Education

10.2.13 Primary places are planned on the basis of ten school planning group areas within Swale Borough. Forecasts in the Commissioning Plan 2020 - 2025 indicate that over the five year period there will be surplus capacity across Swale overall but that there are differences between the school planning groups.

10.2.14 Pressure on places arising are forecast to be experienced in the Sittingbourne East and Sittingbourne North school planning areas. In the case of Sittingbourne East a slight pressure for Year R places is forecast in 2023. The Commissioning Plan also indicates that new housing developments in the planning area may increase the pressure on places and it is proposed to expand Sunny Bank Primary School by 0.5FE to meet this need when it arises. A phased expansion of Teynham Primary School will also be required when the proposed housing in the locality is brought forward. In Sittingbourne North it is expected that the forecast deficit in school places could be managed through surplus capacity in adjacent planning groups until new primary provision was provided on the Quinton Road (NW Sittingbourne) as part of an all-through school. Across the Faversham school planning groups a surplus capacity is forecast. However, it is highlighted that with developments in Faversham being built out this is likely to reduce in a shorter time frame and, with surplus capacity being to the west of the town, additional capacity will be required in eastern Faversham. In addition, the adopted Local Plan IDS also identified a need for additional capacity in several locations as set out below (with an updated position):

10 Social Infrastructure

- Expansion by 1FE of Bysing Wood School, Faversham (delivered)
- Expansion of Warden Bay Campus by 1FE (no longer planned)
- Expansion by 1FE of Regis Manor Primary School (delivered)
- New 2FE school within Queenborough and Rushenden Regeneration Area (project revised - see below)
- New 2FE school on the North West Sittingbourne mixed use allocation
- New 1FE school on Lady Dane Farm, Faversham allocation

10.2.15 The Commissioning Plan reflected the housing development planned to come forward through the adopted Local Plan. Following discussion on the development now proposed across the Borough, KCC have indicated that there will also be a requirement for the following education provision:

- New 3FE school within Queenborough and Rushenden Regeneration Area (the requirement is now for a 3FE rather than 2FE school)
- Expansion of existing primary schools in Sheerness
- New 2FE school in north Sittingbourne
- Expansion of St Mary's County Primary School, Faversham
- Three new 2FE primary schools in Faversham (this is dependant on the mix of housing to be provided on the south east Faversham site with the potential for two of the 2FE schools being replaced by one 3FE school)
- Expansion by 1FE Teynham Primary School

Secondary Education

10.2.16 There are five planning groups for secondary school places within Swale Borough or which cross the Borough boundary. Three of these are non-selective (Faversham, Isle of Sheppey and Sittingbourne) and two are selective (Sittingbourne and Sheppey and Canterbury and Faversham).

10.2.17 Forecasts set out in the Commissioning Plan indicate that there will be significant pressure for secondary school places across all the planning groups. The exception is the Isle of Sheppey non-selective planning group where although forecasts show a continuing surplus of places, this decreases in number over the five year period. The forecast surplus places are a direct result of the increasing number of pupils travelling off the Isle of Sheppey for their education. This results in additional pressure on places in the Sittingbourne non-selective planning group schools.

10.2.18 The adopted Local Plan IDS identified a need for the following secondary provision:

- New 6FE school on North West Sittingbourne mixed use allocation (over 2 phases)

10.2.19 Since then, KCC have also identified the need for the expansion of several existing schools to provide additional secondary places arising and these are reflected in the Infrastructure Delivery Schedule.

10.2.20 Following discussion on the development now proposed across the Borough, KCC have indicated that there will also be a requirement for the following education provision:

- New 4FE school on site to east of Faversham

Sixth Form and Further Education

10.2.21 One of the key providers of post-16 training in Kent is school sixth forms. The current Commissioning Plan does not include an assessment of capacity. However, an assessment in the previous Commissioning Plan of capacity in non-selective and selective schools indicated that across Swale there is sufficient capacity in non-selective provision, with the exception of the Faversham area where a deficit in provision was forecast from 2022/23. In the case of selective school provision, there was a need for additional provision in the Canterbury and Faversham planning area (from 2021/22) and Sittingbourne and Sheppey, although the need here was required from 2024/25.

