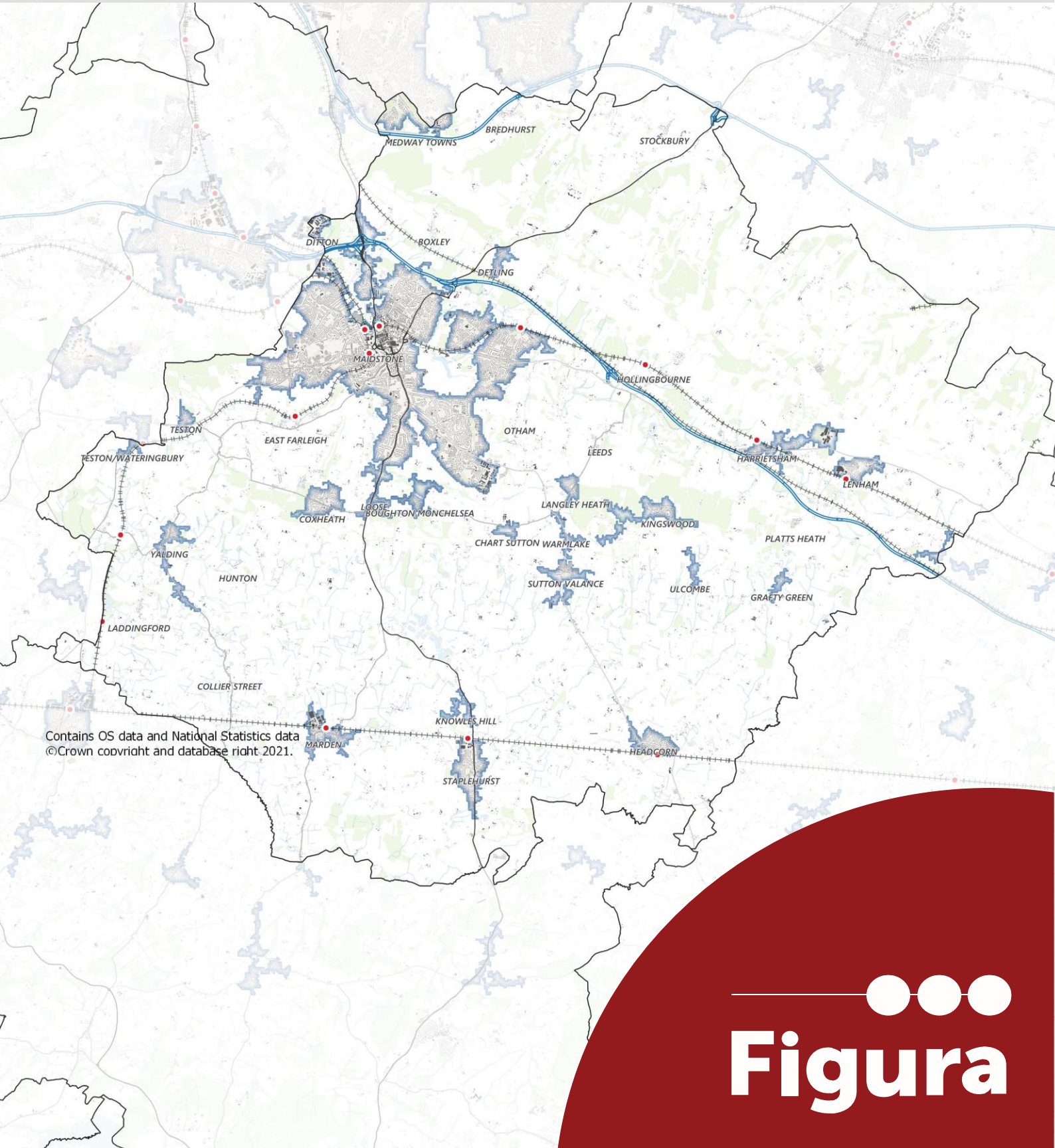


# Maidstone Borough Council Settlement Hierarchy Review

July 2021



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# Maidstone Borough Council Settlement Hierarchy Review 2021

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## 1 Introduction

- 1.1 The Maidstone Borough Local Plan, like most local plans, categorises settlements in the Borough by scale, function and accessibility. This categorisation, called a settlement hierarchy, is designed to be the framework for creating a sustainable pattern of development. Relating the spatial pattern of new development to the economic and service role of settlements is intended to promote greater degrees of community self-containment, reducing the distance travelled and/or encouraging more sustainable forms of transport. Such outcomes play a key role supporting continued reductions in carbon emissions and therefore mitigating climate change.
- 1.2 The hierarchy in the current local plan (adopted 2017) sets Maidstone as the most sustainable location for development due to its scale, employment, town centre uses and public transport accessibility. Below that in the hierarchy are a number of “Rural service centres” and “Larger villages”.
- 1.3 Maidstone is currently reviewing the local plan and, as part of that, the hierarchy. The most recent version of the emerging local plan was the Local Plan Review, Regulation 18 Preferred Approaches Consultation in December 2020 (“Preferred Approach 2020”). That document contains proposals to incorporate three additional levels into the hierarchy. Two of these additional levels – Garden Settlements and Strategic Development Locations - do not necessarily relate to existing settlements. The third does; an additional layer of “Smaller Villages and Hamlets” would be incorporated. These changes are summarised in Section 2 of this report.
- 1.4 Maidstone Borough Council has employed Figura Planning to provide an evidence-based review of the settlement hierarchy and to provide issues for the Council to consider in the Maidstone Local Plan Review. Readers should note that we do not review or consider the appropriateness of the Garden Settlements or the Strategic Development Locations – this report is concerned with the existing pattern of settlements only.
- 1.5 Maidstone sits at the top of the settlement hierarchy as “County Town” and a quick glance at its range of facilities, employment and sheer scale indicates that this position is fully appropriate. Therefore, while aspects of the analysis within this report refer to Maidstone, there is no attempt to reassess this element of the hierarchy. The report primarily concentrates on other settlements within the Borough.

### Methodology

- 1.6 The study uses census and other relevant data, supplemented by site visits, to provide a functional portrait of the existing settlement pattern. Based on this portrait, and considering the implications of national and local policy, this report concludes with issues for Maidstone Borough Council to consider concerning their local plan settlement hierarchy. The assessment is “policy – off” as far as feasible. In other words, it is based on the functional, economic and transport characteristics of settlements in the context of promoting transport sustainability and self containment. It does not, for example, consider deliverability or environmental impact of development at the various settlements. That would be a matter for other evidence being prepared by the council as part of their local plan review.
- 1.7 Basing the settlement analysis on an empirical assessment of places and their functions from a “clean slate” is a change from previous hierarchy approaches in the Borough. To some extent these have followed from earlier policies, including previous Local Plans which in turn were influenced from the Kent and Kent/Medway Structure Plans. This also means that

parish or ward boundaries were not considered in relation to settlements. This policy-off approach provides a robust policy-making basis which can be defended at Local Plan examination.

1.8 Broadly speaking, the Methodology for the settlement assessment is as follows:

- I. Objective identification of areas with potential as settlement classification.
- II. Filtering potential settlements to identify those warranting further consideration.
- III. Survey and Baseline Data assessment.
- IV. Review of four dimensions of settlements:
  - settlement scale
  - transport and connectivity
  - economic role of settlements, specifically business employment
  - community services, and facilities including retail
- V. Based on the balance of the above, forming issues for the Council to consider in relation to the settlement hierarchy.

1.9 The results of this assessment are discussed in Section 7, but the following provides an overview of the methodology used in settlement identification and assessment. Section 8 sets out potential population scenarios which follow from the identified hierarchy.

## Identifying Settlements

1.10 It was agreed with Maidstone Borough Council at the outset that Maidstone's dominant role as the County Town, and by far the most significant settlement, would continue to be reflected in the hierarchy and that no detailed assessment or analysis of this was necessary. It was also agreed that the proposed garden settlements' role in the Borough hierarchy would not be assessed within this report – this will emerge and evolve through strategy deliberations by the council and is not necessarily related to sustainability of any pre-existing settlement.

### Policy Off Approach

1.11 In assessing settlements, a policy-off approach was taken. The settlement surveys from 2017 and 2018 considered settlements in relation to settlement boundaries (adopted and proposed from 2016/17). For this assessment we took an empirical approach looking at the extent of the built environment. There are legitimate planning reasons why, for example, a business park on the edge of a settlement may not be included in the policy-on settlement boundary. However, for assessing overall level of services and self-containment it was important to avoid being constrained by such policy decisions. The most significant constraints<sup>1</sup> of settlements are mapped, forming part of the contextual assessment, but these constraints do not specifically impact on the potential categorisation of settlements. The one exception to is the Green Belt at Watlingbury – see the policy review section later in this report.

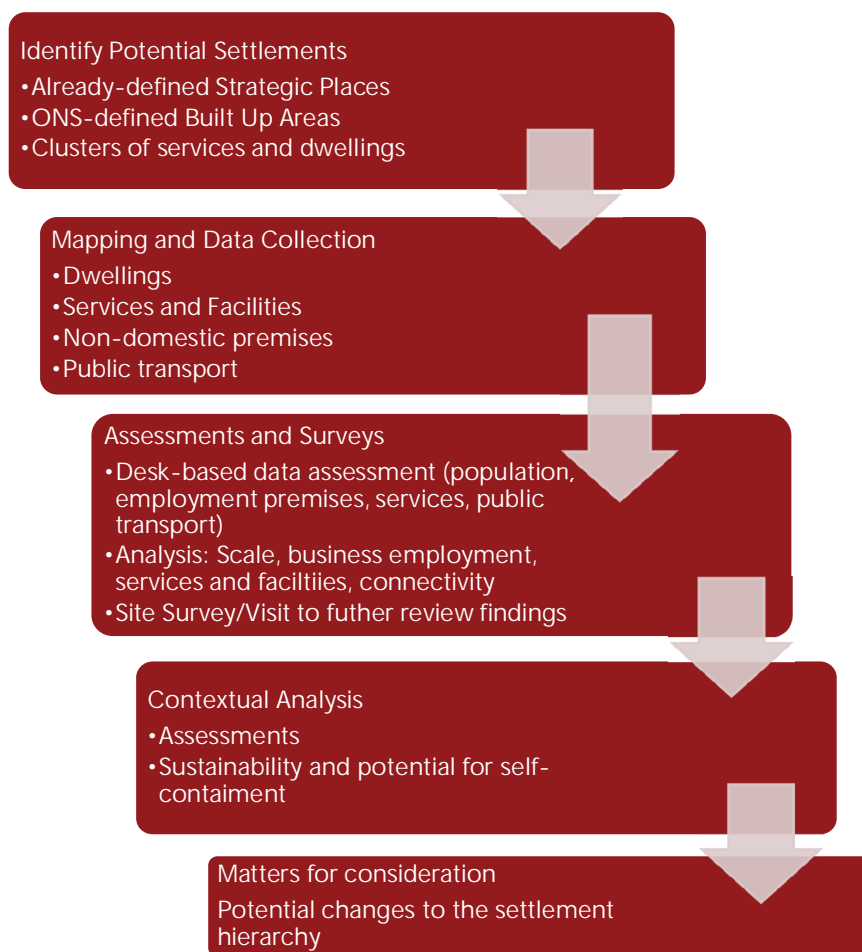
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<sup>1</sup> Flood Zone3, AONB, Statutory Green Belt, Ancient Woodland, SSSI, Habitat Regulation Sites, Registered Parks and Gardens and Grade 1 Listed Buildings.

## Policy Review

1.12 Whilst the assessment was considered in a policy-off manner, national and local policy relating to settlement hierarchies was reviewed at the outset and implications considered in the assessment. The following documents were reviewed.

- National Planning Policy Framework and its associated Planning Practice Guidance.
- Adjoining local plans' strategic approach to settlement hierarchy.
- Neighbourhood plans within Maidstone Borough.



## Identifying potential settlements

1.13 A key requirement of the brief for this work was to consider the potential for a new level in the hierarchy – Smaller Villages and Hamlets – and to provide a list of potential settlements to include in such a category. The initial areas for review were identified by

- Having been part of previous settlement hierarchies, and
- Having Built Up Area (BUA) boundaries identified by the ONS.

1.14 ONS Built Up Areas are defined as “land which is irreversibly urban in character, meaning that they are characteristic of a town or city”. They have been mapped after each Census since 1981 using Ordnance Survey data cross-referenced with data collected in that decade's

Census. The definition follows a 'bricks and mortar' approach with a BUA being an area of 20 hectares or more of contiguous built-up land. Where there is a gap of less than 200 metres between built-up areas, they are combined by the ONS into one BUA.

- 1.15 Considering the BUAs as potential settlements in this report is worthwhile as it represents a true policy-off picture of significant groups of buildings as they were at the 2011 census. We have identified areas developed since that time through residential new build completions, local plan allocations and cross-checks with the latest aerial imagery. There are 21 BUAs which lie wholly or partially within Maidstone Borough; listed in section 3.
- 1.16 In addition to the pre-defined BUAs, a map-based scan was undertaken to identify other clusters of services and dwellings which appeared to have potential for inclusion in the hierarchy. Section 3 of this report provides detail on this assessment and outcomes.

### Assessments and Analysis

- 1.17 The settlements in this long list were examined using Geographical Information Systems (GIS) analysis, interrogating a range of data sources including the following:
  - Railway Stations (Network Rail) and bus services (google maps)
  - Residential and non-residential buildings (Addressbase from Ordnance Survey, Business Rates Data, Individual Energy performance certificates)
  - Schools and Libraries (Kent County Council)
  - Travel patterns (Census and Retail Study)
  - Housing and population
- 1.18 This data analysis was supplemented by site visits to the Rural Service Centres and Larger Villages named in the existing hierarchy plus the long list of potential additional settlements to "ground truth" the conclusions during March 2020. Each of the potential "smaller villages and hamlets" was provided with a short thumbnail sketch. Using this information, we prepared a list of potential settlements for inclusion in a revised local plan hierarchy. This investigation includes analysis of which level within the hierarchy each settlement could fit based on their function. Note that no survey was undertaken of Maidstone or Medway for the reasons set out earlier.
- 1.19 It must be noted that due to COVID-19 restrictions during the preparation of this report most premises were closed, and residents were advised against unnecessary travel. However external visual surveys of settlements and premises were undertaken. Working from a table of services and facilities, from the previous survey and non-domestic property information, a planning consultant undertook visual inspections. Where there were queries, Google Streetview time slices were compared to clarify that some premises had been in use over recent years.

### Existing hierarchy outcomes

- 1.20 It can be important to understand past changes relating to the settlements within the hierarchy as these may indicate a direction of travel which the local plan should address. Past changes in population, housing, local facilities and the local economy were collated using historic and current data for each of the named settlements. The allocations from the Maidstone Borough Local Plan 2017 were mapped and reviewed, and recent completions were cross checked with the Ordnance Survey (OS) AddressBase, Energy Performance Certificate (EPC) data and recent aerial imagery. This fed into updates of population, dwellings and non-domestic premises and discussion of the evolving role of the settlements.

### Strategic Projections

- 1.21 In accordance with the brief, housing data has been used to provide a projection of the population growth arising from existing planning permissions for new housing, adopted local plan allocations and the emerging strategy contained within the Preferred Approach 2020 consultation document. Population projections based on past trends are not useful at this very local level, so population has been calculated by setting out the expected number of households based on forecast housing completions and then applying the 2011 census household size to each dwelling.

### Transport review

- 1.22 The Maidstone settlement hierarchy, supported by national policy, is based on the view that access to public transport, jobs and local facilities is a key determinant of how people travel. To provide a local factual underpinning the report has examined travel patterns of Maidstone residents. The most detailed data is travel to work information from the 2011 census, which is available at local Output Area (OA) level. We use this data to examine the way in which travel by train, bus, cycling and walking varies across the Borough and how this relates to the availability of transport infrastructure and local employment. We have also interrogated the 2013 retail study for Maidstone<sup>2</sup> which includes useful information on retail travel patterns.

### Assessment

- 1.23 Bringing the various strands together, we discuss and critique the Maidstone settlement hierarchies from the adopted and emerging plans. The discussion considers the hierarchy structure, the location of any existing named settlement within the hierarchy and the potential for additional settlements to be incorporated.
- 1.24 For the assessment of each settlement, we consider the information within the following four general factors – connectivity, economy, facilities and scale.
- **Connectivity** considers the sustainable travel opportunities open to residents, specifically access to buses and trains. For the reasons set out in section 4, access to a railway station is given greater weight than access to bus service(s). While walking and cycling could be considered within this factor, that is effectively covered within employment and services, since proximity to these is an important influence on the proportion of residents using active travel modes.
  - **Economy** is a measure of the number of workplace jobs in the local area (within the settlement itself or close by). This concentrates on business, industrial and warehousing jobs (i.e., in planning terms those within the former “B” use classes) in order to avoid double counting within the facilities factor described next. Access to employment is a key sustainability indicator.
  - **Facilities** is based on the presence of community/public, shopping and other commercial services in a settlement. Community facilities include state schools, community halls and medical facilities. Under retail/service premises we include anything within the former A1 Use Class (in the case of the villages surveyed these are primarily shops, hairdressers and post offices but there is a more comprehensive list in the glossary). Other commercial services tend to be in the form of pubs, restaurants/takeaways, tea rooms and a scatter of other customer-orientated services. These services and premises, now largely in the E Use Class, cumulatively provide significant local employment as well as the opportunity for customers to travel shorter distances, using more sustainable forms of travel. Their support for the less tangible aspects of building and maintaining community relations should not be overlooked, either.

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<sup>2</sup> Maidstone Retail Capacity Study DTZ 2013



- **Scale** relates the overall size of the settlement. Scale is important because it provides a sense of how likely local services and facilities are to remain viable through the level of local custom. The connectivity section also noted that residents of larger settlements tended to travel shorter distances. The residential population is important, but also services can be maintained by custom from local workers. We therefore measure scale by considering the number of residential and non-residential premises within or close to the settlement.

1.25 Each settlement is assessed against these four factors and assigned one of high/moderate/low/negligible based on the data collected. The following table summarises the approach taken to this categorisation.

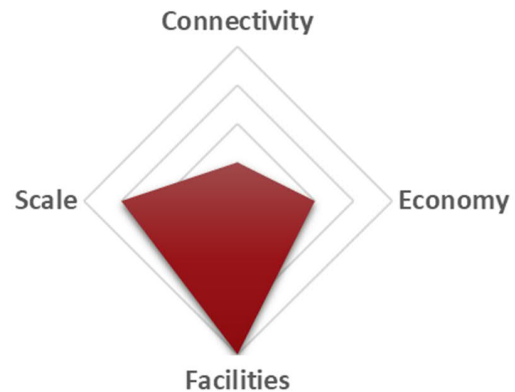
*Table 1-1 Settlement hierarchy factors*

Score	Connectivity	Economy	Facilities	Scale
<b>High</b>	Railway station.	50 or more business premises	At least ten local retail or service premises providing a variety of goods plus a wide range of other facilities including a school.	1000 or more premises (residential and non-residential)
<b>Moderate</b>	7 or more bus services including morning and evening services, no railway station.	15 to 49 business premises	Up to 9 local retail/service premises plus a small range of community facilities including a school.	300 to 999 premises
<b>Low</b>	7 or more bus services per day but not including morning and evening services, no railway station.	5 to 14 business premises	At least a school and one retail/service outlet.	150 to 299
<b>Negligible</b>	Less than 7 bus services per day, no railway station.	Less than 5 business premises	Either no school or no retail/service outlet.	Less than 150 premises

1.26 In some cases, the potential classification of settlements is self-evident. In others it is a matter of judgement, balancing the factors and considering any relevant spatial relationships. Simply creating a numerical rank and adding scores can omit key considerations. To assist with considering each settlement's position in the hierarchy, a radar chart was produced showing the settlements' relative role in each of the four dimensions set out above.

1.27 An example of this graphic representation is shown below, with higher assessments for a factor indicated by being further from the centre. This hypothetical settlement has scores of

- Connectivity Negligible
- Economy Low
- Facilities High
- Scale (size) Moderate



1.28 Following the assessments, issues for consideration are suggested for the settlement hierarchy. It will be for the local planning authority to consider these issues in the preparation and submission of their local plan review.

## Summary of findings

1.29 The findings are described in Section 7 and implications for population distribution are explored in Section 8. The following table summarises the recommendations including a comparison with the Preferred Approach 2020 Local Plan Review consultation and the proposed hierarchy resulting from the assessments contained in this report.

*Table 1-2 Summary of Recommended Hierarchy Changes*

Preferred Approach 2020	Recommended Hierarchy	Summary Justification
County Town; <i>Focus for a significant proportion of development</i> <ul style="list-style-type: none"> <li>Maidstone</li> </ul>	<b>Main Urban Areas</b> <ul style="list-style-type: none"> <li>Maidstone</li> <li>Medway Urban Area</li> </ul>	Name change and inclusion of <b>Medway Urban Area</b> to reflect its overall scale and role and to create consistency with Medway Local Plan hierarchy.
Rural Service Centres; <i>Secondary focus for housing development, emphasis on maintaining and enhancing role and services</i> <ul style="list-style-type: none"> <li>Harrietsham</li> <li>Headcorn</li> <li>Lenham</li> <li>Marden</li> <li>Staplehurst</li> </ul>	<b>Rural Service Centres</b> <ul style="list-style-type: none"> <li>Coxheath</li> <li>Harrietsham</li> <li>Headcorn</li> <li>Lenham</li> <li>Marden</li> <li>Staplehurst</li> </ul>	<b>Coxheath</b> second largest rural settlement with strong facilities and services provision; moderate in the other two factors.
Larger Villages; <i>Limited development consistent with scale and character</i> <ul style="list-style-type: none"> <li>Boughton Monchelsea</li> <li>Coxheath</li> <li>Eythorne Street (Hollingbourne)</li> <li>Sutton Valence</li> <li>Yalding</li> </ul>	<b>Main Villages</b> <ul style="list-style-type: none"> <li>East Farleigh</li> <li>Eythorne Street (Hollingbourne)</li> <li>Loose</li> <li>Sutton Valence</li> <li>Yalding</li> </ul>	Name change to reflect multiple factors considered in assessment, not just scale. <b>East Farleigh</b> , with its own railway station, is highly accessible and the only factor below "moderate" is scale, which fell just 4 premises short. <b>Loose</b> has mainly moderate factors, its low economy rating compensated for by sustainable and quick access to the Maidstone urban area.
Smaller Villages and Hamlets; <i>Very limited amount of growth supporting local services and sustainable communities</i> <ul style="list-style-type: none"> <li>No settlements defined</li> </ul>	<b>Other Villages</b> <ul style="list-style-type: none"> <li>Boughton Monchelsea</li> <li>Chart Sutton</li> <li>Kingswood</li> <li>Laddingford</li> <li>Langley Heath</li> <li>Leeds</li> <li>Teston</li> </ul>	Name change to reflect multiple factors considered in assessment, not just scale. Settlements have a range of scores, mainly above negligible but with few moderate or high. <b>Boughton Monchelsea</b> , despite its scale has negligible economic or connectivity weight and therefore should be considered for designation as an Other Village, rather than a Main Village.
The Countryside	Countryside and undefined settlements	Name change to clarify that small settlements not specifically defined as main or other villages in the hierarchy are within the countryside. Potential settlements assessed to have negligible scores in most or all factors.
Garden Settlements	Garden Settlements	Not assessed in this report.

<ul style="list-style-type: none"> <li>• Heathlands</li> <li>• Lidsing</li> </ul>	<ul style="list-style-type: none"> <li>• Heathlands</li> <li>• Lidsing</li> </ul>	
<p>Strategic Development Location</p> <ul style="list-style-type: none"> <li>• Invicta Barracks</li> <li>• Leeds-Langley Corridor</li> </ul>	<p>Strategic Development Location</p> <ul style="list-style-type: none"> <li>• Invicta Barracks</li> <li>• Leeds-Langley Corridor</li> </ul>	Not assessed in this report

## 2 Policy Review

### Introduction

- 2.1 This section considers existing national and local policies relevant to settlement hierarchies. National policies are primarily to be found in the National Planning Policy Framework (NPPF) and its supporting Practice Guidance. Local plans are required to be consistent with national policy, enabling the delivery of sustainable development in accordance with the policies of the NPPF. Relevant local policies include the Maidstone Local Plan itself, the policies of local plans in adjoining authorities and the more locally focused neighbourhood plans.

### National Policy

- 2.2 The National Planning Policy Framework does not use the phrase “settlement hierarchy”. However, the requirement for a settlement hierarchy can be gleaned from key statements within the NPPF.
20. *“Strategic policies should set out an overall strategy for the pattern, scale and quality of development”*
65. *“strategic policies should...set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development”*
103. *“The planning system should actively manage patterns of growth in support of [sustainable travel] objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.”*
77. *“In rural areas, planning policies and decisions should be responsive to local circumstances and supporting housing developments that reflect local needs.”*
78. *“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services.”*
- 2.3 It is also relevant that the NPPF requires local plans to include a suite of positive policies to promote competitive town centres, considering the role, function and hierarchy of town centres over the plan period. Audits of the existing centres are recommended to assess vitality, viability and their potential to accommodate new and/or different types of

development. This emphasizes the importance of the recreational and service offer to the overall settlement hierarchy.

- 2.4 The Practice Guidance does not provide specific guidance in relation to settlement hierarchies.

## Maidstone Borough Council Policy

### Adopted Local Plan

- 2.5 The adopted Maidstone Local Plan has a defined settlement hierarchy contained in policy SS1 as follows:

- County Town – Maidstone
- Rural Service Centres – Harrietsham, Headcorn, Lenham, Marden, Staplehurst
- Larger Villages – Boughton Monchelsea, Coxheath, Eyhorne Street/Hollingbourne<sup>3</sup>, Sutton Valence, Yalding

- 2.6 The development strategy of the local plan guides development mainly to the top two levels within this hierarchy, as illustrated by the location of residential allocations in the 2017 Local Plan.

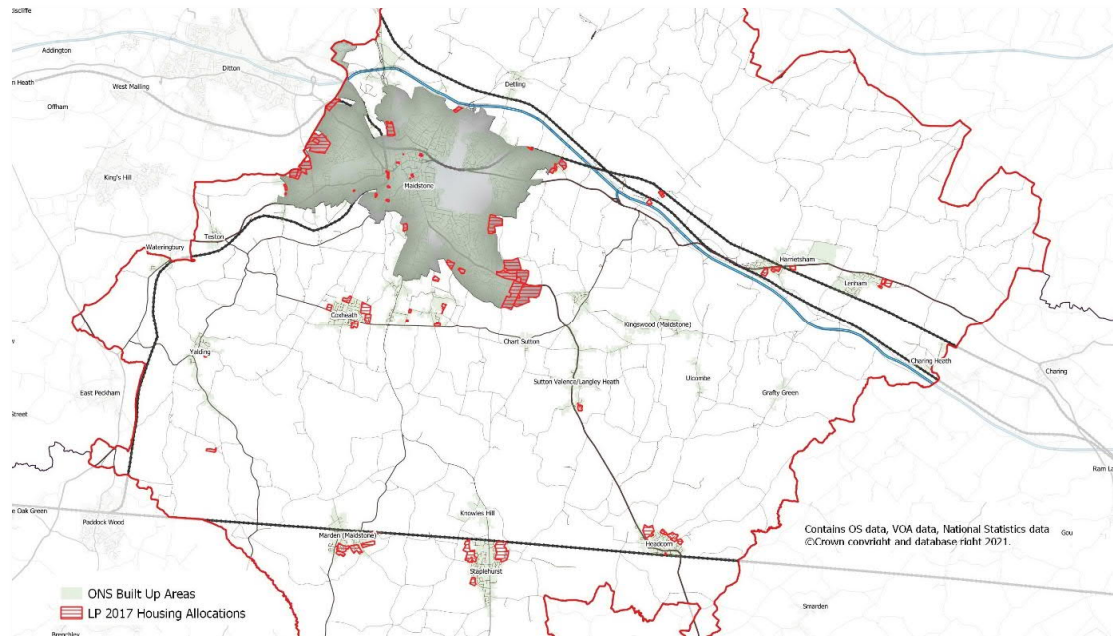


Figure 2-1 Housing Allocations from the 2017 Local Plan

### Emerging Local Plan

- 2.7 The council is reviewing this policy in its emerging Maidstone Local Plan Review. The most recent consultation, the Preferred Approach 2020 (a second Regulation 18 consultation) is proposing alterations. Additional layers are suggested for inclusion, including an additional type of rural settlement to be known as “smaller villages and hamlets”. At this stage, none of

<sup>3</sup> Note- for ease of reference “Eyhorne Street/Hollingbourne” is generally referred to as Hollingbourne in this document as the station name provides a mnemonic – no assumptions on future settlement boundaries or extents of settlements are implied.

the named settlements within the adopted local plan hierarchy are subject to change (i.e., moving “up” or “down” within the levels).

2.8 The following table summarises the changes proposed in the Preferred Approach 2020.

*Table 2-1 Maidstone Adopted and Emerging Settlement Hierarchies*

<b>Adopted Local Plan 2017</b>	<b>Preferred Approach 2020</b>	<b>Differences</b>
County Town <i>Principal focus for development in the Borough</i> <ul style="list-style-type: none"> <li>• Maidstone</li> </ul>	County Town <i>Focus for a significant proportion of development</i> <ul style="list-style-type: none"> <li>• Maidstone</li> </ul>	<i>Subtle change in description of role.</i>
	Garden Settlements <ul style="list-style-type: none"> <li>• Heathlands</li> <li>• Lidsing</li> </ul>	<i>New Layer, formalising the emerging development strategy.</i>
	Strategic Development Location <ul style="list-style-type: none"> <li>• Invicta Barracks</li> <li>• Leeds-Langley Corridor</li> </ul>	<i>New Layer, formalising the role of Invicta Barracks and introducing a potential development area.</i>
Rural service centres <i>Secondary focus for housing development, emphasis on maintaining and enhancing role and services</i> <ul style="list-style-type: none"> <li>• Harrietsham</li> <li>• Headcorn</li> <li>• Lenham</li> <li>• Marden</li> <li>• Staplehurst</li> </ul>	Rural Service Centres <i>Secondary focus for housing development, emphasis on maintaining and enhancing role and services</i> <ul style="list-style-type: none"> <li>• Harrietsham</li> <li>• Headcorn</li> <li>• Lenham</li> <li>• Marden</li> <li>• Staplehurst</li> </ul>	<i>No change</i>
Larger villages <i>Limited housing development consistent with scale and role</i> <ul style="list-style-type: none"> <li>• Boughton Monchelsea</li> <li>• Coxheath</li> <li>• Eyhorne Street (Hollingbourne)</li> <li>• Sutton Valence</li> <li>• Yalding</li> </ul>	Larger Villages <i>Limited development consistent with scale and character</i> <ul style="list-style-type: none"> <li>• Boughton Monchelsea</li> <li>• Coxheath</li> <li>• Eyhorne Street (Hollingbourne)</li> <li>• Sutton Valence</li> <li>• Yalding</li> </ul>	<i>No change</i>
Countryside	Smaller Villages and Hamlets <i>Very limited amount of growth supporting local services and sustainable communities</i> <ul style="list-style-type: none"> <li>• No settlements defined</li> </ul>	<i>New Layer of smaller settlements to be identified, previously part of the countryside.</i>
	The Countryside	<i>No change</i>

2.9 These proposed changes provide the context for this report, which aims to assess their suitability and provide recommendations for consideration in the context of the preparation of the proposed submission local plan review.

2.10 The Preferred Approach 2020 was published for consultation between December 2019 and January 2020, and it was accompanied by a draft Sustainability Appraisal<sup>4</sup> (SA). The SA contains objectives and associated appraisal questions against which the plan is to be assessed. These cover the full range of sustainability issues, with the key ones relevant to the settlement hierarchy being 2, 4, 7, 11 and 13.

- Objective SA2 to ensure ready access to essential services and facilities for all residents. ... provide housing within proximity to existing services and facilities that are accessible for all, if not to be provided on site.
- Objective SA4 to improve the population's health and wellbeing and reduce health inequalities ... promote healthy lifestyles by encouraging walking and cycling.
- Objective SA7 to reduce the need to travel and encourage sustainable and active alternatives to motorised vehicles to reduce road traffic congestion .... promote the delivery of integrated, compact communities made up of a complementary mix of land uses, support the maintenance and expansion of public transport networks including areas with sufficient demand for the introduction of new public transport.
- Objective SA11 to reduce air pollution ensuring lasting improvements in air quality. ... enable a choice of more sustainable modes (of travel).
- Objective SA13 to minimise the borough's contribution to climate change. ... minimise greenhouse gases from transport.

2.11 The SA applies these objectives to the emerging settlement hierarchy including the various settlements within it. In general terms, positive impacts on SA2, 4, 7 and 13 are recorded as a result of the role of Maidstone and the Rural Service Centres in the hierarchy, with their existing public transport accessibility and proximity to services and facilities. Performance against SA11 is more of a concern due to the existing Air Quality Management Areas within Maidstone.

### Comments on the Preferred Approach 2020 Consultation

2.12 Comments from statutory consultees in response to the recent Preferred Approach 2020 consultation were reviewed. Utility providers identified potential upgrade requirements but there did not appear to be any deliverability constraint which would impact the hierarchy. Network Rail's concern in relation to crossing upgrades or new crossings may impact the nature of growth at some settlements but not their fundamental role. For some locations, such as Knowles Hill, the railway has been a driver of constraint and has formed part of the historic place-shaping.

### Neighbouring Authority Local Plans

2.13 Maidstone Borough Council adjoins the local planning authorities of Ashford, Medway, Swale, Tonbridge and Malling and Tunbridge Wells. Annex 3 contains a summary of their local plans' approaches to settlement hierarchy. While there are variations in terminology between them, there is a broadly consistent theme running through their approaches.

- A town or main urban area is at the top of the hierarchy, more than one in the case of Tonbridge and Malling.
- Rural settlements are generally split into two or more "levels" within the hierarchy, Medway being the exception to this.

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<sup>4</sup> LUC (2020) Interim Sustainability Appraisal of Maidstone Local Plan Review Regulation 18b Consultation

- The higher up the hierarchy, the more development is proposed at the settlement, although new or strategically expanded settlements are sometimes slotted in to reflect the plan's development strategy.
- 2.14 The revised hierarchy within the Maidstone Preferred Approach 2020 would be consistent with these broad principles.
- 2.15 There are five settlements within the hierarchies of adjoining local plans which lie close to Maidstone Borough or, in one case, extending into Maidstone. Their potential relevance to the Maidstone hierarchy is considered below.
- 2.16 Aylesford is a defined "other rural settlement" in the Tonbridge and Malling Local Plan (roughly equivalent to the proposed smaller village level in the proposed Maidstone hierarchy) and is served by a railway station. It lies close to the boundary with Maidstone Borough. Close by but within Maidstone is a defined "economic development area" at Forstal/Pratling Street, although this is not formally included within the settlement hierarchy. Aylseford and Forstal/Pratling Street are considered by ONS to form part of the **Ditton** Built Up Area. Consideration of this area indicates that it is essentially industrial in character, with few dwellings and does not have the character of a settlement. It has not been considered further for inclusion in the hierarchy. This area is shown as Ditton on figure 3-1 below to reflect the ONS naming.
- 2.17 East Peckham is a Rural Service Centre within the Tonbridge and Malling Local Plan settlement hierarchy. It lies close to but does not adjoin the boundary of Maidstone Borough. Beltring station, which is in Maidstone Borough but about 1500 metres from the center of East Peckham, has the lowest use of all the Maidstone stations. There is no Maidstone settlement close to East Peckham or Beltring Station and therefore there are no implications arising for the settlement hierarchy.
- 2.18 The Medway urban area extends southward from Medway Council into Maidstone, broadly as far as the M2 Motorway. It contains residential, employment and educational facilities. It is part of the five conjoined Medway towns which make up the largest urban area in Kent and are defined within the Medway Local Plan as the Main Urban Area. At present, the Maidstone Local Plan defines a settlement boundary for it but does not refer to this area within the settlement hierarchy. This is somewhat inconsistent with Medway's approach and does not provide that part of the Borough with a clear role within the settlement hierarchy. The suggestion of this report is therefore that the Council consider including the Medway Urban Area specifically within the Maidstone Local Plan hierarchy on a par with Maidstone itself.
- 2.19 Paddock Wood, within Tunbridge Wells Borough Council but close to the south western border of Maidstone Borough, is defined as a town within their settlement hierarchy. The emerging local plan proposes strategic growth and expansion of Paddock Wood in a way which will bring it closer to the Maidstone Borough boundary. There is a scatter of low density rural housing within Maidstone adjoining this area, but no settlement as such. Overall, there is nothing within Maidstone Borough which would be appropriately defined as part of the town of Paddock Wood and therefore this has no immediate implications for the settlement hierarchy.
- 2.20 Wateringbury is a defined "other rural settlement" in Tonbridge and Malling which is just beyond the western boundary of Maidstone. It is served by Wateringbury Station. The settlement physically extends southward into Maidstone Borough joining up with the village of Nettlestead along the B2015 Maidstone Road. However, this area is within the Metropolitan Green Belt and there is no proposal to amend the boundary in this location.

Amending the green belt requires “exceptional circumstances”. While in general this report takes a policy-off approach to the hierarchy, this strong national policy militates against providing for a settlement boundary for Nettlestead or including it in the hierarchy. The Maidstone village of Teston lies several hundred metres to the east of Wateringbury and therefore residents have some access to a number of shops and services within Wateringbury. However, many of these are beyond a reasonable walking distance, including the primary school (about 1.6km) and Wateringbury Railway Station (about 1.8km) from the edge of Teston. These factors are taken into account in relation to Teston within sections 3 – 7 of this report.

## Neighbourhood Plans in Maidstone Borough

2.21 There are seven Neighbourhood Plans which have reached a reasonably advanced stage. They include statements relevant to the future of the hierarchy as follows:

### Maidstone Urban Area and fringes

#### Loose

- Covers the parish of Loose.
- The northern edge of the parish is within the adopted Maidstone Urban Boundary, the remainder in the countryside with no defined settlements. The Parish and settlement are between and adjoining the defined settlement areas of Coxheath (Rural Service Centre) to the west and Boughton Monchelsea (Larger Village) to the east.
- “Loose...a place apart” seeking to improve design and infrastructure and to control/guide development within the parish. The plan defines a built-up area which follows the edges of the existing ribbons of housing within the parish. This built-up area is contiguous with the Maidstone Urban boundary as well as extending to touch Boughton Monchelsea. There are no development allocations.
- Loose is now a settlement with defined boundaries in accordance with the Neighbourhood Plan, although it has no identified status within the settlement hierarchy. This report will need to consider this and make an appropriate recommendation.

#### North Loose

- Covers the unparished part of South (Maidstone) Ward.
- Virtually all within the adopted Maidstone Urban Boundary.
- Aim is to “carefully manage the provision of new homes” -key concerns include traffic and air quality impact of development, including outside the neighbourhood area. There are no specific development allocations.
- No implications for the settlement hierarchy.

#### Boughton Monchelsea

- Covers the parish of Boughton Monchelsea. Includes the Larger Village of Boughton Monchelsea but also parts of the Maidstone Urban Area at the northern end of the parish.
- the aim is to develop a “quietly vibrant rural community, distinct from Maidstone”.
- The Neighbourhood Plan gives support to the Larger Village status but do not consider Boughton Monchelsea meets the requirements of a Rural Service Centre, citing few services and facilities. They aim to keep the scale of development appropriate to the scale of the village and to upgrade community facilities. The plan



reiterates the adopted local plan allocations without allocating further housing sites or amending the development boundaries.

- The Neighbourhood Plan seeks to support and confirm the Larger Village status of Boughton Monchelsea.

### **Otham**

- Covers the parish of Otham.
- The western fringes of the parish lie within the adopted Maidstone Urban Boundary, incorporating a number of housing allocations which effectively extend the urban area into the parish. The remainder of the parish is countryside, outside any settlement boundary.
- The Otham vision is as an “ancient historic village in a unique rural setting”, part of a green corridor that stretches east from Maidstone. Specific views and local greenspaces are to be protected from development and there are further specific policies to prevent coalescence with Maidstone, broadly seeking to retain open land north, west and south of the village. They seek to limit further development to small scale provision.

## **Others**

### **Lenham**

- Covers the parish of Lenham, including the Rural Service Centre and the surrounding countryside. Harrietsham, another Rural Service Centre, is close by to the west.
- Allocates sites for 1000 dwellings in accordance with the broad requirements of the adopted Local Plan, seeking to minimise environmental impact and bring about investment in the settlement. Specific projects include Lenham Square, the railway station and education expansion.
- The Neighbourhood Plan aims to confirm and enhance Lenham's status as a Rural Service Centre.

### **Marden**

- Covers the parish of Marden, including the Rural Service Centre and the surrounding countryside. Staplehurst, another Rural Service Centre, is close by to the east.
- The aim is to balance the needs of the community, local environment and the status of Marden as a Rural Service Centre.
- The plan seeks to accommodate housing already permitted by planning for infrastructure, facilities and open space, including support for additional shops and employment. They note loss of retail premises over time and include policies to resist further losses. There are no specific allocations within the plan, which indicates preference for a maximum of 198 dwellings beyond existing commitments by 2031 because “the village must be given time to assimilate already permitted development”.
- The Neighbourhood Plan would seem to confirm Marden's status as a Rural Service Centre, albeit longer term changes in retail provision appear to need consideration.

### **Staplehurst**

- Covers the parish of Staplehurst, including the Rural Service Centre and surrounding countryside. Marden lies to the west and Headcorn, another Rural Service Centre, slightly further to away to the east.
- The Neighbourhood Plan specifically supports the village's Rural Service Centre status and sets out to coordinate the development of the village.

- The adopted local plan allocations (bar one) are incorporated, but no additional development sites allocated. The plan concentrates on design and infrastructure policies and proposals including improvements to the station and the village centre. One policy of note is to "prevent housing from unchecked further expansion" by creating clearly defined edges to the allocations.
- The Neighbourhood Plan confirms and supports the Rural Service Centre status of Staplehurst but may indicate that future growth beyond the current adopted plan could be objected to.

## Conclusion

- 2.22 The NPPF gives general support to the concept of a settlement hierarchy, but without specifically using the term. The focus of the advice is on meeting needs in accessible/sustainable locations while reflecting rural housing and other needs. The adopted and emerging hierarchies accord with this general advice. However, there is a lack of additional guidance or policy as to how such a hierarchy is to be prepared and defined. The emerging hierarchy can be considered generally consistent with the NPPF.
- 2.23 The emerging hierarchy is also consistent with the approach within the local plans of adjoining authorities in principle, which place urban areas at the top of their hierarchies above a graded arrangement of more rural settlements. There are specific implications of defined settlements within these hierarchies which lie close to the Borough boundary. In particular, the part of the Medway urban area which lies within Maidstone Borough could be reflected in the hierarchy as a main urban area, as it is in the Medway Local Plan.
- 2.24 A review of the most advanced neighbourhood plans indicates that settlement status and, more generally, the implications of development have been key concerns in their preparation. There does not appear to be any appetite within the plans to challenge the current hierarchy, although a number of them contain policies or statements which may be taken to resist further growth. Loose and Otham relate to parishes which currently are not defined within the settlement hierarchy. Loose defines a new settlement boundary which extends to and joins with the existing Maidstone urban area boundary; the appropriate treatment of Loose within the hierarchy is considered in this report.

### 3 Context and scale of settlements

3.1 Maidstone Borough includes large urban areas and a network of dispersed rural settlements. A large area of the Borough is defined as rural by ONS, although none is part of their “most remote” rural classification. Some of the Borough’s Rural Service Centres and Larger Villages are evident from the rural urban classification map. Most of the smaller settlements are within the wider countryside which, in this case, is identified as rural hamlets in sparse settings.

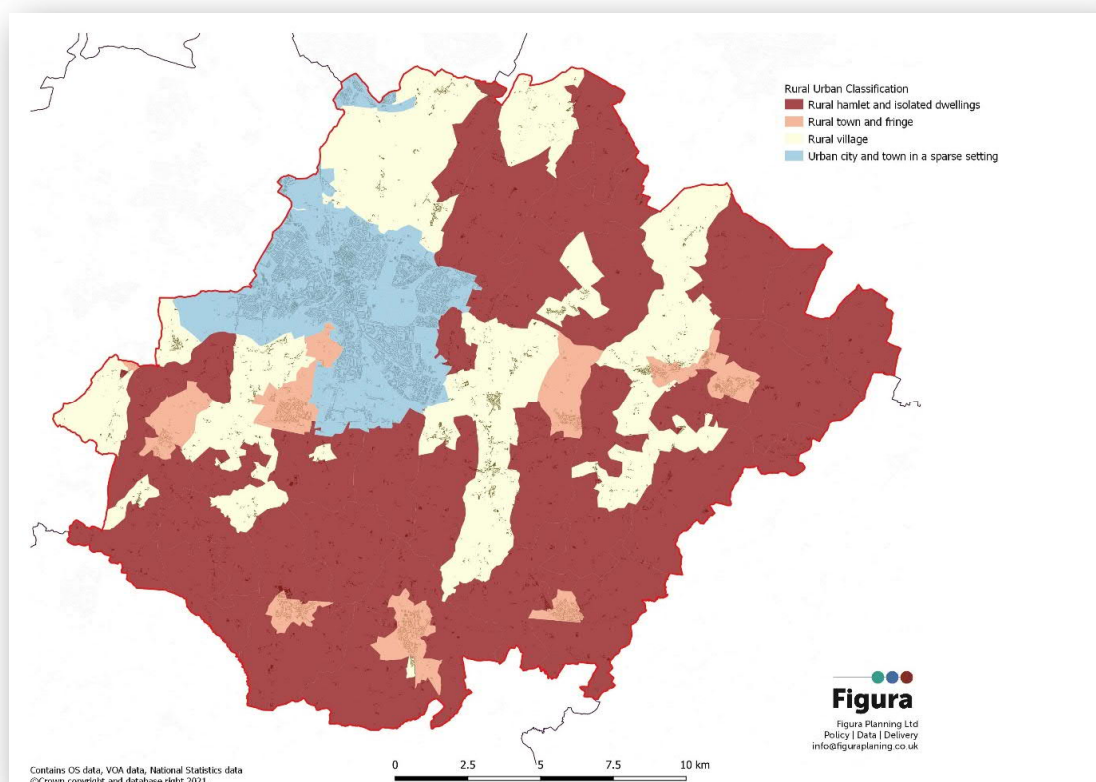


Figure 3-1 Rural Urban Classification from ONS

#### Settlement Assessment

3.2 The approach to the assessment of a potential settlement hierarchy follows this broad approach:

- I. Objective identification of areas with potential as settlement classification based on existing named settlements, ONS Built Up Areas and other clusters of residential/employment buildings.
- II. Filtering of potential settlements to identify those warranting further consideration
- III. Area Survey and Baseline Data assessment – including updating population data
- IV. Contextual assessments considering scale, connectivity, economy and facilities.
- V. Based on this assessment, forming considerations for review of settlement hierarchy and potential implications for population growth.

### Long listing - Identification of Areas with Potential

- 3.3 The locations for consideration as potential named settlements include the following existing named settlements in the adopted hierarchy
- Boughton Monchelsea
  - Coxheath
  - Harrietsham
  - Headcorn
  - Hollingbourne
  - Lenham
  - Maidstone
  - Marden
  - Staplehurst
  - Sutton Valence
  - Yalding
- 3.4 Defined Built Up Areas (BUAs) that lie within or partially within Maidstone Borough Council (see plan below) – note this list includes all but one of the already defined settlements listed above (albeit that we have separated out Boughton Monchelsea and Loose from the Maidstone BUA given their status in the adopted local plan). Hollingbourne is the only defined settlement excluded from this list.
- Boughton Monchelsea
  - Charing Heath
  - Chart Sutton
  - Coxheath
  - Detling
  - Ditton (partial)
  - Grafty Green
  - Harrietsham
  - Headcorn
  - Kingswood
  - Knowles Hill
  - Lenham
  - Loose
  - Maidstone<sup>5</sup>
  - Marden
  - Medway Towns (partial)
  - Staplehurst
  - Sutton Valence/Langley Heath
  - Teston
  - Ulcombe
  - Yalding
- 3.5 The ONS BUA classification combines Sutton Valence and Langley Heath as a single built up area. Sutton Valence and Langley Heath are clearly distinct settlements and are considered in this way. The reason the ONS considers them as one single place is because of the ribbons of housing along the A274 between the two. However, this intervening area, known as Warmlake, does not have the physical appearance or structure of a village so has not been considered further for designation as a settlement. Finally, our initial examination of Charing Heath indicates that the main focus of the urban area is outside Maidstone Borough, primarily in Ashford. Within Maidstone the development is low density and without a clear focal point, and again is not suitable for definition.