10.3 Social Provision

10.3.1 The development proposed in the Local Plan will result in additional demand upon social care services, community learning, library and youth services. No specific projects have been identified for inclusion in the IDP.

10.3.2 However, where there is no spare capacity to meet the additional demands arising from new developments, KCC will seek a developer contribution towards the provision of additional facilities locally to mitigate development impacts. The developer contributions sought are currently (all index linked):

- social care - £146.88 per dwelling
- community learning - £16.42 per dwelling
- library services - £55.45 per dwelling
- youth services - £65.50 per dwelling

11 Physical Infrastructure

11 Physical Infrastructure

11.1 Roads

11.1.1 Within the Borough, Highways England (HE) is responsible for the national strategic road network (SRN). Most other roads are managed and maintained by KCC, as the local highway authority, but there are also a number of private roads.

11.1.2 The road network in Swale is focused east/west along the M2/A2 corridor with the A249 and A251 providing the main north/south routes. Traffic and transport capacity issues are significant limitations of the existing network and at key junctions between the local and strategic highway network giving rise to capacity issues at peak hours, typically queuing from slip roads onto the main carriageway of the strategic road network (SRN).

11.1.3 To address these issues, a number of committed highway improvement projects across the Borough to the SRN and the local road network are already planned, funded through a mix of public funding and developer contributions. These will provide capacity and operational improvements and will facilitate existing development commitments and allocations in the adopted Local Plan and are summarised below.

11.1.4 The Inspector who examined the Bearing Fruits Local Plan was satisfied that the level of growth in the first part of the plan period could be accommodated on the local road network. Beyond this there were implications in delivering the full housing need figure for both the strategic and local road network that would require the implementation of improvement works. At the time of the examination, the nature of improvement works had not been determined, but the Inspector did not consider this to be a showstopper to the Local Plan being adopted. The Inspector, therefore, found the Local Plan sound subject to a commitment to undertake an early review of the Local Plan to address the highway capacity issues. To support the Local Plan review, further transport modelling (see below) has been undertaken to assess and identify the necessary mitigation measures to accommodate the further development planned through the Local Plan review.

11.1.1 Swale Highway Model and Swale Transport Strategy

11.1.1.1 The Swale Highway Model (SHM) was commissioned to test the traffic impacts of new developments and transport infrastructure across Swale and undertaken jointly with KCC. The Local Model Validation Report (June 2018) describes the detail behind the model build. The initial Local Plan Future Scenario Testing Report (May 2019) tested four future scenarios, selected to test a range of potential alternative development distributions and different levels of improvement to the highway network, and reflecting the uplift in the housing numbers required (as determined by the standard methodology).

11.1.1.2 Additional scenarios were modelled in April 2020 with new development assumptions and mitigation measures⁽¹⁹⁾ and reported in the Local Plan Model Rerun Summary Report (April 2020). The two reports cover the findings of the highway modelling work in detail.

11.1.1.3 The intention of the modelling assessment is to establish any key capacity constraints on the highway network to delivering the planned level of growth in the Borough over the plan period, evidence the extent of the problems and enable solutions to be found to those issues. The modelling work has identified a number of network improvements, which are set out in the sections below and/or the Infrastructure Delivery Schedule. These are in addition to already committed schemes. Whilst mitigation measures have been identified and tested in respect of the growth scenarios, following the identification of the preferred site allocations further modelling is to be undertaken in order to identify additional, if any, transport mitigation measures that may be required. This work is expected to be completed by late spring 2021 and will be reported in a third Local Plan Model Testing Report.

19 These are detailed in two Technical Notes. Technical Note for Modelling Key Assumptions (Swale LP TN_Key modelling input assumptions_v4_Sensitivity Test) and Technical Note for Mitigation Measures (Mitigations Swale Highway Model v2 (Wallend Farm changes))

11.1.1.4 A key infrastructure requirement, therefore, will be the junction and corridor improvements identified below and in the Infrastructure Delivery Schedule. It is expected that developer contributions will be needed to contribute towards the funding of the majority of these improvements. It should be noted that as the highway modelling is strategic in nature, additional junction/network improvements may be required following more detailed transport assessments of the transport impacts of individual development proposals.