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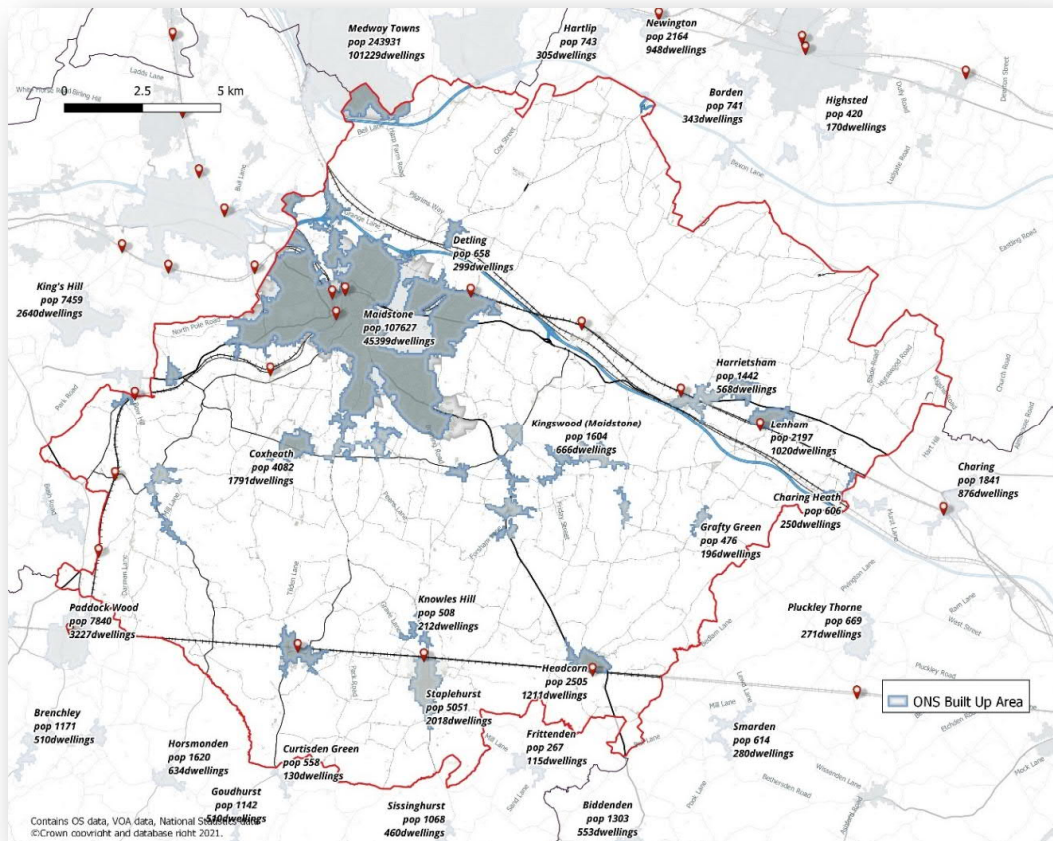
<sup>5</sup> ONS define this to include Boughton Monchelsea and Loose but they have been separated out for this report.

3.6 Other clusters of buildings which had the form, appearance and/or possibly function of a settlement were identified based on ordnance survey mapping, aerial photography, and locations of facilities such as schools and medical services.

- Boxley cluster of buildings potentially in settlement form
- Bredhurst primary school and cluster of buildings
- Collier Street primary school and cluster of buildings
- East Farleigh primary school and cluster of buildings
- Hunton primary school and cluster of buildings
- Laddingford primary school and cluster of buildings
- Leeds primary school and cluster of buildings
- Platts Heath primary school and cluster of buildings
- Stockbury cluster of buildings potentially in settlement form

3.7 The Otham neighbourhood plan refers to Otham as an historic village with minimal development. We have considered this, and whilst it is an historic place it does not have a scale or level of facilities to warrant further assessment.

Figure 3-2 ONS-defined Built Up Areas



### Identify Settlements warranting Assessment.

- 3.8 No survey or analysis was undertaken of Maidstone and the Medway Towns. Maidstone is by far the largest settlement within the Borough, with much the highest order services, employment and transport facilities. It is clearly in the correct place within the settlement hierarchy – a point agreed with the Council at the beginning of the study. The Medway Towns BUA covers the largest urban area in Kent, population almost 250,000, primarily to be found within Medway Council. The policy review in Section 2 considers its potential role in the settlement hierarchy and again this conclusion is not dependent on a survey of the facilities and services in that wider urban area.
- 3.9 Two other possible settlements were also filtered out at this stage. That part of the Ditton BUA within Maidstone is essentially a large employment area and not a settlement in its own right. It is therefore not taken forward for further analysis. Collier Street, while containing a number of facilities, is so dispersed and lacking a central focus that it would not be appropriate to define it as a settlement for development purposes. It, too, is therefore not examined further in this report.
- 3.10 The following is the resulting long list of places identified for further assessment in the report.

*Table 3-1 Long List of Potential Settlements*

• BOUGHTON	• HEADCORN	• MARDEN
• MONCHELSEA	• HOLLINGBOURNE	• PLATTS HEATH
• BOXLEY	• HUNTON	• STAPLEHURST
• BREDHURST	• KINGSWOOD	• STOCKBURY
• CHART SUTTON	• KNOWLES HILL	• SUTTON VALENCE
• COXHEATH	• LADDINGFORD	• TESTON
• DETLING	• LANGLEY HEATH	• ULCOMBE
• EAST FARLEIGH	• LEEDS	• YALDING
• GRAFTY GREEN	• LENHAM	
• HARRIETSHAM	• LOOSE	

### Comment on Form of built up development.

- 3.11 Comments on the built form, and relationship between the ONS “bricks and mortar” built up area and the settlement are included in the Geographic summary in Annex 1.

### Settlement Survey

- 3.12 Having identified a long list of settlements, these places were mapped and a proforma table for each settlement produced, identifying those services/facilities/premises thought to be present from available data and/or from the surveys of 2017/18. Further details of the data used is contained in sections 4 – 6 of this report.
- 3.13 A chartered town planner was provided with the maps and proforma spreadsheets and specific queries were identified prior to the survey (for example, settlements that were overlapping/adjacent or where there were dispersed clusters of properties so that the extent of settlements was not clear without a site visit). Results of the survey are referenced in our overall assessments and details and maps are provided in a separate appendix report.
- 3.14 For the purpose of clarity this survey made no reference to extant or future settlement boundaries. The process of updating or creating settlement boundaries for development management purposes is a separate and detailed exercise which is not undertaken in this report.

## Scale Assessment

- 3.15 The physical scale of a settlement on its own does not dictate a place in the settlement hierarchy but it is an indicator of potential for self-containment with larger populations being capable of supporting more services and economic activity and reducing the need to travel. In planning terms, it is also true that places with larger concentrations of buildings, residential and non-residential, which sit in the countryside, without development management policies or settlement limits may receive development proposals argued on the basis that development will not in fact be isolated development or countryside.
- 3.16 For each of the long-listed settlements, a 500m and 1km distance around the core of the potential settlement was marked. Within that a “bricks and mortar” or contiguous built environment area was roughly marked and the numbers of residential and non-residential building were counted to provide an indicator of the scale of the development.
- 3.17 An overall combined scale assessment was then set out for each settlement which related to natural breaks in the settlement scales.
- **High** –over 1000 premises (dwellings plus non-residential premises).
  - **Moderate** – around 300-1000 premises.
  - **Low** –around 150-300 premises.
  - **Negligible** – less than about 150 premises.

*Table 3-2 Scale Assessment for long list of settlements*

Scale Assessment in doc	place	Num Non-Resi	Num Dwellings	TOTAL Premises (resi plus non-resi)	Ratio Dwellings to non-resi
High	Staplehurst	234	2802	3036	12
High	Coxheath	69	2344	2413	34
High	Headcorn	152	1828	1980	12
High	Marden	236	1703	1939	7.2
High	Lenham	103	1218	1321	11.8
High	Harrietsham	110	1048	1158	9.5
Mod	Yalding	23	670	693	29.1
Mod	Kingswood	21	615	636	29.3
Mod	Sutton Valence	13	501	514	38.5
Mod	Langley Heath	11	452	463	41.1
Mod	Boughton Monchelsea	8	440	448	55
Mod	Hollingbourne	16	415	431	22.4
Mod	Loose	12	397	409	33.1
Mod	Leeds	20	344	364	17.2
Low	East Farleigh	48	248	296	5.2
Low	Detling	12	279	291	23.3
Low	Teston	16	250	266	15.6
Low	Chart Sutton	33	217	250	6.6

Low	Ulcombe	38	151	189	4
Low	Bredhurst	14	156	170	11.1
N	Laddingford	9	119	128	13.2
N	Platts Heath	3	118	121	39.3
N	Knowles Hill	38	73	111	1.9
N	Grafty Green	5	97	102	19.4
N	Stockbury	6	94	100	15.7
N	Boxley	8	78	86	9.8
N	Hunton	4	66	70	16.5

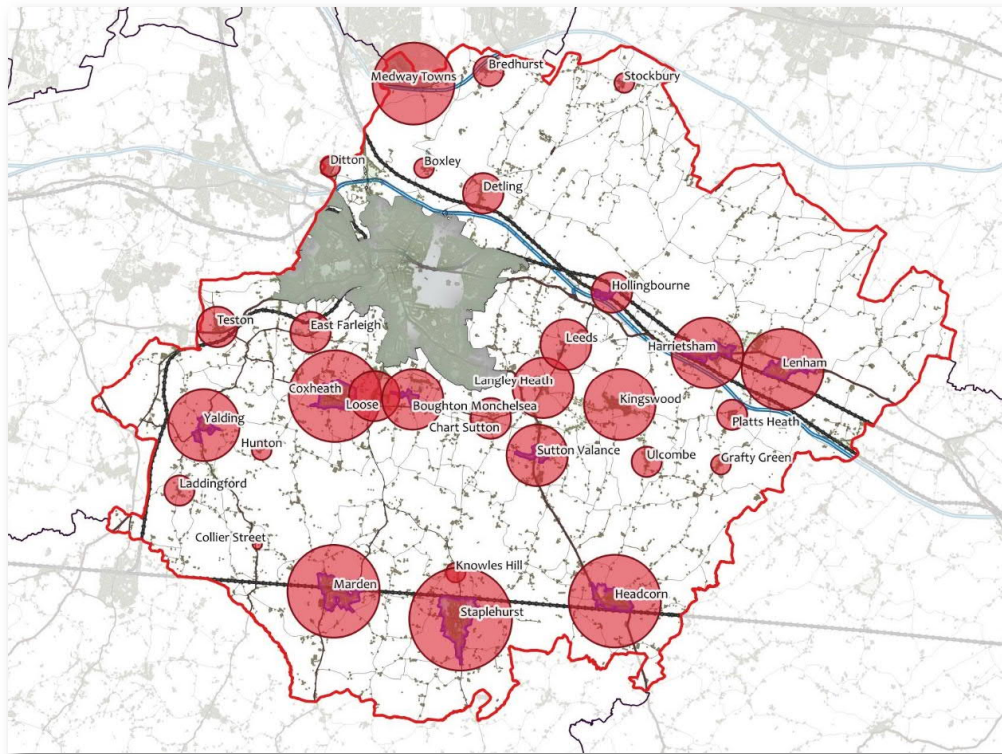


Figure 3-3 Number of dwellings in the core area of settlements (OS Addressbase) (relative scale)



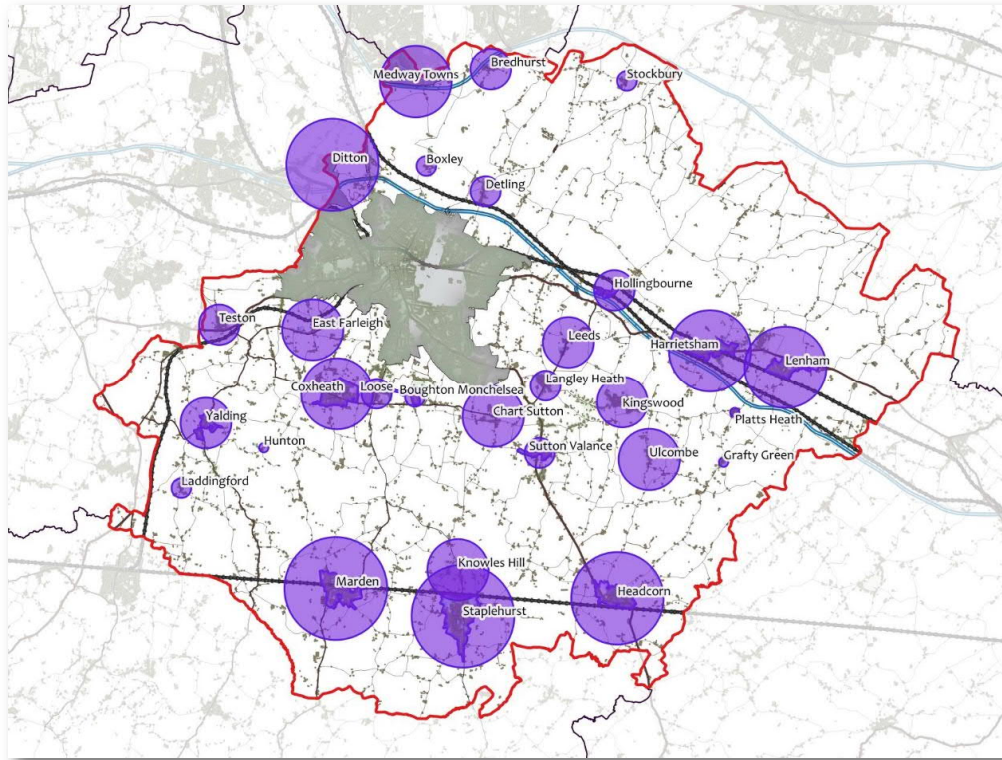


Figure 3-4 Number of non-residential premises in the core areas (OS Addressbase) (relative scale)

3.18 Annex 1 to this document provides notes on the identification of the settlements, and maps of core areas used in counting properties.

### Settlement populations

3.19 In addition to the geographic baseline the population baseline was updated for those settlements being reviewed. The following table summarises the estimated populations for the settlements as of 2020. In Section 8 of this report we set out the potential forward settlement population growth following assessment and recommendations for the settlement hierarchy.

3.20 The data for these BUAs are aggregated up from the Output Areas (OAs) in which the contiguous built area sits so we would expect these broadly to align with the ONS based population data. OAs are the smallest areas defined by the ONS for the presentation of Census results – there are about 175,500 in England and Wales with most having between 110 and 140 households. Annex 1A show the Output Areas which were used in the population assessment in Section 8.

## 4 Connectivity

### Analysing Transport Trends

- 4.1 In order to test the efficacy of the settlement hierarchy in Maidstone Borough, we have compared known travel patterns (primarily from the small area census data) with the availability of public transport, employment and town centre/retail facilities.
- 4.2 As a starting point, Table 4-1 below uses data from the National Travel Survey 2019 to indicate the relative importance of different trip purposes in England. Commuting is the single most significant travel purpose in England in terms of distance travelled and second in terms of number of trips. Promoting lower commuting distance and a switch to more sustainable travel modes is therefore likely to form an important aspect of deciding on a settlement hierarchy. Shopping is another highly important purpose, and access to high street/retail outlets is another key area for investigation. Education involves a reasonable proportion of trips even if those trips tend to be relatively short.
- 4.3 Other trip purposes are generally less habitual or predictable and therefore more difficult to influence through the settlement hierarchy. However, data from the same survey shows that the distance travelled in most of these categories was lower within larger settlements. This supports the use of settlement scale in the assessment later in this report.

*Table 4-1 Distances travelled by purpose, England 2019.*

Purpose	2019 distance travelled	2019 number of trips	2019 average trip length (miles)
Commuting	20%	15%	9.1
Visiting friends at private home	13%	9%	10.7
Shopping	11%	19%	3.9
Holiday: base	9%	1%	45.4
Business	9%	3%	19.8
Personal business	7%	9%	5.0
Other escort	7%	9%	5.3
Day trip	7%	3%	13.8
Entertainment / public activity	6%	6%	6.9
Visiting friends elsewhere	5%	5%	6.1
Education	3%	7%	3.1
Escort education	2%	6%	2.3
Sport: participate	1%	1%	7.4
Other including just walk	1%	6%	0.9
<b>All purposes</b>	<b>100%</b>	<b>100%</b>	<b>6.8</b>

Source: national travel survey, Department for Transport

- 4.4 At the last census 8% of all employed people worked at or mainly from home. This includes office work and some “white van” trades where there are no fixed premises outside the home. The recent COVID-19 travel restrictions led to a sudden shift to working from home for office-based businesses. This, along with closure of many services, resulted in dramatic falls in commuting.
- 4.5 It is not possible to quantify lasting changes because of these rapid workplace and technology adaptations yet, although the CBI for example believe that “one thing is for sure,

the workplace will never be the same again<sup>6</sup>. The implications for commuting by the working population of rural settlements are areas which would benefit from further work. For example, are there physical facilities, such as short-term office/workshop units, which can support travel reduction and increased local employment in smaller settlements?

Method of Travel to Work	Number of jobs	% of commutes
Work From Home	2,766	8%
Rail	2690	8%
Bus	858	3%
Bicycle /on foot	3330	10%
Other	264	1%
Vehicle	22601	70%

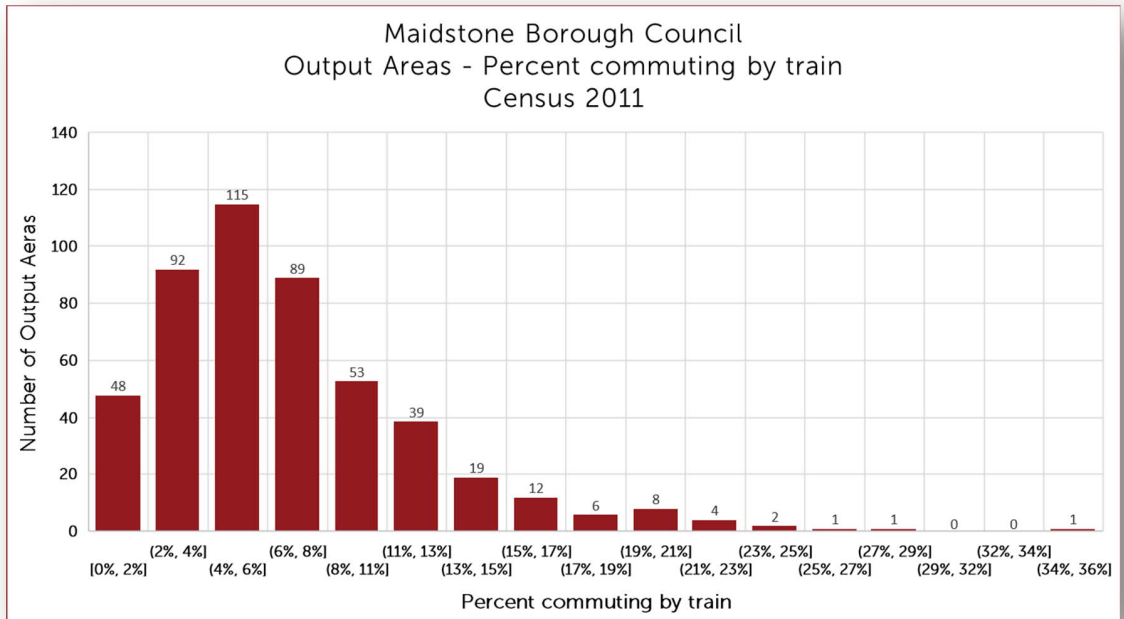
Source: QS701EW - Method of travel to work, Maidstone Borough, 2011 Census

- 4.6 Detailed travel to work data can be obtained from the Census at Output Area (OA) level and forms the main statistical basis for travel analysis within this section of the report. OAs are small areas defined by the Office of National Statistics. There are 490 OAs within Maidstone Borough with an average population of 318 and falling within a population range of 110 – 713. They therefore provide a fine-grained basis for considering how travel patterns vary geographically across Maidstone Borough.

### Train Use

- 4.7 Overall, the 2011 Census indicated that 8% of those Maidstone residents who commuted did so by train. This compares favourably with the England figure of 5.6%.
- 4.8 An assumption behind a settlement hierarchy approach is that access to a particular public transport mode will be an important influence on whether people use that mode. In the case of rail use, the facts that Maidstone Borough is well served by train stations – there are 14 within or adjoining the local authority area – and that train use is above the England average tends to support this view.
- 4.9 Looking at the OAs, there is a large variation in rail use as the following graph shows. Almost every area has some train commuters, but train use is concentrated in certain parts of the Borough.

<sup>6</sup> <https://www.cbi.org.uk/articles/why-the-post-covid-workplace-must-be-inclusive-and-flexible/>



4.10 To investigate how this geographical concentration relates to the location of railway stations we have mapped the rail use percentage of each OA against the location of the railway stations below. The stations are on three lines as follows.

- **South Eastern Main Line** (Headcorn, Staplehurst, Marden)
- **Kent Downs Line** (Lenham, Harrietsham, Hollingbourne, Bearsted, Maidstone East)
- **Medway Valley Line** (Beltring, East Farleigh, Maidstone Barracks, Maidstone West, Wateringbury, Yalding)

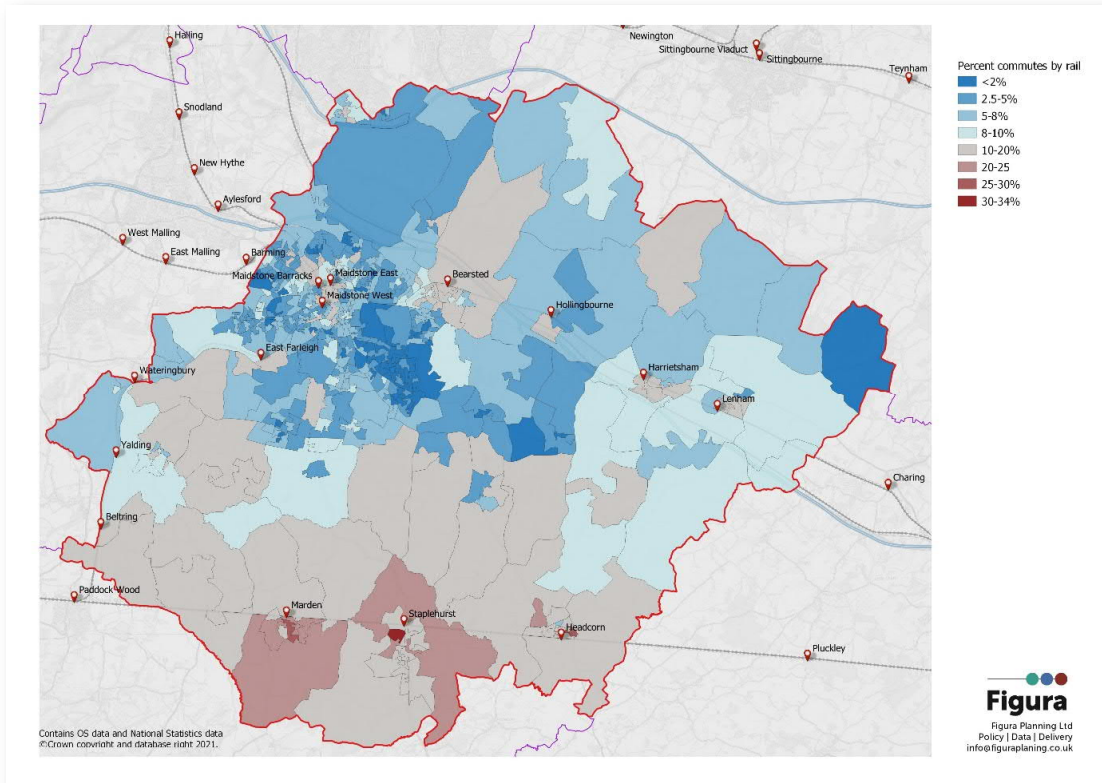


Figure 4-1 Percent of travel to work commutes by train

- 4.11 Pinks/reds indicate railway commuting above 10% with the colour deepening at higher rates of use. Conversely, blue areas have lower railway use, with darker blues the lowest. As the map shows, proximity to a railway station is generally a good predictor of railway use by residents, with almost all Output Areas which contain a station having more than 10% railway use.
- 4.12 Another pattern which stands out is the wide draw of the South Eastern Main Line which runs through the southern part of the Borough. Output Areas at the three Rural Service Centres of Headcorn, Marden and Staplehurst have the highest proportion of commuters by rail in the district. This attraction extends some distance into the rural areas around these settlements. Examining the origins and destinations of these trips shows the dominant position of London as a commuting destination. A large proportion of the rail commuters living in Maidstone Borough have workplaces in Greater London as illustrated below.



Figure 4-2 Illustration of Destinations of Rail Commute from Settlements  
 data from: commute.datashine.org.uk (UCL)

4.13 The only significant rail commuting **destination** within the Borough is central Maidstone, shown on the following plan of commuting by train. There is a noticeable flow in from the Harrietsham/Lenham area, but otherwise the main inward trips are from outside the Borough.

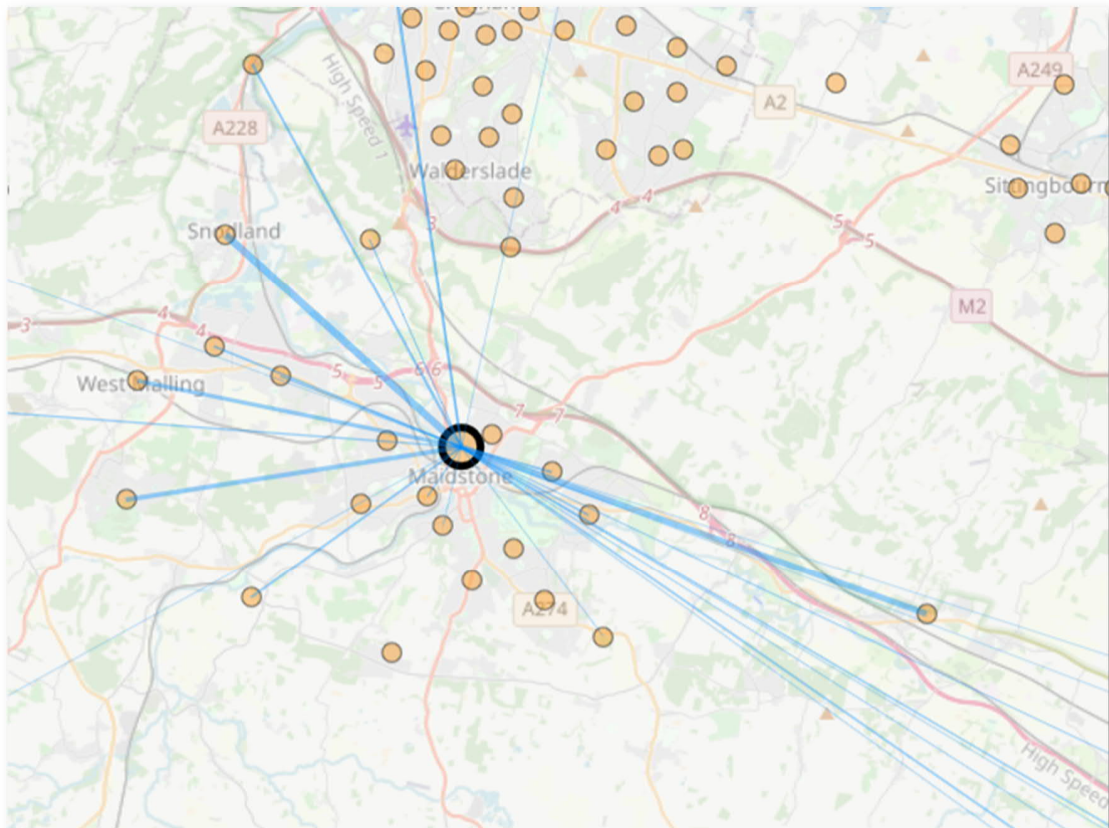
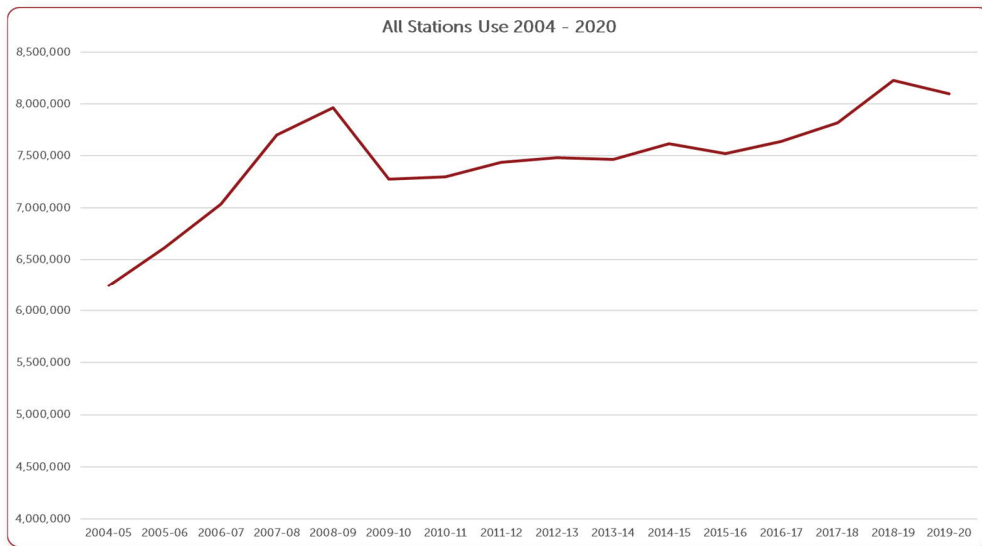


Figure 4-3 Inward commuting to Maidstone by rail  
 data from: commute.datashine.org.uk (UCL)

- 4.14 Obviously the 2011 census data is now 10 years old, and new data on travel to work is unlikely to be available for several years. In any case, the 2021 Census data on transport, particularly public transport, will be significantly affected by the government advice to avoid using public transport during the COVID19 pandemic and to work from home where possible (guidance to those filling in the census was to answer as of the position on census day, 21<sup>st</sup> March 2021). It is therefore beneficial that the 2011 census data on rail commuting can be supplemented by Office of Road and Rail (ORR) data on station use. The ORR publish annual estimates of entrances, exits and interchanges for every station in the country.
- 4.15 The chart below indicates the total use of the 14 railway stations in the Borough 2004 – 2020. There are some uncertainties around data in 2008-2010 arising from changes in ticketing practices, but there appears to be a relatively steady overall increase in use.

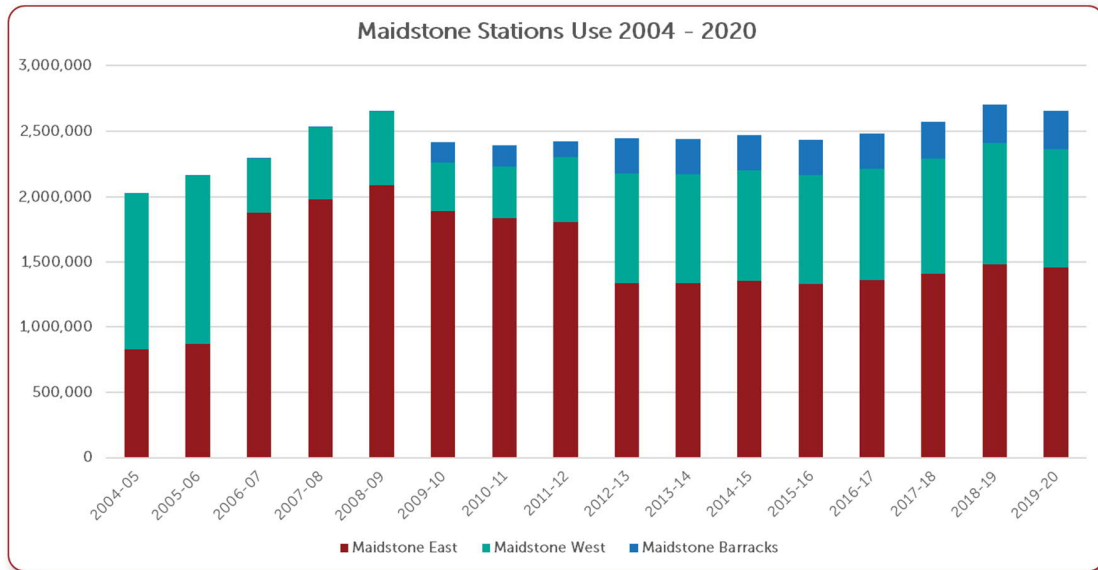
*Total use at Maidstone Borough railway stations*



Source: Office of Road and Rail

- 4.16 The use of the individual stations is indicated in the following graphs, split into three for ease of reading.

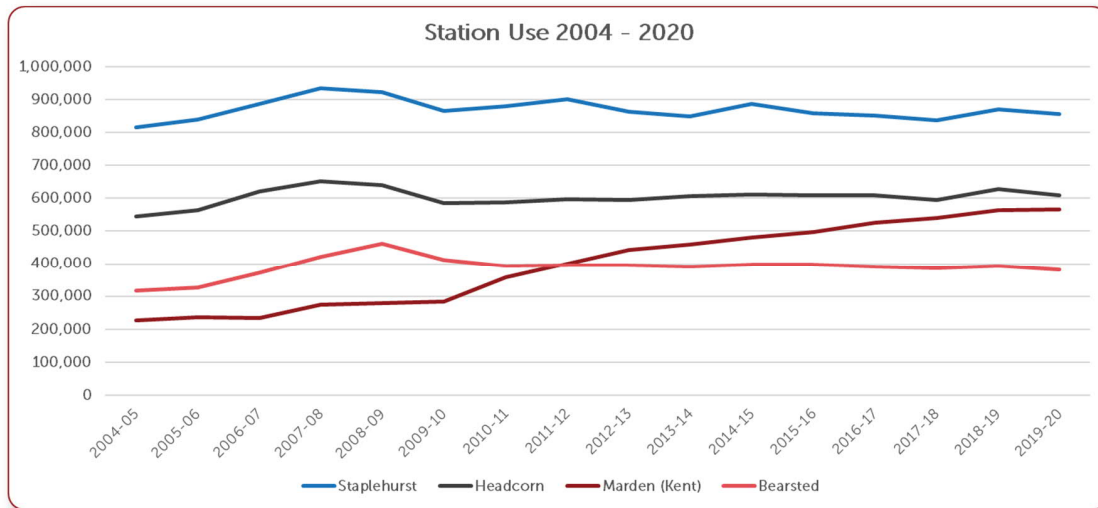
*Use of Maidstone Barracks, East and West Stations*



Source: Office of Road and Rail

4.17 The three stations close to Maidstone town centre show variations in use over time, but their combined use has been a steady 2.5 million journeys per year since about 2009/10. This suggests that the patterns indicated by the 2011 census may still hold true.

*Use of Bearsted, Headcorn, Marden and Staplehurst Stations*

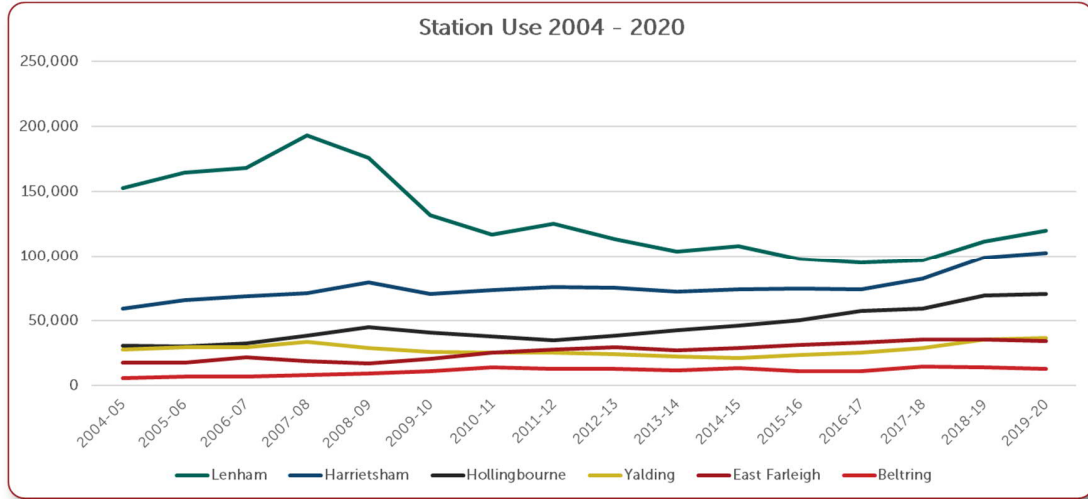


4.18 The stations with the highest use outside Maidstone town are the three on the South East Main Line (as the census travel data suggested) plus Bearsted. Bearsted station is on the Maidstone Line (linking Ashford and Swanley via Maidstone) and sits on the edge of the Maidstone built up area. The main change apparent is the significant increase in use of Marden, overtaking Bearsted in 2012/13 and catching up with Headcorn in the latest data.



This may relate to the significant population growth at Marden since 2011 associated with the development of new homes allocated in the adopted local plan.

*Use of Other Stations*



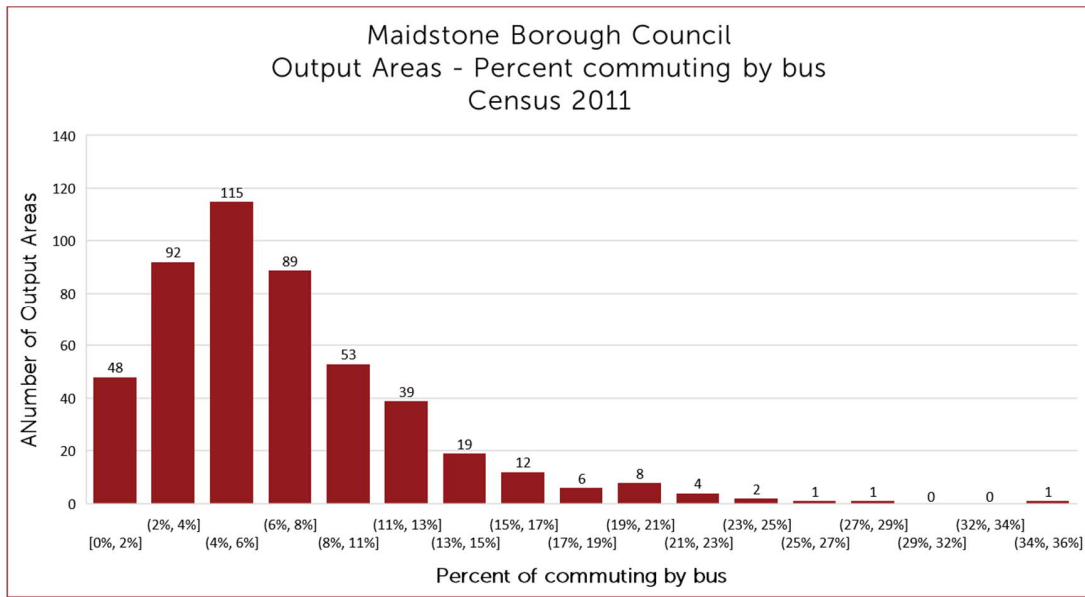
Source: Office of Road and Rail

- 4.19 The other six stations, lying on either the Maidstone or Medway Valley Lines, are relatively low use. There is an indication of recent growth at Harrietsham and Hollingbourne, but a longer term decline at Lenham. The other stations show little change over the last 15 years or so. Again, there has been population and housing growth at Harrietsham, but less at Lenham which may indicate some connection between growth near stations and use of rail.
- 4.20 It is apparent that residents who live near a railway station can be attracted to use the train, particularly for longer trips into London. Rail use has increased gradually since the census, with particular growth in the use of Marden station.
- 4.21 Overall, the presence of a railway station can be considered a key element of promoting sustainable patterns of development and should therefore form an important element in defining settlements' accessibility. This suggests that consideration should be given to the role of East Farleigh, which has its own station, and to villages near Watlingbury station (noting that Beltring Station has no settlement nearby).

**Bus Use**

- 4.22 Overall bus use in Maidstone Borough is 3% of commuters, is below the England average of 7.9%. As for rail use, we can use the census output area data to examine variations in bus use across Maidstone Borough, and compare with bus service availability. The graph below indicates variations in bus commuting by Output Area. There is a similar level of geographical concentration that we saw for railway use, although the peak is at a lower level, consistent with the lower overall use.

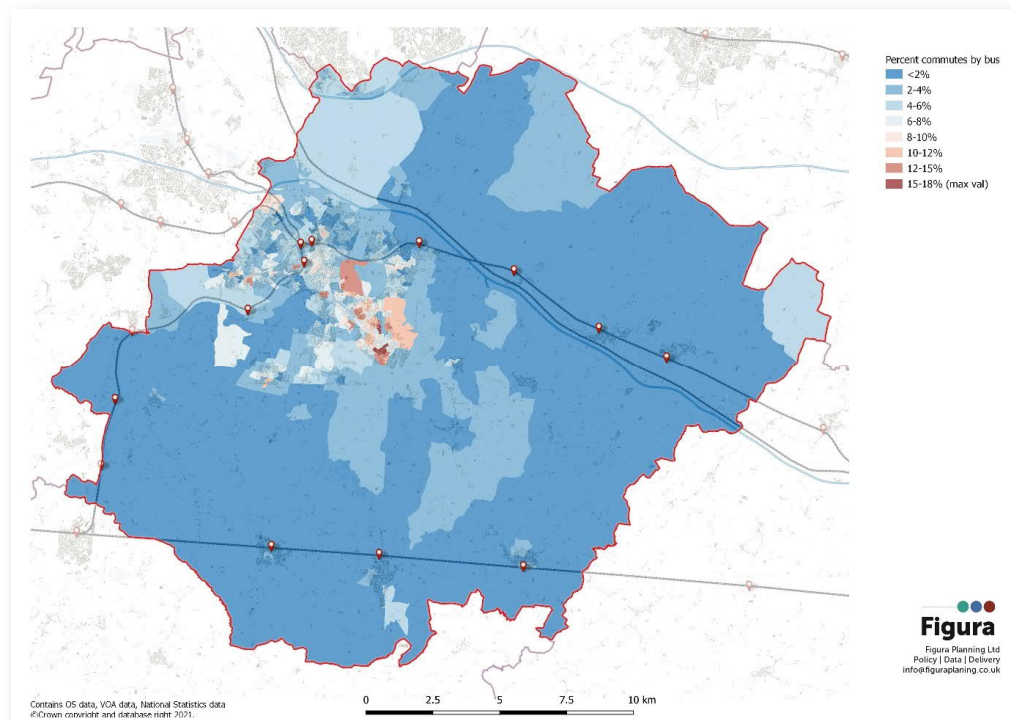
*Bus commuting by output area*



Source: Census 2011

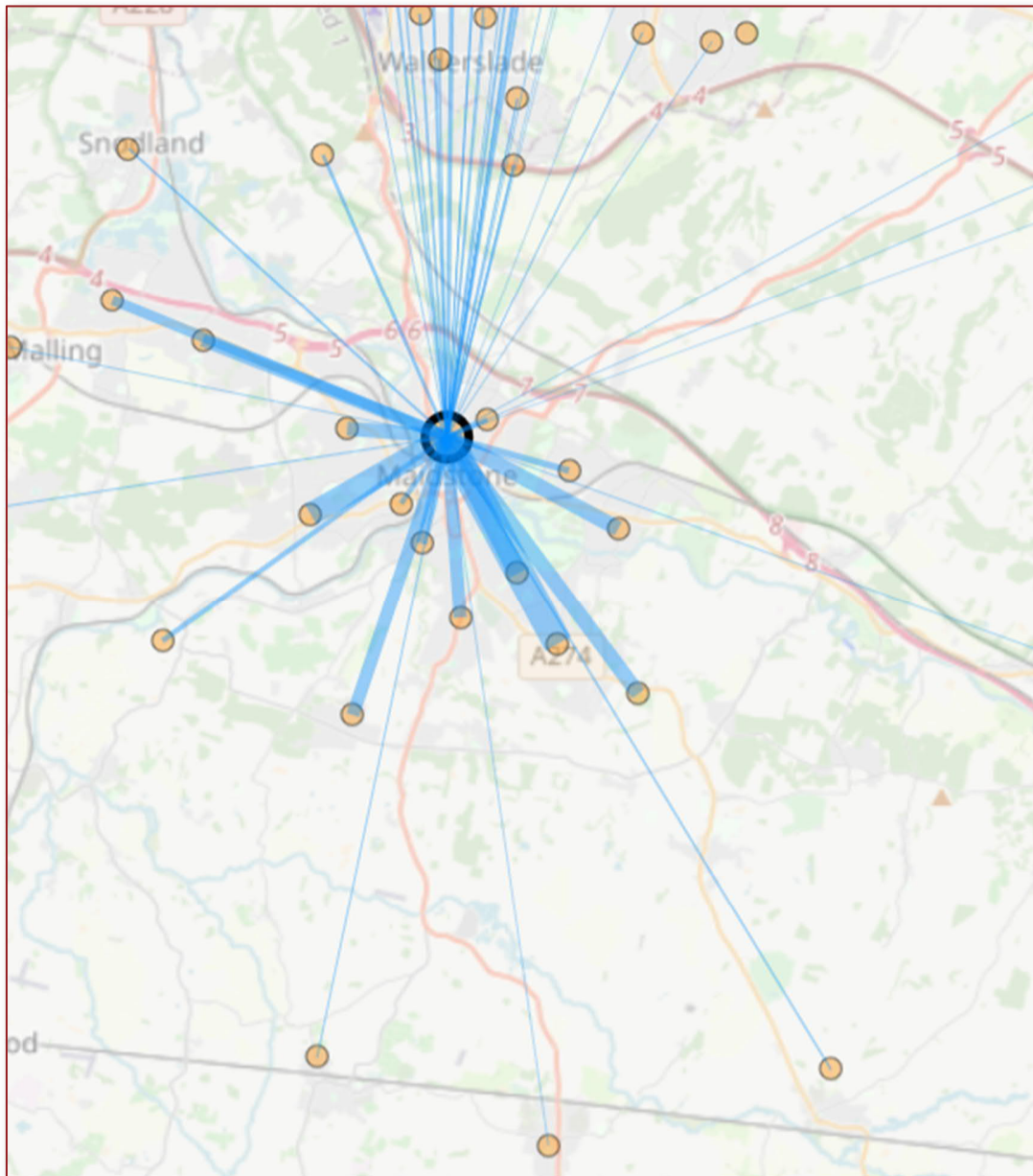
4.23 The plan below maps the proportion of bus commutes for each of the output areas. It is immediately striking that the areas with the highest bus use are within the Maidstone urban area. By contrast, the more rural settlements show limited use of this mode of transport for commuting.

*Bus as main mode of transport to work*



**4.24** Looking at the origins and destinations of bus trips in more detail, it is clear that bus commuting by Maidstone Borough residents is primarily by those living within the Maidstone urban area to access jobs in the centre of town. One noticeable exception to this is Coxheath, a defined Larger Village, which shows reasonable bus use with a significant flow into the town centre.

*Pattern of bus commuting into Maidstone town centre, 2011 Census*



Extract from [datashine](#)

- 4.25 In line with England as a whole, bus use in Kent has fallen off since 2011 with an 11.9% reduction in passenger transport journeys in that time<sup>7</sup>.
- 4.26 With the exception of the Coxheath area, it does not appear that bus services in the areas outside urban Maidstone play a significant part in travel to work; local buses are a key transport mode only within the urban area. Clearly a good bus service provides the opportunity for sustainable commuting, but it is not always taken up. It is therefore considered appropriate to give greater weight to the presence of a railway station than to bus services in assessing the accessibility/connectivity of a settlement.

**Walking and cycling**

- 4.27 Taking the “active travel” modes of walking and cycling together, the census indicates that 10% of Maidstone commuters use one of these modes. This is slightly lower than the England figure of 14.5%. As the figure below indicates, active travel is a very significant mode of travel for part of the Borough; 26 of the areas having rates of 27% plus.