11.1.1.5 The Swale Transport Strategy 2022 - 2038 provides a framework to guide the development of transport based improvements and interventions within the Borough for the period up to 2038 and supports the Swale Local Plan Review. The objectives of the Strategy are to:

- provide a detailed policy framework, consistent with both national and regional transport planning policy;
- support Swale's Local Plan Review, taking account of committed and planned development;
- Identify the transport improvements and solutions that are required to accommodate the anticipated changes in travel demand and promote a shift towards sustainable and active travel;
- provide a funding and delivery mechanism for the identified transport improvements and actions; and
- promote sustainable travel as a measure to address localised air quality concerns and the global climate crisis.

11.1.1.6 The Strategy identifies schemes and projects, whose implementation will be dependent upon the rate of development coming forward, the identification of funding and the availability of resources. Where relevant these schemes and projects have been referenced in the IDP and/or included in the Infrastructure Delivery Schedule.

11.1.2 Strategic Highways

11.1.2.1 Within the Borough, the M2 and A249 (spur from the M2 to Sheerness) form the SRN with the wider motorway network of the M20, M25 and M26 a short distance away. There are three motorway junctions within the Borough: Junction 5 (J5) to the south west of Sittingbourne, Junction 6 (J6) to the south of Faversham and Junction 7 (J7) to the south east of Faversham.

11.1.2.2 There are consistently significant delays on the M2 between J5 and J6. J5 along with J7 are identified within the top 50 casualty locations on the SRN nationally. The A249 between the A2 and M2 carries the lightest traffic flows on the SRN but has a low rate of journey reliability. Improving safety and congestion issues at J5 and J7 of the M2 are identified as key challenges in the Highways England Kent Corridor to M25 Route Strategy⁽²⁰⁾.

11.1.2.3 HE have commented that the Isle of Sheppey and wider Borough is effectively a cul-de-sac resulting in all but very localised traffic normally making use of the SRN. As such, future development needs to carefully consider the transport implications and associated infrastructure issues on the SRN and local highway network, including the M2/A2/A249 corridor. As the major roads are linked across the Borough the cumulative impact across all major junctions needs to be considered. HE have also indicated the need, due to known capacity issues within the Borough, for the phasing of large scale development with the timescales for the delivery of planned junction improvements or improvements identified as a consequence of bringing forward the reviewed Local Plan. They also emphasise that this should be combined with maximising the move to sustainable transport use: this is addressed in the Swale Transport Strategy.

M2 Junction 5

11.1.2.4 Highways England have proposals to undertake improvements to the A249 Stockbury Roundabout at J5, as it is currently operating over capacity. At certain times of the day there are high levels of congestion and delays on the A249 southbound (towards Maidstone), northbound (towards Sittingbourne) and on the approaches to the junction and on the exit slip road from the M2 westbound towards Stockbury roundabout.

20 Kent Corridor to M25 Corridor Study (March 2017), Highways England https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/600312/Kent_Corridors_to_M25_Final.pdf

11 Physical Infrastructure

11.1.2.5 Congestion is expected to worsen in the future due to the planned development and population growth. In addition, traffic is diverting away to alternative rural routes to avoid the congestion, putting undue pressure on local roads not suited to larger volumes of traffic and increasing safety risks. The junction is also one of the top 50 national casualty locations on England's major 'A' roads and motorways⁽²¹⁾.

11.1.2.6 The scheme proposes to:

- replace the existing roundabout with a new grade-separated interchange to provide free flowing movement on the A249;
- new slip roads onto the M2 for traffic travelling on the A249 southbound and northbound;
- the existing connection from the Maidstone Road to the A249 Stockbury Roundabout to be closed and Maidstone Road to be re-routed to link with Oad Street;
- the existing junction of Oad Street with the A249 to be closed. A new link to be provided south of the existing Oad Street to connect directly with the A249 Stockbury Roundabout; and
- The Honeycrook Hill junction with the A249 to be closed for safety reasons.