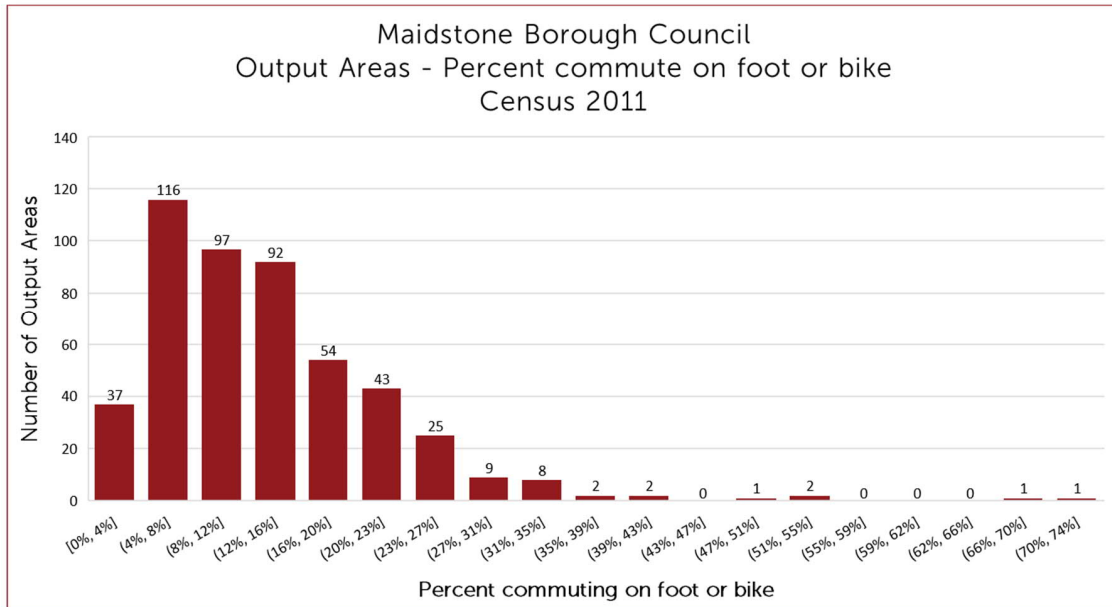


Figure 4-4 Active travel commuting by output area Source: Census 2011

- 4.28 The following map shows these rates and indicates very clearly that urban Maidstone is the focus for commuting by active travel. Nevertheless, there are still locations outside the town where walking and cycling commutes are significant. These are the Rural Service Centres of Marden, Staplehurst, Headcorn and Lenham plus the Larger Villages of Sutton Valence and Hollingbourne.
- 4.29 The map also includes data on local business (as modelled by Business Rates data). There appears to be a reasonable correlation between the availability of employment and the propensity to cycle or walk to work. Availability of local businesses is necessary for higher rates of walking/cycling to work but there are areas with local employment where that mode is not particularly prevalent. Overall, the availability of local employment is considered to be a significant issue for the hierarchy to consider. In this respect, Kingswood is an

<sup>7</sup> DfT table BUS0109a

example of an area with a good provision of employment floorspace indicated on the plan above, but which is not currently a defined settlement.

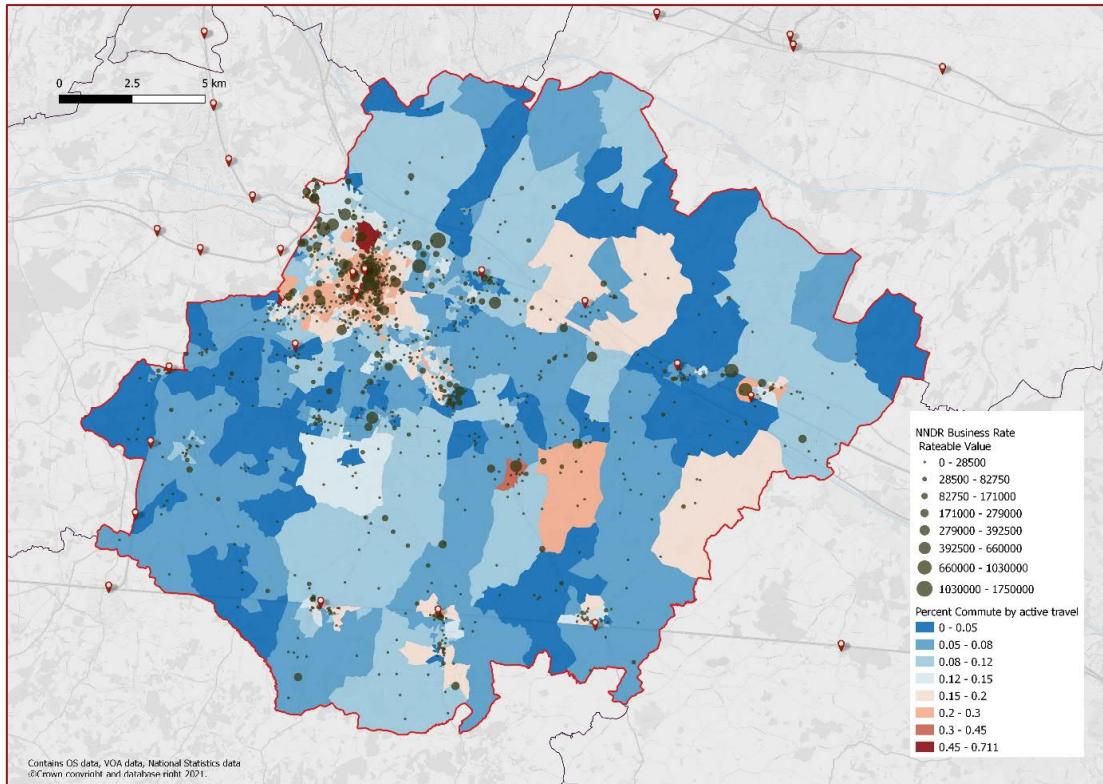


Figure 4-5 Commuting by active travel modes and location of businesses  
Source: Census 2011 and MBC Business Rates

### Travel for shopping

- 4.30 The earlier table which includes data from the 2019 National Travel Survey indicates that 19% of trips are for shopping purposes. Some information on the patterns of shopping travel within Maidstone can be gleaned from the 2013 retail study prepared by DTZ. Central to this study was a 2012 survey of residents in and around Maidstone Borough which asked them where they normally undertook their shopping and how they travelled. The survey was not as fine grained as the census data, respondents being divided into just six zones extending beyond the Borough boundaries (see Figure 6-1 later). Zone 1 largely reflects the Maidstone urban area while zone 2 covered the southern, more rural part of the Borough (but including some additional areas within Ashford and Tunbridge Wells). The outcomes of the survey on travel mode are summarised in the tables below (note may not add to 100% due to rounding).
- 4.31 Reinforcing the results of the Census analysis, the figures indicate that residents within the Maidstone urban area tend to use more sustainable transport modes for their shopping trips than more rural residents. However, in comparison with the commuting data shopping by bus appears noticeably more prevalent than by train.

*Table 4-2 Main food shopping transport mode*

Travel Mode	Zone 1	Zone 2
Car (driver/passenger/taxi)	80%	94%
Walk	16%	5%
Bus	4%	3%

*NON FOOD SHOPPING TRANSPORT MODE*

Travel Mode	Zone 1	Zone 2
Car (driver/passenger/taxi)	62%	90%
Walk	23%	3%
Bus	14%	7%
Train	0%	1%

## Settlements' access to transport

- 4.32 Section 3 of this report identified a long list of 27 locations which are either within the existing settlement hierarchy or should be investigated for potential inclusion. These locations are listed in table 4-3 below, with an indication of their access to transport services. The list includes access to significant employment since this is considered to be an important indication of potential for cycling and walking as described earlier in this section.
- 4.33 The criteria for describing the weight attached to a settlement's connectivity to the are as follows.
- High – good access to a railway station. The data indicates that this is the sustainable transport measure with the highest impact on travel mode.
  - Moderate – frequent bus services including departures before 8am and after 5pm. No railway station. This is a good quality service likely to be suitable for some commuting and other key trips. However, the data shows that in the rural areas even this level of service does not attract large numbers of trips.
  - Low – 7 or more bus services but lacking morning or evening stops, and no railway station. Potential for some use, but limited utility for commuting.
  - Negligible – fewer than 7 bus services per day and no railway station, unlikely to be suitable for commuting or other key trips.

## Discussion

- 4.34 All of the settlements currently identified as Rural Service Centres have a railway station and frequent bus services with morning and evening connections. No other settlements have this combination. There is more variation among the Larger Villages. Hollingbourne and Yalding are the best connected, with train stations and frequent bus services (although the buses do not have evening and morning connections). Coxheath and Sutton Valence are without a station but are served by high frequency bus services, the former showing reasonable levels of use according to the census data. Boughton Monchelsea appears to be the least well served of the Larger Villages - however it is adjacent to some of the key routes into Maidstone and some of the area's largest business employment centres.
- 4.35 Other settlements which have good public transport accessibility are East Farleigh (which has a railway station), Langley Heath, Leeds and Loose.

*Table 4-3 Settlements' access to public transport*

Name	Rail Station	Bus service	Connectivity weight
BOUGHTON MONCHELSEA	☒	✓	Neg.
BOXLEY	☒	✓	Neg.
BREDHURST	☒	✓	Neg.
CHART SUTTON	☒	✓	Neg.
COXHEATH	☒	✓✓✓	Mod
DETLING	☒	✓	Neg.
EAST FARLEIGH	✓	✓	High
GRAFTY GREEN	☒	✓	Neg.
HARRIETSHAM	✓	✓✓✓	High
HEADCORN	✓	✓✓✓	High
HOLLINGBOURNE	✓	✓✓	High
HUNTON	☒	✓	Neg.
KINGSWOOD	☒	✓	Neg.
KNOWLES HILL	✓ (1)	✓✓	High
LADDINGFORD	☒ (2)	✓✓	Low
LANGLEY HEATH	☒	✓✓✓	Mod
LEEDS	☒	✓✓✓	Mod
LENHAM	✓	✓✓✓	High
LOOSE	☒	✓✓✓	Mod
MARDEN	✓	✓✓✓	High
PLATTS HEATH	☒	☒	Neg.
STAPLEHURST	✓	✓✓✓	High
STOCKBURY	☒	☒ (3)	Neg.
SUTTON VALENCE	☒	✓✓✓	Mod
TESTON	☒ (4)	✓✓✓	Mod
ULCOMBE	☒	✓	Neg.
YALDING	✓	✓✓	High

- (1) Staplehurst Station within 1km and safe pavement full length
- (2) Beltring Station > 1km but no safe pedestrian access
- (3) Bus service on the A249 but not related to settlement
- (4) Train Station in Watringbury but beyond reasonable walking distance so not given any weight.

**Key**

- ✓ Present
- ✓✓ Frequent (7+) daily bus service
- ✓✓✓ Frequent daily bus service with connections before 8am and after 5pm

**Conclusions**

4.36 Information on commuting patterns is available at a reasonably detailed geographical basis from the 2011 Census. Rail use is closely related to being near to a station, while commuting on foot or by bicycle is limited to locations where employment is nearby. Bus use is mainly concentrated in the urban area of Maidstone and, to a lesser extent, at Coxheath. Elsewhere, while bus services are often high frequency, the evidence indicates that their use for commuting and shopping trips is limited. While information on retail travel patterns is not available at such a fine level of detail the information from the retail study indicates that shoppers living in the Maidstone urban area are more likely to use sustainable transport modes than those residing in the more rural areas.

## 5 Economy

- 5.1 This report does not attempt a full study and review of the economy of Maidstone Borough Council, that is a matter for other evidence prepared by the council. However, the availability of employment is an important factor in determining the potential self-containment of settlements and therefore their sustainability credentials. As an example, the Connectivity section indicates that those locations with concentrations of businesses tend to have higher levels of walking and cycling to work, although the relationship is not precise.

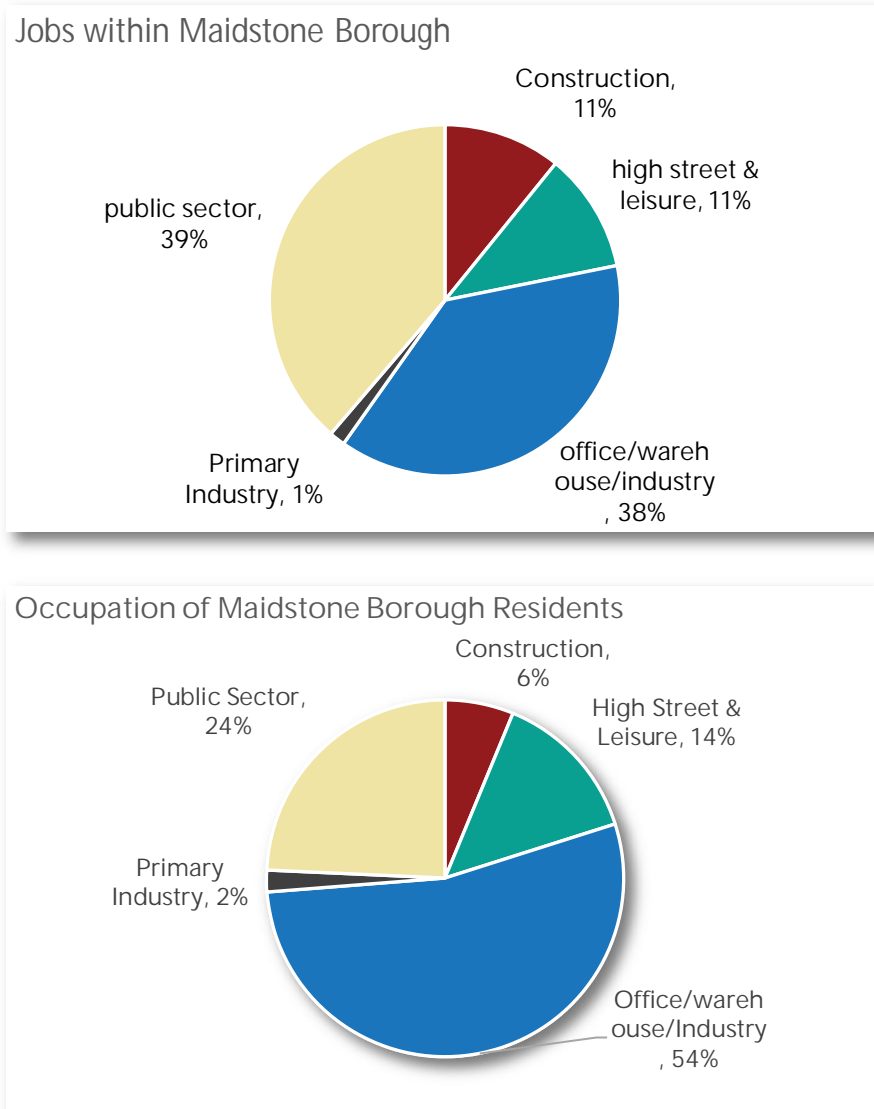
### Workplace employment

- 5.2 In terms of total employment, the Borough has a good balance between jobs and workers, indicating potential strategic self-containment. The most recent Maidstone Borough employment density figure<sup>8</sup> from the Office of National Statistics is 0.87 indicating that there are 0.87 jobs for every person aged 16-64. It should be noted that a "balanced" figure is not 1.0, because a proportion of the population in this age group do not work, for example students and early retirees. Instead, it is appropriate to use the regional and national figures as an indicator. The Maidstone figure is very similar to the equivalent ratios for the South East region (0.9) and the UK (0.87).
- 5.3 However, there is something of an imbalance between the types of jobs available in the Borough and the types of jobs undertaken by working residents. There is no robust data on employment requiring premises, but business taking place in the factory, light industrial, warehouse, workshop and office park premises is an important part of a robust local economy.
- 5.4 This is illustrated in the charts below which show that based on either occupation or industry, about half of employment in the district is driven by population (e.g., healthcare, education, retail) and around half relates to business premises. Section 6 discusses the community based employment dimension of the settlements as part of community services and retail. Primary industry including agriculture is very important to the Borough, and Kent has nationally important and unique agricultural opportunities. However, these are by nature dispersed and form part of the rural hinterland that relates to the settlements, as opposed to shaping individual settlements themselves.

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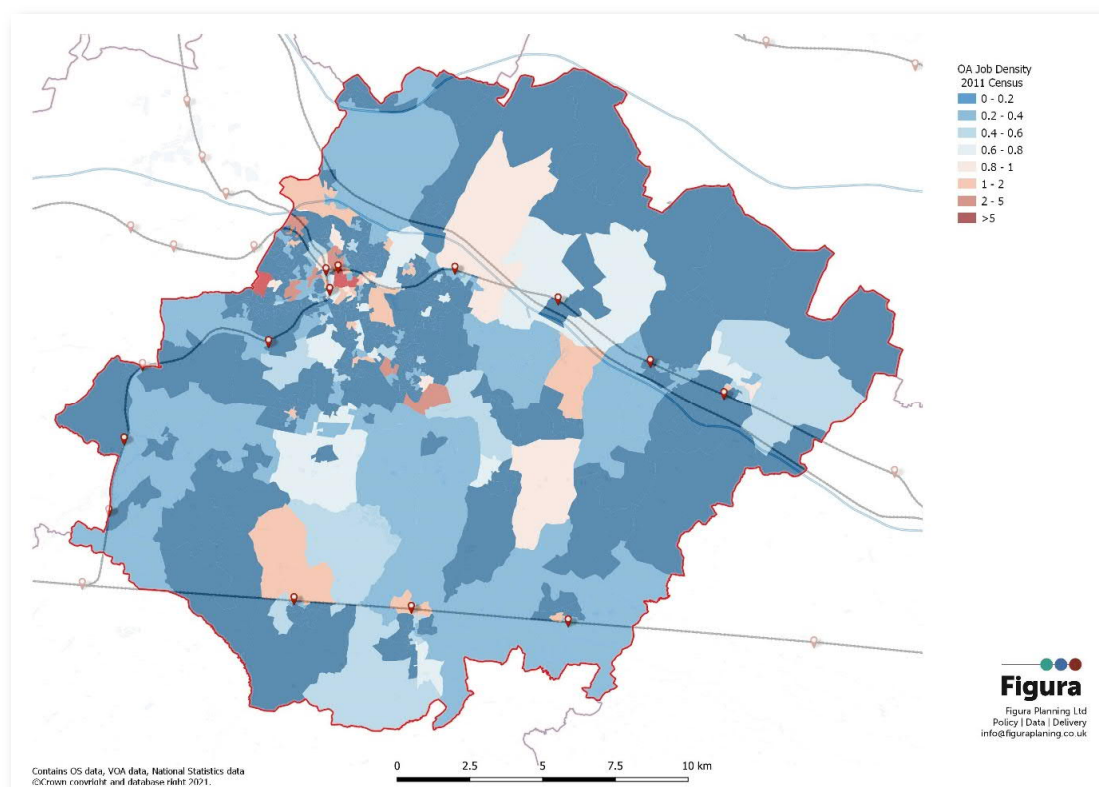
<sup>8</sup> The ratio of total jobs to population aged 16-64, ONS





*Figure 5-1 Proportional Split of Employment by Industry and Occupation*

- 5.5 The major differences are in relation to public sector jobs (where there are significantly more jobs within Maidstone than workers, indicating that there will be an inflow of public sector commuters) and office/warehousing/industry jobs where the opposite applies. This dissonance is likely to exist in various forms at a settlement level so travel reduction strategies are not as straightforward as they may appear.
- 5.6 Using the census information, it is possible to prepare a jobs density plan for output areas within the Borough to give an indication of the spatial pattern of economic activity.



*Figure 5-2 Output Areas jobs density 2011*

Source: Census 2011

- 5.7 The deeper the pink, the higher the ratio of jobs to working age population. The economic role of Maidstone, particularly but not exclusively central Maidstone, stands out from the map. In addition, there are hotspots at the three South East Mainline Rural Service Centres of Headcorn, Marden and Staplehurst and in the Headcorn and Kingswood areas to the east of Maidstone. We supplement this information with more detail for each settlement below. It is important to highlight that this is an indication only as the output area geography does not directly correspond to settlement areas.
- 5.8 The role of commuting to accessing employment in the larger urban areas within and beyond the Borough is discussed in Section 4 of this report.

### Settlement access to employment

- 5.9 Section 3 of this report contains a list of settlements which are or may be included in the settlement hierarchy of the emerging local plan. These 27 settlements have been surveyed first using desktop analysis of AddressBase data supplemented by information from the National Non Domestic Rates (also known as Business Rates). Follow-up site visits were then carried out. There is no single data source for local jobs (at settlement scale) but we consider that AddressBase is more comprehensive and reliable than Business rates data and the ONS Business Register and Employment Survey (BRES) for these small areas and hence have used it as the key information tool.
- 5.10 The assessment concentrates on office, industrial and warehousing premises (broadly, those formerly within the planning Use Class B), and therefore does not include other key sectors

like retailing, the public sector or agriculture. This is to avoid doubling the weight given to retail, schools and other such premises which are included within the “Facilities” factor.

5.11 Table 5-1 below summarises the position of each of the long list settlements, and using this information provides each with a weight for the “Economy” factor. The weights are applied using the following approximate criteria:

- High – 50 or more premises nearby, providing one of the main employment centres outside Maidstone itself and real potential for active travel commuting patterns for residents
- Moderate – less than 50 business premises providing a concentration of employment accessible to the local community. This will often include a specific business area/industrial estate.
- Low – up to 20 local businesses and therefore some potential for residents to work nearby, but not likely to be enough to significantly limit out-commuting from the settlement.
- Negligible – less than five local businesses within walking distance of the settlement and therefore providing no significant access to employment for residents.

*Table 5-1 Economy factor for settlements*

Name	Significant Employment within appx 500m of core	Apx # commercial/ Industrial/office premises	Economy weight
<b>BOUGHTON MONCHELSEA</b>	<ul style="list-style-type: none"> <li>• NB: Parkwood Industrial Estate is one of Borough’s largest concentrations of employment – ca 2.4 miles; Maidstone centre &lt; 30 mins bus travel</li> </ul>	<5	Neg
<b>BOXLEY</b>	<ul style="list-style-type: none"> <li>• Pub</li> <li>• Timber and Fencing business</li> </ul>	<5	Neg
<b>BREDHURST</b>	<ul style="list-style-type: none"> <li>• Pub</li> <li>• Garden centre with restaurant</li> <li>• About 5 car repair and sales businesses</li> </ul>	5-10	Low
<b>CHART SUTTON</b>	<ul style="list-style-type: none"> <li>• Lested Farm Offices home to a number of businesses. (ca 8-10)</li> <li>• Chart Sutton Business Estate, Cherry Tree Yard (4-6 businesses)</li> <li>• Pleasant view garden centre is home to a few small businesses, broadly related to countryside/landscape (4)</li> <li>• Lested Farm has very large agricultural operation (low jobs density)</li> </ul>	20-30	Mod

Name	Significant Employment within appx 500m of core	Apx # commercial/ industrial/office premises	Economy weight
<b>COXHEATH</b>	<ul style="list-style-type: none"> <li>• Clock House Farm just outside core: ~8-10 small business units</li> <li>• Vehicle storage at Forstall Farm</li> <li>• Orchard House in town with offices for 5x businesses</li> <li>• Elmfield Court some business offices in addition to high street services</li> <li>• Westerhill farm – south of core has ~3 small business units + leisure</li> <li>• 3 or 4 small business units along Deane Street to W</li> </ul>	~20-30	Mod
<b>DETLING</b>	<ul style="list-style-type: none"> <li>• A few small businesses premises (bodyworks, builders yard)</li> <li>• NB: Detling Aerodrome and Kent County Showground to the North provides business space etc., but are &gt;1km distant</li> </ul>	<5	Neg
<b>EAST FARLEIGH</b>	<ul style="list-style-type: none"> <li>• Kilnbridge Works and Lumden – 10-15 units – light industrial</li> <li>• Works Yards (N and S of the river, west of the bridge) home to ~10-20 businesses (light industrial and office)</li> </ul>	20-30	Mod
<b>GRAFTY GREEN</b>	<ul style="list-style-type: none"> <li>• Little Telpits Farm home to 6 business units (office/workshop)</li> </ul>	5-10	Low
<b>HARRIETSHAM</b>	<ul style="list-style-type: none"> <li>• The Tarkett-Marley Site is a significant area of business, industrial and warehouse space with several hundred employees at this site.</li> <li>• Roebuck Business Park has 10-15 business units</li> <li>• Station Road and Station Yard has another 15-20 units; Around 10 or so service business with offices in high street premises</li> </ul>	50+	High
<b>HEADCORN</b>	<ul style="list-style-type: none"> <li>• Ringles Business Park – 8-10 units</li> <li>• Headcorn Business Park, Stonestile Business Park and Barradale Farm have about 25 business premises; these are around 1km outside town (to north), but as these are remote from any other population centres this is considered within Headcorn.</li> <li>• A few more units at Biddenden Road</li> <li>• Foremans Walk is largely retail</li> </ul>	50+	High
<b>HOLLINGBOURNE</b>	<ul style="list-style-type: none"> <li>• Some agricultural businesses in surrounding area; ca 2-3 offices in settlement core</li> </ul>	<5	Neg
<b>HUNTON</b>	<ul style="list-style-type: none"> <li>• Builders Yard</li> <li>• Garage</li> </ul>	<5	Neg

Name	Significant Employment within appx 500m of core	Apx # commercial/ industrial/office premises	Economy weight
<b>KINGSWOOD</b>	<ul style="list-style-type: none"> <li>Clustered around the old forge works south west of Kingswood are ~10 premises</li> </ul>	5-10	Low
<b>KNOWLES HILL</b>	<ul style="list-style-type: none"> <li>Around Durgate Industrial Estate/Clapper Lane there are ~15 business premises</li> <li>A few premises around Staplehurst Nurseries</li> <li>Near Chart Hill Junction (Cross At Hand etc) another 5 or so light industrial, storage and vehicle services</li> </ul>	20-30	Mod
<b>LADDINGFORD</b>	<ul style="list-style-type: none"> <li>Woodfalls Industrial Estate – ca 20 light industrial units/businesses 500 m North of core</li> <li>Laddingford Farm Industrial Estate ca 8 light industrial units 300m South of core</li> <li>Laddingford Engineering &amp; builders yard</li> <li>A few home-based businesses (architect, cattery etc.)</li> </ul>	30-40	Mod
<b>LANGLEY HEATH</b>	<ul style="list-style-type: none"> <li>Warmlake Business Estate 5-10 premises</li> <li>Collingwood Industrial Estate 5-10 premises</li> </ul>	10-20	Low
<b>LEEDS</b>	<ul style="list-style-type: none"> <li>No industrial/warehousing/business premises other than a few related to farm businesses</li> </ul>	<5	Neg
<b>LENHAM</b>	<ul style="list-style-type: none"> <li>Around Northdown Business Park (just adjacent to west) 20-25 premises</li> <li>Lenham Storage and Transport – significant business with large area and substantial employment</li> </ul>	30-35	High (1)
<b>LOOSE</b>	<ul style="list-style-type: none"> <li>Hill Farm south of area with ~8-10 business units</li> <li>A few light industrial premises dispersed (~5)</li> </ul>	10-15	Low
<b>MARDEN</b>	<ul style="list-style-type: none"> <li>Over 100 office, industry, and warehouse premises on industrial estates north of the rail line.</li> </ul>	100+	High
<b>PLATTS HEATH</b>	<ul style="list-style-type: none"> <li>none</li> </ul>	0	Neg
<b>STAPLEHURST</b>	<ul style="list-style-type: none"> <li>Slaney Place about 1km west has 15 or so premises</li> <li>Industrial area including Douglas Buildings, Larkstore Park and Honeycrest Industrial Park area south of the station home to ca 100 business premises</li> </ul>	100+	High
<b>STOCKBURY</b>	<ul style="list-style-type: none"> <li>Adjacent to Church Farm area number of small businesses (5-8)</li> </ul>	10	Low
<b>SUTTON VALENCE</b>	<ul style="list-style-type: none"> <li>Almost no industrial premises – business primarily driven by agricultural enterprise with and community/public service</li> </ul>	<5	Neg

Name	Significant Employment within appx 500m of core	Apx # commercial/ industrial/office premises	Economy weight
TESTON	<ul style="list-style-type: none"> <li>High street premises in Watringbury (500m West)</li> <li>Barham Court – serviced office space ca 10-12 businesses plus personal services; wedding/conference venue</li> </ul>	10-20	Low
ULCOMBE	<ul style="list-style-type: none"> <li>The Forge 5-10 business units</li> <li>A few light industrial premises dispersed (~5)</li> </ul>	10-15	Low
YALDING	<ul style="list-style-type: none"> <li>A few light industrial/businesses at Hampstead Lane near the weir and bridge</li> <li>A few light industrial premises dispersed (~5)</li> <li>A number of additional premises further to the south along the linear development</li> <li>Note this does not take account of the proposed employment units on the Syngenta site</li> </ul>	10-20	Low

(1) Scale of employment at Lenham transport and storage, along with proximity to Tarkett-Marley mean weight is higher than indicated by the number of premises.