11.1.2.7 The aims of the scheme are to:

- improve journey times: reducing delays meaning people will have quicker and more reliable journeys;
- make journeys safer: improving the junction will improve safety for all road users;
- support economic growth: increasing capacity at the junction will support the future housing and employment growth in the area;
- help cyclists and pedestrians working with the local authorities aim to improve facilities for pedestrians, cyclists and other non-motorised users; and
- deliver high standards of highway design: resulting in a scheme that is in keeping with the local environment, minimising environmental impacts and where feasible make conditions better.

11.1.2.8 The necessary Orders for the improvement scheme were published in June 2019 and the Public Inquiry into the Orders opened on the 9th November and closed on the 3rd December 2020. On the assumption that it is consented, the approximate scheme opening date is 2023.

11.1.2.9 The scheme is identified in the national Road Investment Strategy 2 (RIS2) as a committed scheme for the period 2020/21 to 2024/25. The forecast cost of the scheme is £91.91 million (including costs of compulsory acquisition of the land required for the scheme). In addition to the RIS2 funding, KCC has submitted an application for a grant to the Major Roads Network programme (MRN), which it is anticipated will be determined in late 2020/early 2021. In addition, to applying for MRN funding, KCC has committed to providing £1.6 million towards the costs of the scheme from its own resources and £900,000 from SELEP. In the event that the MRN application is unsuccessful Highways England will meet the shortfall from its general budget.

11.1.2.10 Taking into account committed developments all the current safety led capacity at J5 has been allocated. As such Highways England currently seek to restrict, through the imposition of a Grampian condition on a planning permission, occupancy of developments that may be permitted until the completion and opening of the scheme to traffic. Following scheme completion, J5 will have capacity to support the delivery of growth planned in the adopted Local Plan but further assessment will be required to determine how much, if any, of the further growth now planned for through the Regulation 19 Local Plan could be accommodated. Transport modelling/strategy??

M2 Junction 6

21 There were 111 personal injury accidents between January 2011 and December 2015 and nearly half occurred during morning and evening peak periods

11.1.2.11 J6 is not a well used junction due to its layout and proximity to J7 and there is currently some spare capacity at the junction. There is, however, a risk of traffic on the A2/A251 queuing back to J6 and Highways England have highlighted the possible need for additional mitigation over and above that currently planned in the KCC A2/A251 junction improvement scheme (see below).

M2 Junction 7

11.1.2.12 J7 (Brenley Corner), where the M2 and A2 meet, is a pinchpoint on the strategic transport route for traffic travelling onto Canterbury and Dover, particularly for HGVs travelling to the Dover port. The junction is currently operating at capacity level with the current configuration of the junction regularly creating peak hour congestion as traffic on the SRN mixes with traffic on the local road network leading to queuing on the approach roads. The capacity of the junction, therefore, is not only a constraint to development locally but also more widely across north and east Kent, particularly development in local authority areas along the M2/A2 corridor and also has wider strategic impacts on the economy of the south east.

11.1.2.13 There is currently no committed national improvement scheme to mitigate the above issues although KCC have proposals for minor improvements to the local roads approaching the junction. An improvement scheme to remove the congestion due to the gyratory, creating a continuous M2/A2 route and providing for a free flow of traffic is planned. The scheme has been included as a pipeline scheme in the national Road Investment Strategy 2 (RIS2) for development during 2020 - 2025, with potential delivery beyond 2025, although there is no commitment to the scheme ultimately being included in RIS3 for funding and taken through to construction. Highways England have indicated that until firm proposals for an improvement scheme come forward the RIS2 proposals cannot be relied on to mitigate the development planned for in the Local Plan and there will be a need to assess impacts and mitigation measures at a local level; this work is ongoing.

A249 Junctions

11.1.2.14 There are improvement schemes proposed for three junctions on the A249, at Key Street, Bobbing and Grovehurst Road. The aim of the improvements is to reduce congestion, improve journey time reliability and provide additional road capacity for planned new housing as well as improve facilities for pedestrians and cyclists. The schemes proposed for each junction are summarised below.