## 6 Facilities

- 6.1 This section assesses the settlements in relation to community services and those public, retail and service industry enterprises which are important for everyday needs as well as for social cohesion and community building. In addition, as noted in Section 5 in relation to the economy, around half of the borough's employees work in public sector and high street businesses often based within the heart of settlements.
- 6.2 In assessing Retail and High Street services business rate and Addressbase data were used to create lists of premises in each settlement. The site survey of the settlements undertook to validate the data and to get a sense of how the various premises relate to one another. The findings of the Retail Capacity Study, which are now somewhat dated, were also reviewed and those key findings were cross-referenced. The Community and Services table at the end of this section outlines what is broadly available at the different settlements, and this is summarised in the assessment summary at the end of this section.
- 6.3 Due to COVID-19 restrictions many premises were closed at the time of survey. The assumption was made that those premises would return to business once restrictions were no longer in place.

### Retail and Services

#### Retail capacity Study

- 6.4 The Council employed Lichfields to prepare a combined economy study of Maidstone Borough<sup>9</sup> which was published in two stages. Retail assessments were included in the second stage, published in 2019. The expenditure outcomes of that 2019 study are not fine-grained enough to provide information about individual Rural Service Centres and Larger Villages. However, overall, they indicate that about 4%-5% of the retail expenditure of Borough residents who live outside the urban area is spent in rural settlements. Rural food and beverage expenditure (broadly eating and drinking out) is higher; about 25%. There was no travel mode information within this study.
- 6.5 In terms of retail travel patterns, a more detailed assessment was undertaken as part of the Council's 2013 retail study undertaken by DTZ. Central to this study was a 2012 survey of residents in and around Maidstone Borough which asked them where they normally undertook their shopping and how they travelled. Note that the answers were not prompted, so there was no list of possible shopping locations to pick from.
- 6.6 The survey was not as locationally specific as the Census data, since respondents were divided into six zones, shown on the map extract below. The zones are not defined by administrative boundaries and the results cannot be directly mapped to individual settlements. This examination has concentrated on zones 1 and 2. Zone 1 is largely within Maidstone Borough, concentrated around the Maidstone urban area. Zone 2 covers the southern part of the Borough but extends southwards into the less developed parts of Tunbridge Wells and Ashford. While zone 3 covers the northern part of the Borough, it also includes most of Swale and is therefore less useful for this consideration. Zones 4 – 6 include limited or no parts of the Borough.

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<sup>9</sup> Maidstone Economic Development Needs Study, Lichfields, Stage One, 2019 and Stage Two 2020.

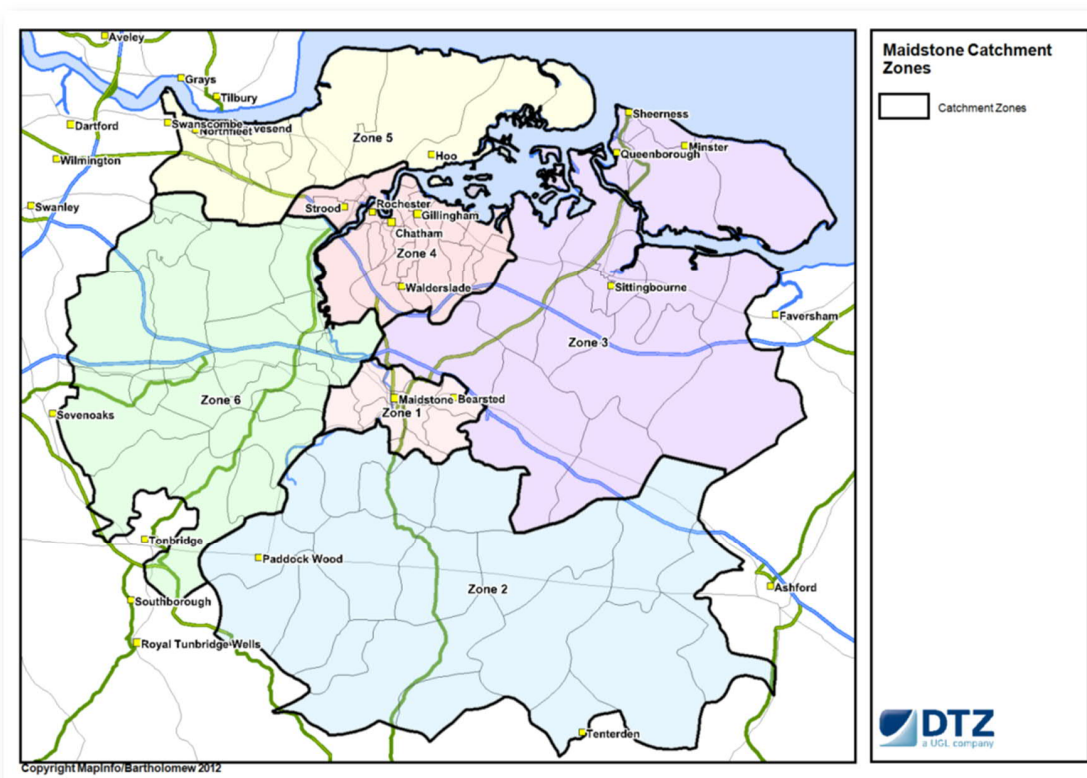


Figure 6-1 Extract from *Maidstone Retail Capacity Study*, DTZ, June 2013.

- 6.7 The study split expenditure and trips into ten categories and asked respondents where they did most of their shopping for each of these categories. The results are tabulated in the study, one table for each shopping category. Each table shows the percentage split of where the zones' respondents said that they normally carry out that shopping purpose.
- 6.8 Unsurprisingly, Maidstone is the pre-eminent shopping location within the Borough. This is particularly true of zone 1, whereas locations outside the Borough attract more trips from zone 2. This supports the continued role of Maidstone at the top of the settlement hierarchy.
- 6.9 Of interest to this study is whether any of the other settlements within the Borough are mentioned as retail locations in the survey. In this context, the results suggest that the following existing settlements have a noticeable retail function, mainly in terms of top-up food and convenience shopping. It should be noted that the specific percentages should only be taken as a broad indication of the role of the settlement, not for precise ranking or weighting.
- Coxheath: 6% of top-up shopping by zone 2 residents was undertaken at Coxheath, and it also provided the preferred chemist/beauty stores for 5%.
  - Headcorn: The survey indicated that 1% of respondents in zone 2 used Headcorn for main shopping, clothing, furniture, textiles, and luxury products, with 2% citing DIY and chemist/beauty products.
  - Lenham: Lenham was the only settlement outside Maidstone which featured in zone 3 expenditure; 2% of the zone's top-up shopping and 1% of the chemist and beauty trips. This is likely to underplay its significance given the amount of zone 3 which lies outside Maidstone Borough.



- Marden: Uniquely among the settlements outside Maidstone, Marden was in receipt of an element of main food shopping – 3% of zone 2 respondents stated that it was their usual location for this type of shopping. 7% rated it for top-up shopping and 2% for where they normally buy chemist and beauty products.
  - Staplehurst: While no respondents suggested that Staplehurst was their main food shopping location, 8% of zone 2 suggested that it was where they bought most of their top-up food shopping. It also provided 5% with their main chemist and beauty product purchases.
- 6.10 One other settlement was mentioned within the survey – a single reference to purchase of chemist/beauty products in Loose.
- 6.11 Taken overall, the results of the retail study tend to support the role of the Rural Service Centres Headcorn, Lenham, Marden and Staplehurst as secondary shopping locations. They also suggest that, in terms of retail use at least, Coxheath may be performing at a higher level than suggested by its current “Larger Village” status.

### Survey Findings

- 6.12 The results of the services and facilities survey are summarised at the end of this section and give support to this data. Outside Maidstone, the highest level retail provision is found in Coxheath, Headcorn, Lenham, Marden and Staplehurst, with substantial high street areas and/or parades of shops. The relatively lower offer at the Rural Service Centre of Harrietsham and the high provision at Coxheath are notable results.
- 6.13 Outside the Rural Service centres, there is a moderate level of provision at Boughton Monchelsea, Hollingbourne, Sutton Valence and Yalding (all currently larger villages) but also at Chart Sutton and East Farleigh (currently undefined).
- 6.14 There is a range of other settlements with low level or negligible retail provision as indicated in the tables.
- 6.15 The 2019 Lichfields Study referred to above used a “Local Needs Index” to assess the extent to which the Rural Service Centres and Larger Villages met local needs, with a maximum score available of 16. The scores attributed were as set out below. These are consistent with the facilities weightings applied by us at the end of this section.
- 12 – Lenham and Staplehurst
  - 11 - Headcorn
  - 10 - Coxheath
  - 9 - Marden
  - 8 - Sutton Valence
  - 6 – Boughton Monchelsea, Harrietsham, Yalding
  - 5 - Hollingbourne

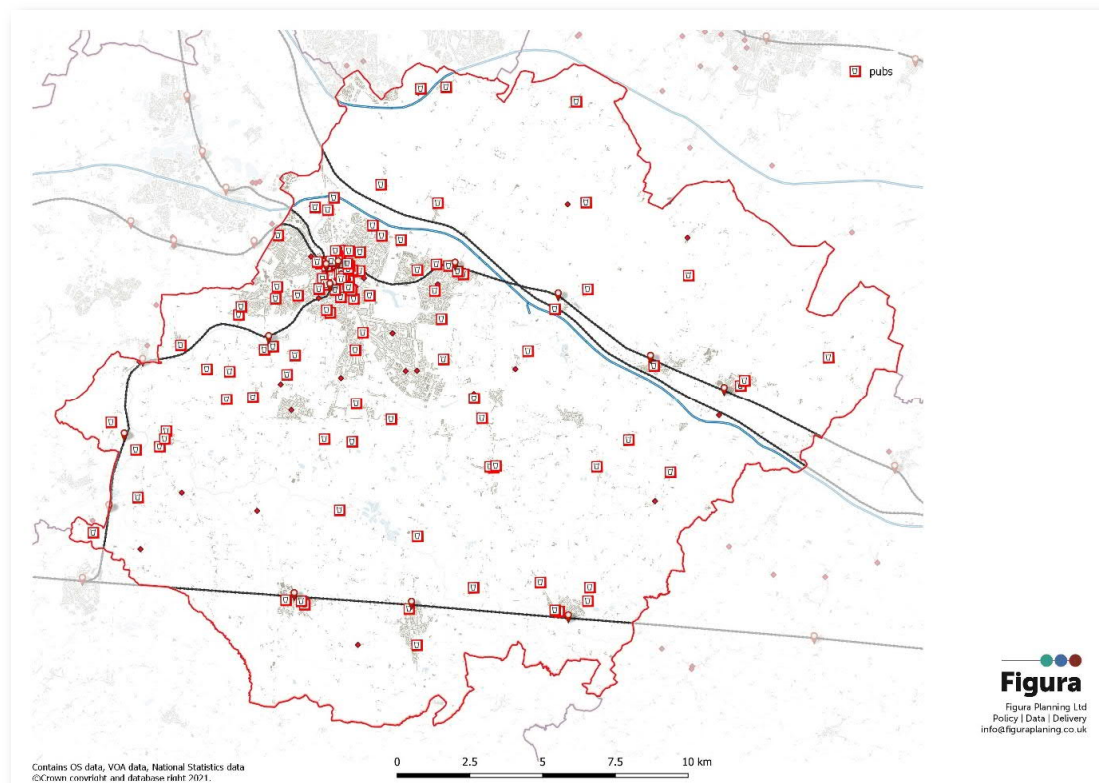
### Retail Conclusions

- 6.16 Maidstone (including various out-of-centre retail locations) was the dominant shopping location within the Borough in 2012 and this clearly continues to be the case. Outside Maidstone, there appear to be important secondary roles for the Rural Service Centres of Headcorn, Lenham, Marden and Staplehurst. The results also tend to suggest that Coxheath

has a more significant role than its current status would suggest. Other settlements appear to be serving a purely local/top-up role or have no provision at all.

## Food and Drink

- 6.17 Almost all of the settlements considered had a pub although this was usually the only sit-down food and drink offering in the smaller settlements.



*Figure 6-2 Pubs in Maidstone*

## Education

- 6.18 The Borough contains 48 primary age public sector schools and 11 secondary schools (source: Kent County Council). These are mapped below. Primary schools are found in all of the Rural Centres and Larger Villages, and in many other smaller settlements. The presence of a school is one of the factors considered in the hierarchy possibilities later in this report.
- 6.19 There are only two state secondary schools outside the larger urban areas. The Cornwallis Academy school is in Loose, equidistant between Coxheath and Boughton Monchelsea and is closely connected to all three communities in relation to pupils and as employment. The Lenham School serves the east of the Borough. There are a number of independent and selective schools in the area, in and adjacent to the borough, and while this adds to school capacity and employment it is not critical to placemaking.

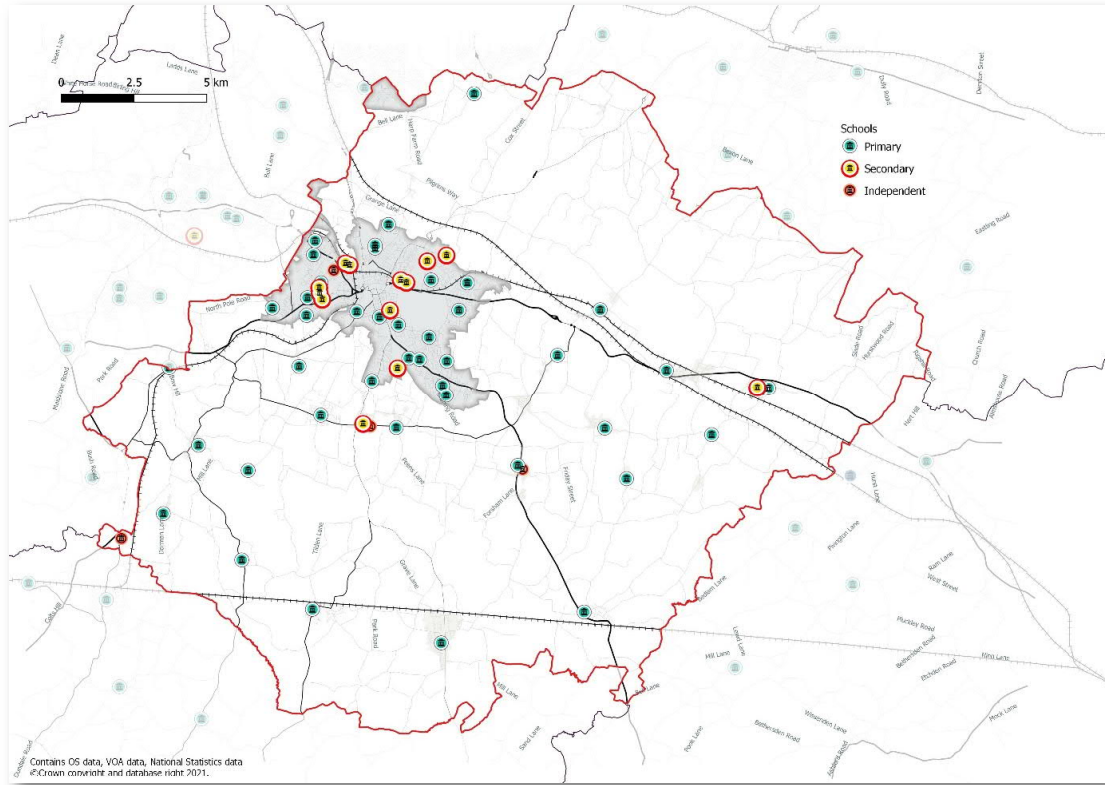


Figure 6-3 Location of schools within and adjoining Maidstone Borough (DFE)

## Libraries

6.20 There are 11 libraries in the Borough, 5 within the Maidstone urban area (Allington, Bearsted, Maidstone, Madginford and Shepway), four in Rural Service Centres (Headcorn, Lenham, Marden and Staplehurst) and two in Larger Villages (Coxheath and Yalding). There are none outside the already-defined settlements. The following table shows visits data for 2019/20.

Table 6-1 Library Use 2019-20

Location	Number of visits	Visits as % of Borough total
Maidstone - History & Library Centre (M)	108,213	35.7%
Allington (M)	45,656	15.0%
Coxheath	29,529	9.7%
Staplehurst	27,975	9.2%
Madginford (M)	25,244	8.3%
Marden	17,601	5.8%
Headcorn	12,835	4.2%
Shepway (M)	12,718	4.2%
Lenham	9,149	3.0%
Bearsted (M)	7,473	2.5%
Yalding	7,052	2.3%

Source: Kent County Council

6.21 The urban area libraries (marked (M) in the table above) dominate with almost two-thirds of the visits. Of the currently defined rural settlements, Staplehurst (Rural Service Centre) and Coxheath (Larger Village) stand out with almost 10% of the total usage each.

6.22 Most of the smaller settlements have access to the mobile library on a monthly schedule at a minimum. However, while the mobile library provides some services (as do online library services) opportunities for community building and meeting places are not provided. Consequently, only the presence of a library building was considered a factor in the definition of the larger settlements.

## Community Places

6.23 All but the very smallest settlements considered had Churches, Village Halls, Scout Huts and/or community-scale social spaces.

## Summary

6.24 Section 3 of this report contains a list of settlements which are or may have the potential to be included in the settlement hierarchy of the emerging local plan. These settlements have been surveyed using available data and site visits and the table below shows their performance in terms of jobs and facilities.

6.25 In assessing the “facilities” dimension of each settlement, the following general thresholds were considered:

- High – at least ten local shops providing a variety of goods and a wide range of services and facilities including a school.
- Moderate – up to 9 local shops and a small range of community facilities including a school. It may be possible to meet the majority of needs locally.
- Low – at least a school and a shop, meaning a limited set of day-to-day requirements could be met locally.
- Negligible – either no school or no shop in the locality, so all residents would need to travel elsewhere.

Name	School ✓ = primary ✓✓ = primary and secondary	Church	Surgery	Pub/ Café etc	Village Hall / Community Space	shop/ services (see Annex 2) ✓ = present ✓✓ = 2-9 ✓✓✓ = 10+	Library	Facilities weight
BOUGHTON MONCHESEA	✓✓ (1)			✓	✓	✓✓		Mod
BOXLEY		✓		✓				Neg
BREDHURST	✓	✓		✓	✓			Neg
CHART SUTTON					✓	✓✓		Neg
COXHEATH	✓✓ (1)	✓	✓		✓	✓✓✓	✓	High
DETLING	✓	✓		✓	✓	✓		Low
EAST FARLEIGH	✓	✓		✓	✓	✓✓		Mod
GRAFTY GREEN		(2)		✓	✓	✓		Neg
HARRIETSHAM	✓	✓	✓	✓	✓	✓✓		Mod
HEADCORN	✓	✓	✓	✓	✓	✓✓✓	✓	High
HOLLINGBOURNE	✓			✓	✓	✓✓		Mod
HUNTON	✓				✓			Neg
KINGSWOOD	✓	✓	✓		✓	✓✓		Mod

Name	School ✓ = primary ✓✓ = primary and secondary	Church	Surgery	Pub/ Café etc	Village Hall / Community Space	shop/ services (see Annex 2) ✓ = present ✓✓ = 2-9 ✓✓✓ = 10+	Library	Facilities weight
KNOWLES HILL						✓		Neg
LADDINGFORD	✓			✓				Neg
LANGLEY HEATH			✓		✓			Neg
LEEDS	✓	✓		✓	✓			Neg
LENHAM	✓✓	✓	✓	✓	✓	✓✓✓	✓	High
LOOSE	✓✓			✓	✓	✓✓	✓	Mod
MARDEN	✓	✓	✓	✓	✓	✓✓✓	✓	High
PLATTS HEATH	✓							Neg
STAPLEHURST	✓	✓	✓	✓	✓	✓✓✓	✓	High
STOCKBURY	✓	✓		✓	✓			Neg
SUTTON VALENCE	✓	✓	✓	✓	✓	✓✓	✓	Mod
TESTON	✓	✓		✓	✓	✓✓		Neg
ULCOMBE	✓			✓	✓			Neg
YALDING	✓	✓	✓	✓		✓✓	✓	Mod

- (1) the Cornwallis Academy is within Loose but is close to both Boughton Monchelsea and Coxheath
- (2) Church is remote from the settlement

## Facilities Conclusion

6.26 Coxheath, Headcorn, Lenham, Marden and Staplehurst stand out as the main centres for services and facilities outside Maidstone. There is a more moderate role for some smaller settlements including Harrietsham (currently a Rural Service Centre) and the current Larger Villages of Boughton Monchelsea, Hollingbourne, Sutton Valence and Yalding which have a few more facilities than the minimum, as does the currently undefined settlement of East Farleigh.

## 7 Overall Assessment and Issues for Further Consideration

### Introduction

7.1 Table 7-1 below, repeated from the Policy Review section of this report, summarises the Maidstone settlement hierarchy as it is in the current local plan and as it is proposed in the Preferred Approach 2020 consultation document.

*Table 7-1 Local Plan Settlement Hierarchy*

Preferred Approach 2020	Adopted Local Plan 2017
County Town; <i>Focus for a significant proportion of development</i> <ul style="list-style-type: none"> <li>• Maidstone</li> </ul>	County Town <i>Principal focus for development in the Borough</i> <ul style="list-style-type: none"> <li>• Maidstone</li> </ul>
Rural Service Centres; <i>Secondary focus for housing development, emphasis on maintaining and enhancing role and services</i> <ul style="list-style-type: none"> <li>• Harrietsham</li> <li>• Headcorn</li> <li>• Lenham</li> <li>• Marden</li> <li>• Staplehurst</li> </ul>	Rural service centres <i>Secondary focus for housing development, emphasis on maintaining and enhancing role and services</i> <ul style="list-style-type: none"> <li>• Harrietsham</li> <li>• Headcorn</li> <li>• Lenham</li> <li>• Marden</li> <li>• Staplehurst</li> </ul>
Larger Villages; <i>Limited development consistent with scale and character</i> <ul style="list-style-type: none"> <li>• Boughton Monchelsea</li> <li>• Coxheath</li> <li>• Eyhorne Street (Hollingbourne)</li> <li>• Sutton Valence</li> <li>• Yalding</li> </ul>	Larger villages <i>Limited housing development consistent with scale and role</i> <ul style="list-style-type: none"> <li>• Boughton Monchelsea</li> <li>• Coxheath</li> <li>• Eyhorne Street (Hollingbourne)</li> <li>• Sutton Valence</li> <li>• Yalding</li> </ul>
Smaller Villages and Hamlets; <i>Very limited amount of growth supporting local services and sustainable communities</i> <ul style="list-style-type: none"> <li>• No settlements defined</li> </ul>	Countryside
The Countryside	
Garden Settlements <ul style="list-style-type: none"> <li>• Heathlands</li> <li>• Lidsing</li> </ul>	
Strategic Development Location <ul style="list-style-type: none"> <li>• Invicta Barracks</li> <li>• Leeds-Langley Corridor</li> </ul>	

7.2 Our brief is to consider the existing and emerging hierarchies and to provide the council with issues for further consideration in the preparation of the local plan.

7.3 In principle, there is strong support within the National Planning Policy Framework for the incorporation of a settlement hierarchy to inform local plan strategy. The NPPF does not use this phrase, but development should be guided to the locations most likely to support sustainable transport objectives. This general advice is somewhat modified for rural areas,

where the need to support local vitality is recognised. The adjoining authorities have broadly similar approaches to their own hierarchies, with urban areas at the top and categories of smaller/more rural settlements below that.

- 7.4 In reviewing the Borough's plans with specific reference to the Borough's geography and range of settlements the following Headline Issues are set out, irrespective of assignment of individual settlements.

SH1: The incorporation of a lower tier of rural settlements with a more limited role and function is supported.
The analysis of travel and retail trends supports the view that the more rural settlements vary considerably in their level of sustainability, assessed in the dimensions of connectivity, economy, facilities, and scale. With the National Planning Policy Framework advice on the treatment of rural areas in mind, the current two-tier approach to these settlements can be considered something of a blunt instrument. The proposal to add a further tier of smaller villages is therefore appropriate in terms of the local geography and national policy. It should be clarified that identifying a lower tier of settlements, and delineating settlement boundaries, does not predict or preclude any specific policy options such as allocations or restrictions; this simply provides a framework for plan making and decisions.
SH2: That the extent of the countryside tier would be clearer if it were renamed "Countryside and undefined settlements"
We are concerned about referring to "hamlets" in the description of the lower tier settlements. A hamlet can be a small group of dwellings with no facilities at all, and we consider that a development role for hamlets would not constitute sustainable development. Accordingly, we consider that the extent of the defined countryside would be clarified by amending its name as set out above, to make it clear that undefined settlements, such as hamlets, should be considered as part of the countryside in policy terms.
SH3: The words "larger", "smaller" and other references to scale may not be appropriate for inclusion in the hierarchy levels' names
In relation to overarching considerations of terminology, the terms larger and smaller villages imply that scale is the main or even only factor being considered within the hierarchy. Our report has examined a wider set of issues and data relating to the potential sustainability of places. The impression given by names can be long lasting and we therefore consider it appropriate to reconsider the hierarchy names in this context.
SH4: The Council consider whether to include the Medway Urban Area within the settlement hierarchy as an " <u>Urban Area</u> " at the same level as Maidstone.
The broad outline of the Maidstone settlement hierarchy appears consistent with national policy and with the strategies of adjoining authorities. In more detail, however, the current and emerging hierarchies do not assign a strategic role to the Medway urban area which extends into the northern edge of Maidstone Borough. This urban area is the largest in Kent and in strategic terms is equivalent to the Maidstone urban area, currently referred to within

the hierarchy as “County Town”. Further consideration could be given to this matter within the revised hierarchy.

- 7.5 In summary, the following revised settlement hierarchy for the Maidstone Local Plan is recommended for further consideration:

Potential revision to hierarchy levels

- Urban Areas
- Rural Service Centres
- Main Villages
- Other Villages
- Countryside including undefined settlements

- 7.6 The emerging Local Plan also sets out potential strategic development areas and Garden Settlements. Where these appear in the settlement hierarchy will ultimately depend on the scale and delivery rates of new places. These new places will sit within the above settlement hierarchy, ultimately finding their “level”. As any such development will be guided by Local Plan policies and strategies, these would sit comfortably alongside the settlement recommendations above.

## Assigning the settlements

### Urban Areas

- 7.7 As the report sets out earlier, the role of Maidstone is clear and unchallenged as the largest urban area wholly within the Borough. It is obviously a defined Urban Area within the hierarchy. In addition, the Medway urban area has a role and function, as defined in the Medway Local Plan, which indicates that the Council could consider its role alongside Maidstone in the hierarchy, reflecting the wider geography of Kent.

### Other settlements

- 7.8 Earlier sections of this report set out the available evidence about the settlements, supplemented by local survey work, under four factors.

- Connectivity
- Economy
- Facilities
- Scale

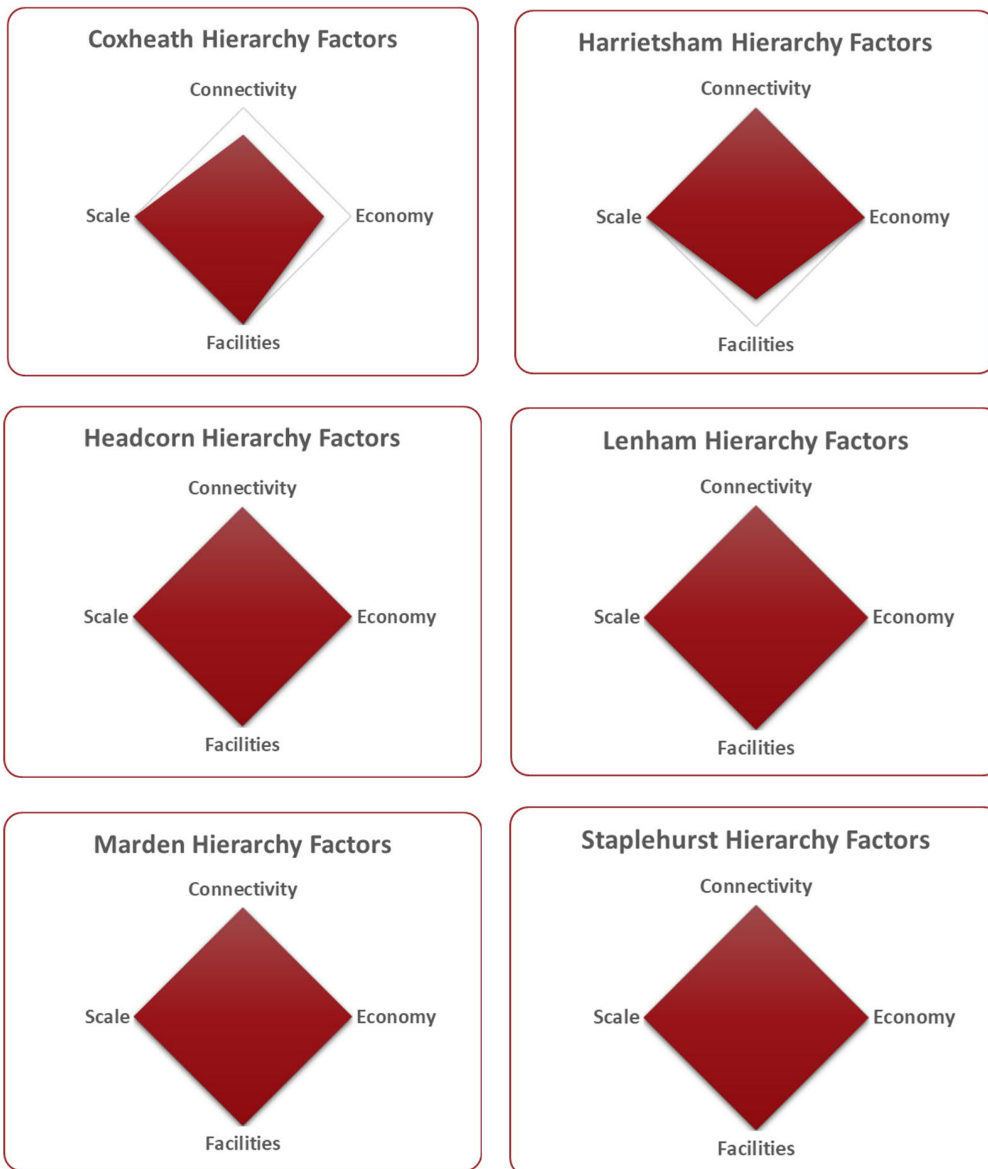
- 7.9 For each settlement, the factors were assigned a description, based on consistent application of sustainability-related guidelines.

- High
- Moderate
- Low
- Negligible



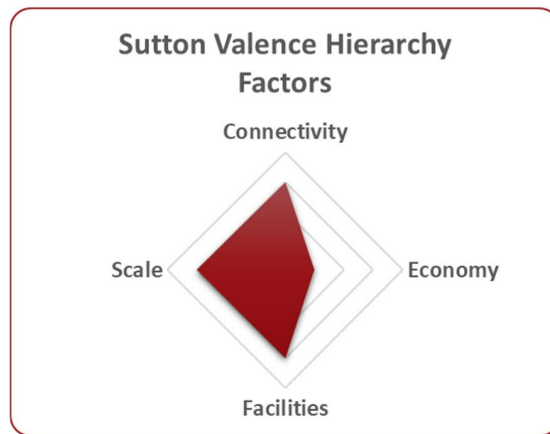
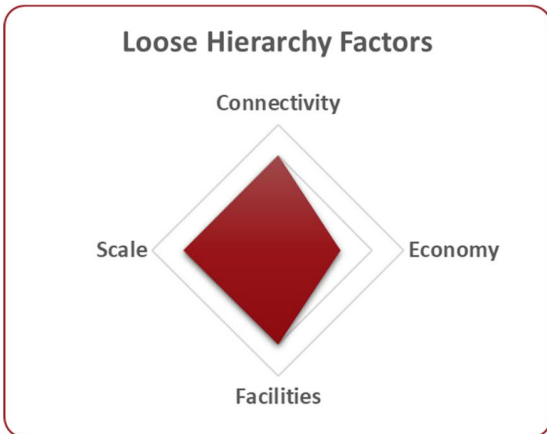
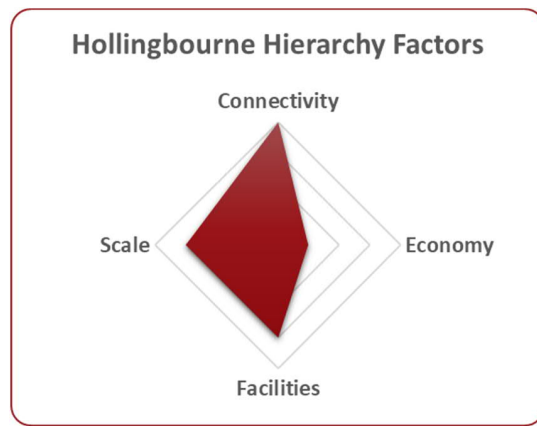
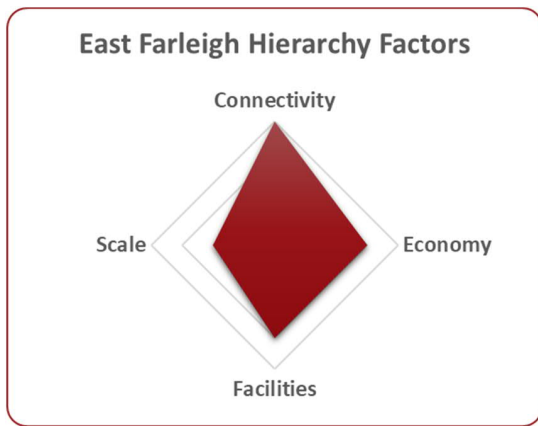
- 7.10 We consider that these relate well to the rural hierarchy levels so that Rural Service Centres are mainly High, Main Villages are mainly Moderate, and Other Villages are mainly Low. Negligible scores suggest that a settlement should not be defined and should remain within the countryside in policy terms.
- 7.11 The following part of the report contains a graphical summary of each of the settlements examined, grouped according to whether they are mainly high, moderate, or low scores in relations to the key dimensions considered. These Radar Charts plot the score as distance away from the centre – so the larger the area covered the higher the scores attributed to that place. The outer limit of the chart is equivalent to High weight, the inner to negligible. This gives a good visual representation of the overall sustainability of each settlement.

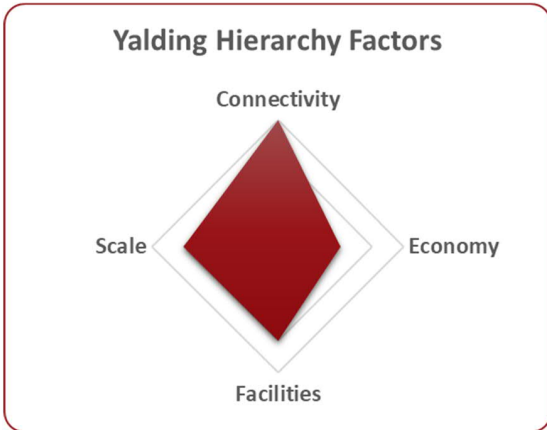
Mainly High Factors



- 7.12 These settlements have the characteristics which suggest they could be Rural Service Centres within the hierarchy. Four are High in all categories, and the others are High in two or three. The main change from the adopted and emerging plans would be that Coxheath, previously a Larger Village, is recognised as a Rural Service Centre. It scores "moderate" on connectivity and economy; however this underplays its connectivity somewhat as the local census data indicates that commuting by bus is popular among residents. The proximity to Maidstone itself provides residents with additional employment choices, accessibly by public transport.
- 7.13 Harrietsham has fewer facilities and high street services than would be expected given the scale of the settlement. In part this relates to the close connection with Lenham which has a well-developed high street and community offering.

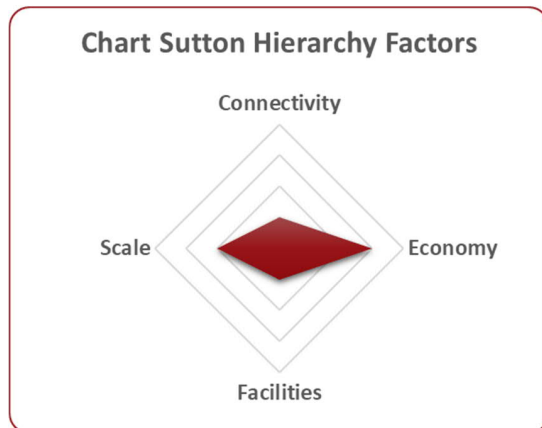
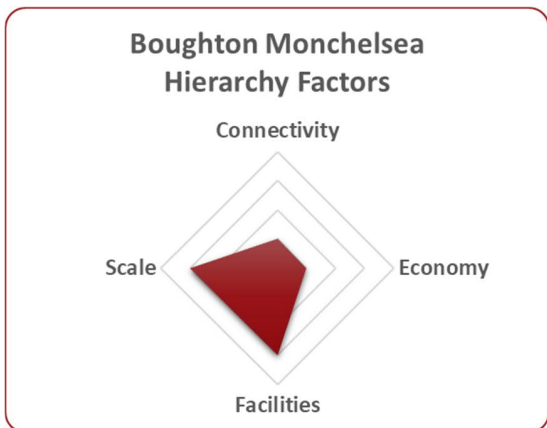
**Mainly Moderate Factors**

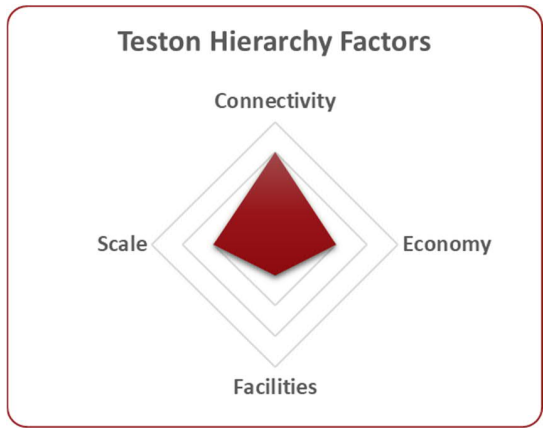
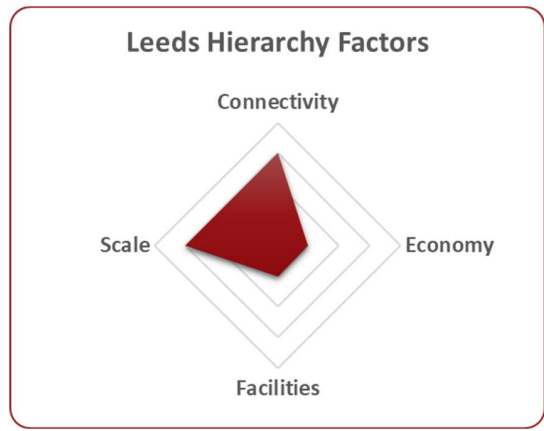
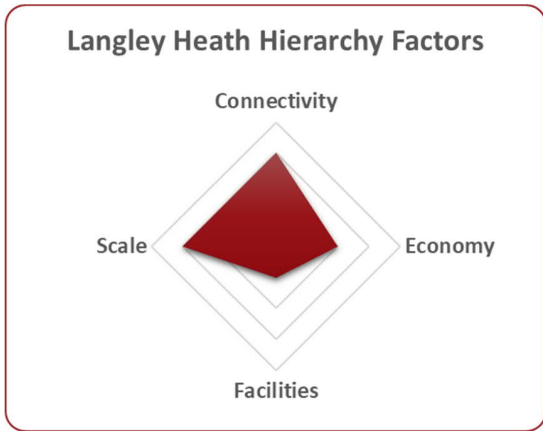
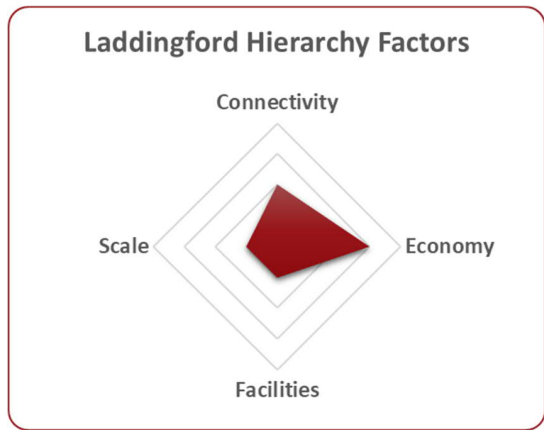
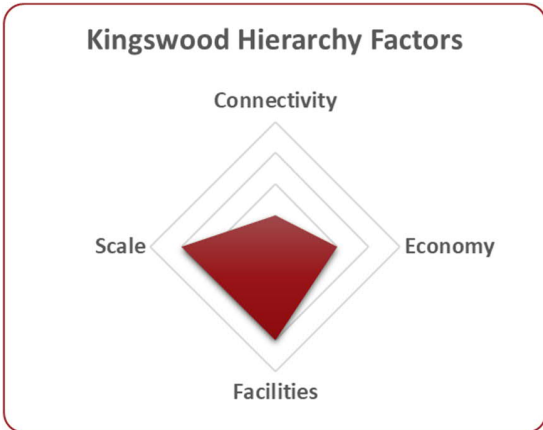




- 7.14 The settlements above provide a reasonable range of trip destinations and day to day necessities, and they have potential for supporting sustainable self-containment and should be able to accommodate some change and development. However, there is greater diversity on where they score against the four dimensions; none of the settlements are “moderate” in all factors and therefore judgements will need to be made as to whether they may be appropriate for inclusion as Main Villages rather than an Other Village.
- 7.15 In terms of sustainability the presence of a school and a shop appears to us to be very important to ensure both regular social interaction and the ability to purchase necessities on short notice without the need to drive. Accordingly, any settlement lacking a shop or a school has not been included in the grouping above.
- 7.16 There is some variation compared with the list of “Larger Villages” within the adopted plan. As discussed above Coxheath has the potential to be redefined as a Rural Service Centre. Boughton Monchelsea is not considered to have the level of connectivity or local economy to be suitable for inclusion and is therefore one that may be better defined as an “other village” (see below). Two previously undefined settlements – East Farleigh and Loose – have characteristics which indicate they may be appropriate for inclusion as Main Villages.

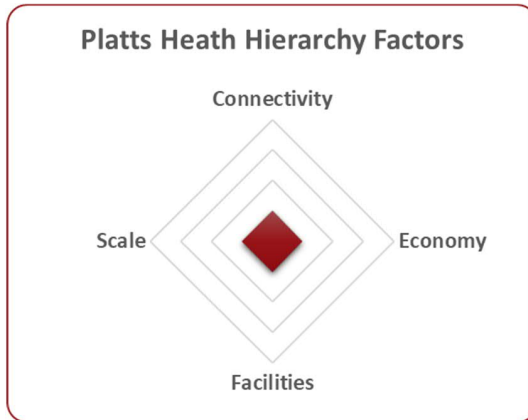
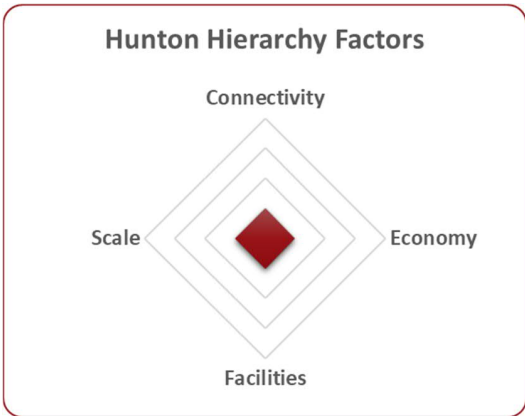
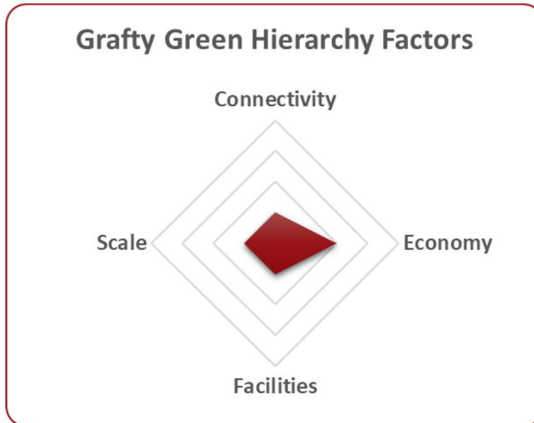
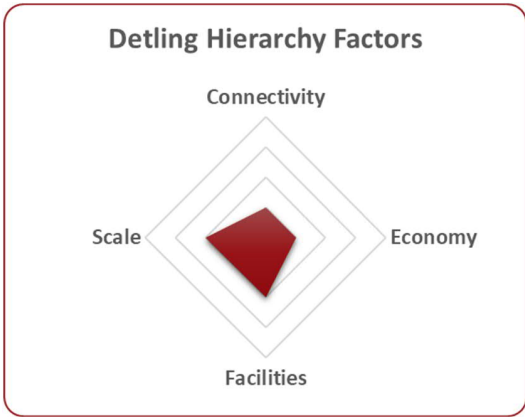
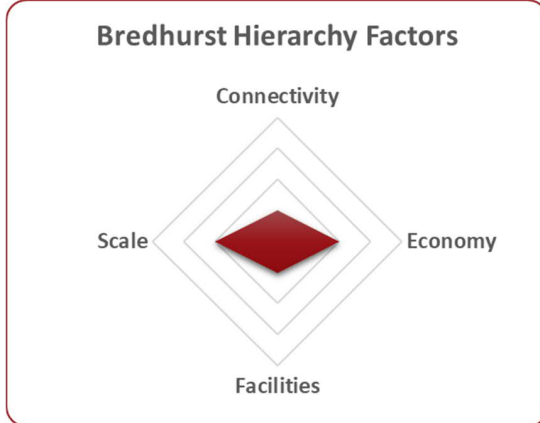
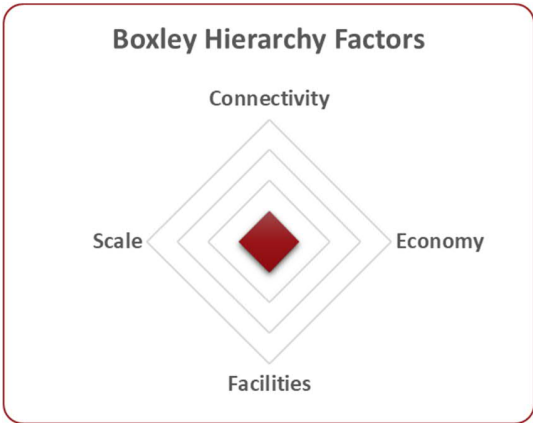
Mainly Low/Moderate Factors

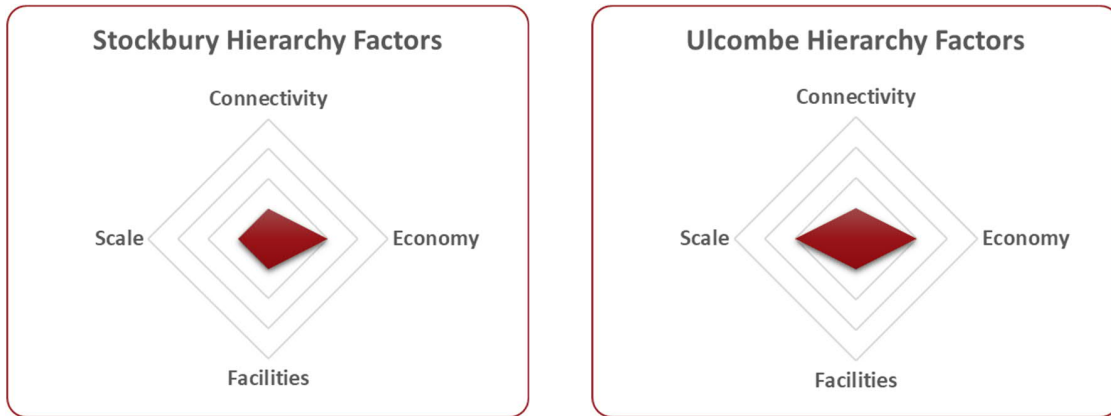




7.17 This grouping of settlements generally scored low in the majority of factors assessed although in some cases a moderate rating for one factor has balanced out against a negligible rating in another. These places provide some sustainability potential and could be considered appropriate for designation as an "other village" in the hierarchy.