- A249 Key Street - the scheme would involve an extension of the existing roundabout to the west with partial signal control of the north bound off slip and a new south bound on slip which would intersect with a roundabout on Chestnut Street, serving the proposed development of the adjacent land. Initial works (Phase 1) were implemented in 2020. Phase 2 is at design stage⁽²²⁾ and the outline programme for these improvements would see construction start in March 2022 and completion in March 2024. The scheme is being funded by HIF grant funding and S106 developer contributions⁽²³⁾.
- A249 Grovehurst Road – the junction currently experiences significant/severe congestion and the remaining safety led capacity has been allocated to permitted developments. As such Highways England currently seek to restrict, through the imposition of a Grampian condition, occupancy of developments that may be permitted until the completion and opening of the scheme to traffic. The improvement scheme would see the removal of the existing 'dumb bell' roundabout arrangement and construction of a new gyratory utilising the existing bridge together with a new bridge and extensions to the A249 slip roads, resolving the issue of traffic queuing from the slip roads onto the main

22 Public consultation on the Key Street and Grovehurst Road junctions was held virtually between December 2020 and January

2021 <https://kccconsultations.inconsult.uk/consult/ti/A249swalejunctionimprovements/consultationHome>

23 KCC were awarded £38.1m of HIF Forward Funding in December 2019 to undertake highway improvements to the A249 junctions at Key Street and Grovehurst Road. A Grant Determination Agreement has now been completed but the funding is conditional on the improvements to M2 J5 being approved. A condition of the HIF allocation is that further S106 contributions, that would have been used to support highway improvements at Key Street and Grovehurst Road should be recycled back into other housing enabling highway and infrastructure improvements within Swale

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carriageway at peak hours. Outline designs have been developed with construction anticipated to commence in 2022 with completion in March 2024. The scheme is HIF funded.

- A249 Bobbing – the junction currently experiences significant congestion during the peak hours. An improvement scheme for this junction to increase capacity forms part of the planning application(s) for the development of the North West Sittingbourne mixed use allocation. Transport assessment work in connection with the planning application indicates that 100 dwellings could be completed before the requirement for an interim mitigation scheme with full mitigation required before occupation of the 450th dwelling.

11.1.3 Local Highways

11.1.3.1 Local transport policy is the responsibility of KCC and as such joint working is required to ensure that land use planning and transport are aligned as closely as possible.

11.1.3.2 The fourth Local Transport Plan (LTP4)⁽²⁴⁾ covers a wide range of transport related priorities to 2031. LTP4 is built around delivering resilient transport infrastructure and improving reliability of the county's transport network to support economic growth and demand from a growing population. The LTP priorities are identified as strategic, countywide and local. One of the strategic priorities of significance to the Local Plan is the upgrading of the M2 junctions to improve capacity and provide for the free flow of traffic.

11.1.3.3 The key highway improvement schemes on the local road network are summarised below. This does not include improvements required to facilitate development of individual site allocations, which are listed in the Infrastructure Delivery Schedule.

A2/A251 Junction

11.1.3.4 The A2/A251 priority junction provides the primary access for Faversham and eastern Swale to the SRN. The junction caters for significant volumes of traffic and is currently operating over capacity in peak periods with serious levels of congestion and delay. This is a constraint to key strategic housing allocations in the Faversham area and to the economic wellbeing of the town. The proposed scheme replaces the existing priority junction arrangement with a new signalised junction, which will include a controlled pedestrian crossing across the A2 eastern arm.

11.1.3.5 The scheme is at design stage and a start on site is anticipated for July 2021.

A2500 Lower Road/A249 Roundabout

11.1.3.6 To improve congestion and increase safety a scheme to widen the approach arm from the A2500 Lower Road from 1 to 2 lanes, increasing turning capacity, is planned. The scheme is being delivered as Section 278 works and is currently anticipated to be undertaken in 2022.

A2 Corridor

11.1.3.7 The A2 suffers from high levels of congestion, particularly from the roads that feed into it. Reducing the congestion on this route is key to achieving a number of the aims of the Swale Transport Strategy. To address these issues the council, working with KCC, will develop an A2 Mitigation Strategy to manage the flows of traffic on the A2 and the roads that feed on to it, especially where there are air quality, traffic congestion and road safety issues.

24 Local Transport Plan 4: Delivering Growth without Gridlock 2016 - 2031 <https://www.kent.gov.uk/about-the-council/strategies-and-policies/transport-and-highways-policies/local-transport-plan>

11.2 Public and Sustainable Transport

11.2.1 Rail

11.2.1.1 Rail services are currently provided by Southeastern rail. The competition for the South Eastern rail franchise (which would have run from April 2019) was terminated by the Department for Transport (DfT) in August 2019. In March 2020, Govia (the operating company) were awarded a Direct Award Contract to continue operating the South Eastern rail franchise until October 2021, with the option to extend the contract until March 2022. Reflecting the DfT's response to the Covid-19 pandemic to support and sustain necessary rail services, this was a management contract with all revenue and cost risk transferred to the Government for a limited period. The contract included options to boost capacity in the short term as additional rolling stock became available and partnership with Network Rail to develop longer term capacity, rolling stock and punctuality strategy for the South Eastern network beyond 2022.

11.2.1.2 Within the Borough, there are stations at Newington, Sittingbourne, Teynham, Faversham and Selling, with high speed Southeastern trains stopping at Sittingbourne and Faversham. The branch line between Sittingbourne and Sheerness is a community rail line providing a half hourly passenger service, with inter stops at stations at Kemsley, Swale and Queenborough.

11.2.1.3 Network Rail are currently investigating improvements to service frequency at Newington, Teynham and Selling stations from an hourly to half hourly service. This is due to be completed by Autumn 2021.

11.2.1.4 The development proposed in the Local Plan at settlements served by a rail station may provide a catalyst for increased patronage which could also support improved facilities, particularly at smaller stations where there are currently limited passenger facilities. Further discussions will be held with Southeastern rail to establish the level and type of infrastructure that may be required.

11.2.1.5 Some Local Plan allocations are in locations where development may have an impact on the operation of level crossings in the vicinity of the site through increased pedestrian traffic using the level crossing. Network Rail's preferred solution would be the closure of crossings. The impact of development on the use of level crossings will require consideration as part of a Transport Assessment and, if required, the identification of appropriate mitigation measures.

11.2.1.6 The IDS (2017) contained a number of public transport projects, which have been updated.

11.2.2 Walking and Cycling

11.2.2.1 The Swale Transport Strategy has identified a number of measures to support sustainable travel, particularly walking and cycling. In addition, a number of the allocated sites will require the provision of new walking and cycling links to facilitate walking and cycling and connecting the sites to local services and facilities. These are identified in the Infrastructure Delivery Schedule.

11.2.3 Bus Provision

11.2.3.1 Swale's bus network covers the Borough well with several routes and frequencies, although a number of these are subsidised in order to ensure bus routes are available for those in locations which need them. There has, however, been a reduction in bus usage over the last six years and there is a lack of adult passengers during peak travel times. Through the Swale Quality Bus Partnership a number of improvements to routes and services have been implemented and there is a need to build on these to develop a robust, high quality network.

11.2.3.2 The Swale Transport Strategy 2022 - 2038 sets out a number of measures aimed at increasing the modal share for travel to work journeys by bus to 5% over the plan period. Developers of all major sites will be required to take into account bus service provision and allocations will need to be appropriately masterplanned to ensure prioritised bus access within and into/out of sites and the provision of bus

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infrastructure. It is likely that there will also be a requirement on developers to support services, which may be through the extension of existing routes, to ensure residents of the new developments have the option of bus travel from the earliest opportunity.

11.3 Utilities

11.3.1 This section provides an update in respect of the following utilities: electricity, gas, water and telecommunications infrastructure.

11.3.1 Electricity

11.3.1.1 National Grid Electricity Transmission (NGET) owns and maintains the electricity transmission system in England, distributing the energy to the electricity network operators, so it can reach homes and businesses. National Grid have confirmed that specific development proposals are unlikely to have a significant direct effect upon National Grid's electricity transmission infrastructure.

11.3.1.2 UK Power Networks (UKPN) are the Distribution Network Operator covering Swale and have a duty to supply electricity to sites. The projected increased in load growth associated with the level and location of proposed development in the Local Plan has been discussed with UKPN. Connections can be made from the site allocations to existing supplies but the following capacity issues have been identified, although none are considered to be a risk to development.

- Queenborough and Rushenden - there is a 6.6kV main sub-station in the vicinity of the Rushenden South site that has available headroom to serve the development proposed. However, should there be several large developments in the area reinforcement may be required
- Sheerness - the area is served by a 6.6kV main sub-station which has headroom. There are no capacity issues, therefore, for smaller developments although large one off developments may require reinforcement
- Sittingbourne - there are two 11kV main sub-stations serving the area both of which have headroom. Reinforcement of the extra high voltage (EHV) network may be required at some point to provide additional capacity depending on loading requirements, for example to serve larger industrial developments
- Faversham - the east of Faversham is served by an 11kV main sub-station that has recently been upgraded to give a large increase in headroom and the 'second comer' regime⁽²⁵⁾ may apply depending on when developments come forward and seek a connection to the network
- Lamberhurst Farm - there may be a need for significant reinforcement but this will depend on the type of employment users that occupy the development and whether there is sufficient network capacity for their likely loading requirements
- Rural areas - local network reinforcement would be required

11.3.1.3 The above are caveated, however, in that each site would need to be considered on its own, taking into account the current network at the time a planning application was made and when more detailed development proposals, particularly for employment sites, and the likely loading requirements are known. In those settlements where reinforcement would be required if more than one site came forward this would be on a first come first served basis, with reinforcement applying to subsequent applications. Developers should discuss their development proposals with UKPN at the earliest opportunity.

11.3.2 Gas

11.3.2.1 National Grid Gas plc owns and operates the high pressure gas transmission system across the UK. Gas then leaves the transmission system and enters the four gas distribution networks where pressure is reduced for public use.

²⁵ This applies where a connectee who subsequently connects to and benefits from infrastructure paid for by an earlier connectee should pay for its share of the costs and therefore be liable for a second comer payment. This applies to connections within ten years of the upgrade.

11.3.2.2 SGN, are the gas distribution company covering the south east. There are two network grids covering the Borough: Ashford and Medway. SGN have indicated the following reinforcement schemes would be required to support the level of growth proposed in the Local Plan:

- Kingsferry Bridge - development within the Queenborough and Rushenden Regeneration Area triggers the need for reinforcement of the mains at Kingsferry Bridge
- Faversham - development to the south east of Faversham would, depending on where a connection to the network was made, trigger the need for reinforcement of the gas network on the eastern side of Faversham

11.3.3 Water Infrastructure

11.3.3.1 Water and water recycling infrastructure is funded from a combination of a water company's business plan, which is funded through customer bills, and developer charges directly sought by the water company to fund connections and improvements to supply water serving new development and to ensure the site drains effectively.

11.3.3.2 The Borough is served by two water companies: Southern Water (covering the whole Borough for wastewater treatment and providing water supply on the western side of the Borough, including the Isle of Sheppey) and South East Water (providing water supply in the eastern side of the Borough).

11.3.3.3 Both companies have published Water Resource Management Plans (WRMP)⁽²⁶⁾. These are statutory plans that all water companies have to produce every five years. They look at least 25 years ahead to forecast how much water will be available and how much it will be needed in the future to meet demand. If demand is greater than the water available, these plans identify the most cost effective solutions to fill the gap. The WRMPs have taken account of planned growth but will not reflect additional demands as a consequence of the local plan review.

11.3.3.4 In addition, water companies work on a five year business planning cycle through which funding for new resource developments or improvements are secured. Proposals for the five year period are contained in the published five year Asset Management Plans (AMP). The AMP covers the building and modernising of water pipes to ensure a reliable supply, the reduction of the number of overflows from sewers and improvement of water and wastewater treatment works to deal with growing population and climate change. The current AMP period is 2020 - 2025.

11.3.3.5 The water companies have commenced preparation of new Drainage and Wastewater Management Plans. These are strategic plans, which will set out how the water companies intend to extend and maintain a robust and resilient drainage and wastewater system over a 25 year period. Draft Plans are due to be published for consultation in the summer 2022.

Water Supply

11.3.3.6 The north west of the Borough, including the Isle of Sheppey, is within Southern Water's Kent Medway WRZ (supplied from a mixture of groundwater and water from rivers), whilst the remainder of the Borough is located in the South East Water's WRZ8, where drinking water is supplied by groundwater and imported water from Southern Water.

11.3.3.7 Neither water company has identified issues with the supply of water over the plan period.

26 South East Water Resources Management Plan 2020 - 2080 (2019) <https://corporate.southeastwater.co.uk/news-info/publications/wrmp19-wrmp/> and Southern Water Water Resources Management Plan 2020 - 2070 (December 2019) <https://www.southernwater.co.uk/our-story/water-resources-planning/water-resources-management-plan-2020-70>

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Waste Water Treatment

11.3.3.8 There are five wastewater treatment works (WwTW) serving the Borough: Eastchurch, Motney Hill, Teynham, Queenborough and Faversham.

11.3.3.9 The Kent Water for Sustainable Growth Study (2017)⁽²⁷⁾ commissioned by KCC, assessed the impact of growth on the water environment and identified sustainable measures required to manage water environment impacts to 2031. The Study made an assessment of the growth planned (in the adopted Local Plan) compared to the available headroom at the WwTWs. This showed that there was sufficient permitted capacity at the Eastchurch, Motney Hill and Teynham WwTWs to accept the planned level of growth. The headroom at the Faversham WwTW was already limited and at Queenborough WwTWs the available headroom capacity would be used by 2024, requiring Southern Water to apply for new discharge permits. More stringent quality conditions would be required relating to Biological Oxygen Discharge to ensure no deterioration in the water quality of the Swale Estuary. However, the Study concluded that this could be achieved through conventional treatment and that a technical solution would be feasible.

11.3.3.10 Following assessment of the site allocations proposed in the Regulation 19 Local Plan, Southern Water have advised that there will be a need for reinforcement of the wastewater network in order to provide capacity for development in Sheerness, Sittingbourne, Faversham, Teynham and Neames Forstal.

11.3.3.11 Southern Water have also advised that there is limited capacity at the Faversham WwTW and there will be a need to upgrade the WwTW to accept all the development proposed in the Regulation 19 Local Plan. Funding for the upgrade would be taken through the next AMP cycle covering 2025 - 2030. The timing of development may need to be phased inline with the delivery of the WwTW upgrade.

11.3.4 Broadband

11.3.4.1 Delivery of broadband and mobile services, to support the changing needs of businesses and communities in the Borough's urban and rural communities alike, is a priority within the Swale Economic Improvement Plan 2020-2023. This recognises that the provision of improved broadband services, which are reliable, is essential for sustainable long-term economic growth and the social well-being of residents.

11.3.4.2 The majority of the Borough has good standard of access to broadband services, with over 95% of the Borough able to access superfast broadband (of more than 30Mbps). However, just over 4% of properties in Swale had access to full fibre connections (17.2% in the UK). Provision of high capacity broadband will support businesses and attract investment. It will also support how residents choose to work and live, facilitating social inclusion and access to services and leisure opportunities. It also has the potential to increase opportunities for home and remote working, reducing commuting journeys and the need to travel, thereby contributing towards a reduction in our communities' carbon footprint.

11.3.4.3 To support the provision of broadband infrastructure, Policy DM 13 in the Regulation 19 Local Plan seeks to secure the installation of gigabit capable broadband infrastructure as part of new developments.

11.4 Waste

11.4.1 KCC is the waste disposal authority operating household waste recycling centres (HWRC) and waste transfer stations (WTS) across the County. In Swale HWRCs are located at Sittingbourne, Faversham and Sheerness, with a WTS co-located with the Sittingbourne HWRC.

11.4.2 Discussions with KCC suggest that there would be a need for increased operational capacity through the extension of the Sheerness and Faversham HWRCs and the relocation of the Sittingbourne HWRC onto a new site which would enable the expansion of the WTS. These projects are reflected in the Infrastructure Delivery Schedule.

27 Kent Water for Sustainable Growth Study (May 2017),
AECOM https://www.medway.gov.uk/downloads/file/2374/kent_water_for_sustainable_growth_2017

11.4.3 KCC would also seek developer contributions towards waste infrastructure improvements. This is currently £183.67 per dwelling (index linked).

12 Appendix 1: Infrastructure Delivery Schedule

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See separate schedule