Mainly Negligible Factors





7.18 These settlements are not likely to be appropriate for inclusion in the hierarchy as named settlements, and instead may best remain in the “countryside and undefined settlements” area.

**Knowles Hill**

7.19 Knowles Hill was surveyed and analysed in the sections above because the ONS defined it as a separate BUA. However, its settlement categorisation is not straightforward – for scale and facilities it scored “negligible” whereas it has high connectivity and moderate economy. The reasons for the connectivity and economy scores are because of its proximity to Staplehurst, particularly the railway station, rather than its inherent characteristics. Without this relationship all four factors would have negligible weight. As a result, we suggest that its planning status is best considered with Staplehurst rather than as a settlement in its own right. Our conclusions below therefore do not incorporate Knowles Hill as a defined settlement.

**Summary Conclusions on Hierarchy**

7.20 Based on the analysis above, further consideration should be given to the following hierarchy, and draft list of settlements with potential for inclusion.

Level in Hierarchy	Settlements
<b>Urban Areas</b>	Maidstone For consideration: Medway Urban Area
<b>Rural Service Centres</b>	Coxheath (currently Larger Village) Harrietsham Headcorn Lenham Marden Staplehurst
<b>Main Villages</b>	East Farleigh (newly considered) Eyhorne Street (Hollingbourne) Loose (newly considered) Sutton Valence Yalding
<b>Other Villages</b>	Boughton Monchelsea (currently Larger Village) Chart Sutton (newly considered) Kingswood (newly considered) Laddingford (newly considered) Langley Heath (newly considered) Leeds (newly considered)

	Teston (newly considered)
<b>Countryside and undefined settlements</b>	All other locations
<b>Garden Settlements</b>	

## 8 Implications for Development

8.1 In the earlier sections of this report we set out issues for consideration for a revised local plan settlement hierarchy. This includes identifying settlements which have the potential for incorporation into an additional layer in the hierarchy – “Smaller villages and hamlets” or, as we suggest, “Other Villages”. In this section we examine the potential implications for the distribution of growth arising from existing planning permissions, allocations in the adopted local plan, proposals contained within the Preferred Approach 2020 and a potential distribution of windfall housing (i.e., dwellings built on unallocated sites).

### Baseline Population

8.2 The 2011 census data provide a high-quality snapshot as of 2011, but population growth has taken place since then. ONS provide population estimates for every Output Area as each year – the latest available are for 2019. However, considerable care has to be taken in using these estimates, as they do not appear to fully reflect housing growth over the past decade. They are based on a demographic model updated with administrative data, such as GP registrations, which identify some newly forming households or migration between neighbouring areas but have a number of known issues. Very recently delivered housing may not be reflected. We have therefore decided to avoid the 2019 population estimates, and instead have prepared our own estimates by settlement, based on the 2011 population data plus household growth arising from new housing between 2011 – 2020. Further details are given below.

8.3 We are primarily concerned with exploring the likely growth in the different settlement hierarchy categories, as opposed to individual settlements. We have however retained the detailed population for settlement in the hierarchy as a reference and these are provided in the Section 8 Reference Table. Please note that this should be considered as proportional and give indicative, rather than precise figures.

### Housing Growth – Homes 2011 to 2020

- 8.4 To assess housing growth over the past decade, and provide an updated population estimate several sources of information used and cross-referenced.
- Application data with net gains from ca 2003 to early 2020 was provided as a Geographical Information System (GIS) layer. These were cross-referenced to identify the settlement area. Data from the earliest applications (permissions 2003 to 2007) were assumed to have been completed by 2011 so applications from 2009 onward were totalled to provide one measure of completion.
  - The delivery trajectory set out in the annex to the 5-year housing land supply Housing Land Supply Update Analysis Paper 1 April 2020 (includes unbuilt LP2017 allocations).
  - The itemised completions data provided with the Annual Monitoring Report with cross reference to the Land Supply Update paper.
  - New Build dwellings identified through Energy Performance Certificates (EPCs) completed prior to first occupation but after completion of construction (includes significant numbers from LP2017 allocations).
- 8.5 These three measures overlap in some respects and it was not possible to fully resolve the differences. Cross referencing with EPC data also has the advantage of picking up completions such as conversions or change of use which were not shown in the applications GIS layer.



- 8.6 The data from all these four sources were compared for each settlement in the proposed hierarchy. The numbers broadly match, with the exception of Headcorn, Marden, and Harrietsham where the figures derived from considering EPC data are significantly higher than from the other information sources. A check using aerial photography (from Google) indicates that EPC information is more likely to be correct. We calculate a blended figure for completions 2011 – 2020 using the best fit data.
- 8.7 To estimate population changes in that time, we apply a mean household size of 2.4 people<sup>10</sup> to each new dwelling built since 2011. Adding this to the 2011 estimates provides a population estimate for 2020. In our view this is more sensitive to the impact of new housing within a settlement than the Output Area level population estimates produced by ONS.

### Forward Trajectory

- 8.8 Looking forward, we use a similar approach to calculate future population growth across the Borough, although of course in this case we need a projection of where and when new housing will be built. We take account of three sources of new housing input to the forward trajectory for housing growth
- Local Plan 2017 allocations unbuilt or under construction (which provide homes to the year 2031)
  - Maidstone Local Plan Review Preferred Approach 2020 (which provide allocations through to the year 2037)
  - Windfalls and extant planning permissions as set out in the housing land supply itemised tables.

#### Local Plan 2017

- 8.9 Most of the allocations outside the urban areas have been completed or commenced and are under construction. Based on review of aerial imagery, and surveys 9 sites were currently under construction ranging from around ¼ to ¾ built out. The only allocations that appear to have not yet commenced are:

LP2017 Policy	Allocation	Num dwellings	Area
<b>H1(52)</b>	Boughton Mount, Boughton Lane, Boughton Monchelsea	25	Countryside
<b>H1(63)</b>	Adjacent to The Windmill PH	15	Eyhorne Street /Hollingbourne
<b>H1(50)</b>	North of Henhurst Farm, Staplehurst	60	Staplehurst
<b>H1(41)</b>	Tanyard Farm, Old Ashford Road, Lenham	145	Lenham
<b>H1(39)</b>	Knaves Acre, Headcorn	5	Headcorn
<b>Broad location</b>	Invicta Barracks	500	Maidstone
<b>Broad location</b>	Lenham (see n'hood plan)	1000	Lenham

- 8.10 The Allocations trajectory in the land supply statement was cross referenced with the 2011-2020 completions data to ensure no double counting was included. All build out rates follow the methodology agreed and set out in the Draft SLAA Sep 2020.

<sup>10</sup> The mean household size for Maidstone Borough in 2011

### Preferred Approach 2020

- 8.11 New allocations proposed in the Local Plan Review (to 2037) are set out in specific sites and broad areas of search. These are summarised below. It was not possible to fully resolve where there may be overlap between these allocations/broad areas and dwellings within the extant land supply. The following summarises the new allocations set out at 8.1 in the Local Plan Review:

Maidstone Urban Area	2500
<i>Plus further 800 at Invicta Barracks</i>	<i>800</i>
Harrietsham	100
Headcorn	127
Marden	113
Staplehurst	127
Boughton Monchelsea	42
Coxheath	100
Eyhorne Street (H'bourne)	11
Sutton Valence	100
Yalding	100
Countryside (near Sutton Valence)	25

In addition 2,500 dwellings are allocated to come forward to 2037 as part of planned Garden Villages.

Garden Settlements	2,500
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### Windfalls

- 8.12 Windfalls are housing completions which occur outside a local plan allocation. They form a significant portion of the forward land supply, and we need to make a forecast of where such windfalls will happen in order to assess their impact on population change. In general we have assumed that future windfalls will take place in accordance with the distribution of existing dwellings/population. However, we have adjusted this in relation to development in the countryside. We expect new housing to continue from conversions and changes of use of existing buildings – “barn conversion”. However, with the introduction of a new category of rural settlement (the “Other Villages”) we expect other forms of windfall development to reduce in frequency. Accordingly, we scale back windfalls in the countryside from 2025/6 and do not allow for any large windfalls (10 or more dwellings) in the countryside at all. The result is that we expect the distribution of small windfalls to be in accordance with the existing population distribution, whereas large windfalls are distributed in accordance with the populations of the defined settlements.
- 8.13 The following table indicates the sources of housing completions using MHCLG data and serves to highlight the large number of windfalls achieved through office to residential conversion. With the introduction of Article 4 directions this portion of large windfalls may decrease, to be replaced with plan-led opportunities identified within Maidstone Urban Area.

*Table 8-1 Completions by type From MHCLG Live Table 123*

	<b>New build</b>	<b>Net conversions</b>	<b>Net Change of use</b>		<b>Class Q (Barn)</b>	<b>Office to Resi</b>	<b>Storage/ Industrial to Resi</b>
<b>2015-16</b>	449	12	169	<b>Of which</b>	6	111	0
<b>2016-17</b>	1,019	11	244		8	236	0
<b>2017-18</b>	1,097	23	159		11	124	0
<b>2018-19</b>	715	20	429		5	265	1
<b>2019-20</b>	1,154	9	141		31	28	0

## Putting it together: Implications / Development Scenarios arising

- 8.14 The population growth and distribution are thus assessed by calculating housing growth across the hierarchy. In doing this we have used the 2011 Census Borough-wide household size (persons per household) of 2.4. Should this be an under- or over-estimate, then it should not unduly impact on the proportional changes between levels within the hierarchy. As an empirical comparison measure, household density for individual settlements ranged from 2.08 to 2.79.
- 8.15 The following table is our projection of how population has changed since 2011 and would change through to 2037, based on local plan housing proposals. The settlements within each of the hierarchy levels are as suggested in Section 7 of this report.

*Table 8-2 Distribution of Population across settlement hierarchy*

<b>Hierarchy Level</b>	<b>Population figures and percentages</b>							
					<b>Adopted Local Plan</b>		<b>+Plus Preferred Approach 2020</b>	
	<b>2011</b>	<b>2011</b>	<b>2020</b>	<b>2020</b>	<b>2031</b>	<b>2031</b>	<b>2037</b>	<b>2037</b>
<b>Urban Areas</b>	108,199	70%	119,061	70%	135,500	69%	144,364	67%
<b>Rural Service Centres</b>	19,039	12%	21,625	13%	28,699	15%	30,618	14%
<b>Main Villages</b>	4,956	3%	5,297	3%	5,687	3%	6,339	3%
<b>Other Villages</b>	6,240	4%	6,474	4%	6,914	4%	7,191	3%
<b>Garden Settlements</b>	0	0%	0	0%	0	0%	6,600	3%
<b>Countryside</b>	16,709	11%	17,662	10%	18,740	10%	18,977	9%
<b>Totals</b>	155,143	100%	170,119	100%	195,540	100%	214,089	100%

- 8.16 There are two key conclusions which arise from this analysis. Firstly, there has been little change in the distribution of population since 2011; all but two of the hierarchy levels have the same proportion of the Borough's population now as they did in 2011. The proportion of population within the Rural Service Centres has increased slightly, with a commensurate reduction in the population of the countryside.
- 8.17 Secondly, this slow rate of change is likely to continue through to 2037, the most significant change being a 3% reduction in the proportion of population within Urban Areas and the introduction of new population centres at the Garden Settlements. It should be noted that we have not included anything for the potential Leeds-Langley Corridor in the absence of any housing figures for it within the Preferred Approach 2020 document.

8.18 The table below includes the equivalent figures for each of the settlements separately. However, given the innate limitations of data and forecasting for small areas, these figures should be treated as indicative and approximate, rather than anything precise.

*Table 8-3 Reference Table of housing growth used in population calculations*

Area density:2.4	2011 ONS Pop	Homes Completed 2011-20	2020 Population (Housing Growth estimate)	New homes 2021-2031 (Adopted LP + commitments + windfalls)	Projection/estimate: 2031 Population	New homes 2021 - 2037 (Plus Preferred Approach 2020)	Potential Distribution SCENARIO: 2037 Population
MAIDSTONE URBAN AREA	104,413	4,519	115,259	5535	128,543	5,535	128,543
Invicta Barracks				500	1,200	500	1,200
MEDWAY URBAN	3,786	7	3,803	95	4,031	95	4,031
WINDFALLS (PROPORTIONAL)				636	1,527	1,113	2,671
Preferred Approach 2020						3,300 <sup>11</sup>	7,920
<b>URBAN AREA Total</b>	<b>108,199</b>	<b>4526</b>	<b>119,061</b>	<b>6,766</b>	<b>135,300</b>	<b>10,543</b>	<b>144,365</b>
COXHEATH	4,432	85	4,636	470	5,764	470	5,764
Preferred Approach 2020						100	240
HARRIETSHAM	2,113	201	2,594	40	2,690	40	2,690
Preferred Approach 2020						100	240
HEADCORN	2,965	283	3,644	252	4,249	252	4,249
Preferred Approach 2020						127	305
LENHAM	1,876	79	2,064	299	2,782	299	2,782
Broad location Lenham (nhood plan)				947	2,273	947	2,273
MARDEN	2,602	289	3,294	187	3,743	187	3,743
Preferred Approach 2020						113	271
STAPLEHURST	5,051	142	5,392	554	6,721	554	6,721
Preferred Approach 2020						127	305
WINDFALLS (PROPORTIONAL)			0	199	477	431	1,034
<b>RURAL SERVICE CENTRES Total</b>	<b>19,039</b>	<b>1078</b>	<b>21,625</b>	<b>2,948</b>	<b>28,699</b>	<b>3,747</b>	<b>30,618</b>
EAST FARLEIGH	826	7	842	3	849	3	849
HOLLINGBOURNE	686	20	733	12	762	12	762
Preferred Approach 2020						0	26
LOOSE	791	40	887	12	916	12	916
SUTTON VALANCE	1,288	53	1,415	12	1,444	12	1,444
Preferred Approach 2020						0	240
YALDING	1,365	23	1,420	72	1,593	72	1,593
Preferred Approach 2020						0	240

<sup>11</sup> Additional dwellings at Invicta Barracks

<i>Area density:2.4</i>	2011 ONS Pop	Homes Compl eted 2011- 20	2020 Populati on (Housin g Growth estim ate)	New homes 2021- 2031 (Adopted LP + commitm ents + windfalls)	Projecti on/esti mate: 2031 Populati on	<b>New homes 2021 - 2037 (Plus Preferre d Approac h 2020)</b>	<b>Potential Distributio n SCENARIO: 2037 Population</b>
WINDFALLS (PROPORTIONAL)				52	124	112	269
<b>MAIN VILLAGES Total</b>	<b>4,956</b>	<b>142</b>	<b>5,297</b>	<b>163</b>	<b>5,687</b>	<b>434</b>	<b>6,339</b>
BOUGHTON MONCHELSEA	1,081	13	1,111	83	1,310	42	1,212
<i>Preferred Approach 2020</i>							
CHART SUTTON	496	2	501	0	501	1	503
KINGSWOOD	1,704	34	1,784	1	1,787	0	1,784
LADDINGFORD	572	5	584	0	584	1	586
LANGLEY HEATH	960	21	1,009	1	1,012	0	1,009
LEEDS	790	16	828	0	828	0	828
TESTON	637	8	656	0	656	172	1,069
WINDFALLS (PROPORTIONAL)				98	236	0	0
<b>OTHER VILLAGES Total</b>	<b>6,240</b>	<b>98</b>	<b>6,474</b>	<b>183</b>	<b>6,914</b>	<b>299</b>	<b>7,191</b>
Approvals and unbuilt Commitments				<b>351</b>	842	351	842
WINDFALLS (PROPORTIONAL)				98	236	172	413
<i>Preferred Approach 2020</i>						25	60
<b>COUNTRYSIDE/UNDEFIN ED TOTAL</b>	<b>16,709</b>	<b>397</b>	<b>17,662</b>	<b>449</b>	<b>18,740</b>	<b>548</b>	<b>18,977</b>
<i>Preferred Approach 2020</i>						2,750	6,600
<b>GARDEN VILLAGES</b>						<b>2,750</b>	<b>6,600</b>

## Annex 1 Built Up Area / Geographic Overview

Name	Built Up Area (OS/ONS)		Estimated area (GIS contiguous w/core area)	Notes on Built Up Areas (bricks and mortar, sprawl)
<b>BOUGHTON MONCHELSEA</b>	YES	2545 ha (included in Maidstone BUA)	31	Adjusted to include development at green lane to W; LP settlement is core area, whilst buildings along The Quarries are included in ONS BUA. Our review does not include the buildings at The Quarries. There are around 40 dwellings north of Heath Road between Boughton and Loose (a disconnected suburban street in appearance) is not included in either settlement assessment
<b>BOXLEY</b>	NO		15	Compact very small rural settlement
<b>BREDHURST</b>	NO		14	Area around 400m to south has garden centre/ nursery and playing fields, fairly well connected to centre with pavement adjacent to highway
<b>CHART SUTTON</b>	YES	25	25	Broadly corresponds to ONS BUA
<b>COXHEATH</b>	YES	90	90	Broadly corresponds to ONS BUA with new development slightly increasing area
<b>DETLING</b>	YES	33.3	33	Broadly corresponds to ONS BUA - area of 38 dwellings NW of Sittingbourne Road severed from main core by dual carriageway (no counted in core)
<b>EAST FARLEIGH</b>	NO		20	Two areas - a very low density area to south -with primary school and large car park; most of the settlement is concentrated to south of river from the East Farleigh Rail station
<b>GRAFTY GREEN</b>	YES	22.75	23	Broadly corresponds to ONS BUA
<b>HARRIETSHAM</b>	Yes; BUA includes industrial area to E at Marley	129.75 ha	78	Excluded the industrial estate from area calculation
<b>HEADCORN</b>	YES	79	79	Broadly corresponds to ONS BUA
<b>HOLLINGBOURNE</b>	NO		28	Three distinct clusters; main town with services, north of the railway the primary school and more homes, then another 300metres north (with pavement) a cluster of low density homes with pub. Core area just north/south railway. No ONS BUA as the three built up areas are separated and no single area exceeds 20ha.
<b>HUNTON</b>	NO		3.6	Close knit settlement core, with facilities (village hall, church, playing fields) physically separated ca 500m north along lane with no pavements

Name	Built Up Area (OS/ONS)		Estimated area (GIS contiguous w/core area)	Notes on Built Up Areas (bricks and mortar, sprawl)
<b>KINGSWOOD</b>	YES - but spreads to the west	116.5ha	52	ONS/OS identified linear development west and southwest along Cross Drive and Chartway Street. However, these dwellings and premises are dispersed
<b>KNOWLES HILL</b>	YES	40.25	40	Broadly corresponds to ONS BUA
<b>LADDINGFORD</b>	NO		11	Built around Laddingford Road; pavement running from the core north to the Oast.
<b>LANGLEY HEATH</b>	YES - contiguous with Sutton Valance	142.5ha	33	Two distinct built-up areas; to the north a tight knit group of dwellings (suburban) with a surgery and village hall and to the south at Five Wents - with linear form of dwellings, more dispersed intermixed with a large number of rural employment/enterprises. 500m to the east of the Langley Heath area is the large development area "south of Sutton Road" which brings the Maidstone urban area closer to Langley Heath
<b>LEEDS</b>	NO		24	Broadly linear development along B2763; residential with limited non-resi premises
<b>LENHAM</b>	YES	72	72	Broadly corresponds to ONS BUA
<b>LOOSE</b>	YES - part of Maidstone	25.45ha	21	Unclear where the neighbourhood of loose differentiates from Maidenhead to the north; at the junction with old loose hill road the age of buildings changes, and based on the character this was used as a limit to the area
<b>MARDEN</b>	YES	98.3	92	Broadly corresponds to ONS BUA
<b>PLATTS HEATH</b>	no		7.6	Rural cross-roads but with fairly dense, almost suburban; but motorway severance removes connections from the larger settlement of Lanham.
<b>STAPLEHURST</b>	YES	132	163	Broadly corresponds to ONS BUA, however new residential developments on the edge of town have increased area
<b>STOCKBURY</b>	NO		10.1	Compact settlement in rural, agricultural setting. Large Agricultural enterprise and Church around 450m to East but not connected
<b>SUTTON VALENCE</b>	YES contiguous with Langley Heath	142.5	42	Main settlement area then linear development north to village hall etc - with pavement and premises settlement extends to Warmlake Road where character changes; area to the south of around 160 dwellings of south lane
<b>TESTON</b>	YES	26.75	27	Broadly corresponds to ONS BUA
<b>ULCOMBE</b>	YES	25.25	25	Broadly corresponds to ONS BUA

Name	Built Up Area (OS/ONS)		Estimated area (GIS contiguous w/core area)	Notes on Built Up Areas (bricks and mortar, sprawl)
<b>YALDING</b>	YES - BUA includes linear development along B2162	<i>79.5ha</i>	30.7 (N) + 9.1 (S)	Services, facilities and dwellings south along the B2162 are more dispersed and primarily rural in appearance, with some areas of more suburban



## Annex 2 Community Facilities and Local Retail Review

✓ present; ✓✓ 2-9 outlets; ✓✓✓ 10+ outlets

Name	Retail and Services	shop/ services <sup>12</sup>	Community & Public	Library	medical	education
BOUGHTON MONCHELSEA	Shop/Post Office Hairdresser (1); Day Nursery (1) Petrol Station (1) Private Education Oneschool Global Dog Training	✓✓	Scout Hut Village Hall Linton Park Cricket Club			Boughton Monchelsea C P School Cornwallis Academy adjacent
BOXLEY	European School of Osteopathy with medical facilities		Church			
BREDHURST	Cattery Pub (bell Inn) Car Repair		Playing Fields Village hall Church			Bredhurst C of E Primary School
CHART SUTTON	Garden Centre (1) Shop on the Green - Community Shop/Post Office (1) Hair & Beauty/ Treatments (2)	✓✓	Village Hall Sports Pavilion			
COXHEATH	Shops (18) <i>[Londis, Chemists, Hairdressers, Takeaway/restaurant (4), wines, newsagent]</i> Vets/cattery/kennels (3) Funeral Office Restaurant (1)	✓✓✓	3x Surgery and Clinics, NHS Physio Unit, private chiropractor, Afterschool club Scout hut Church	✓	✓✓	Primary School Cornwallis Academy adjacent
DETLING	Detling Community Shop/Post Office Pub	✓	Village Hall Pre-School Post Office Church			Primary School
EAST FARLEIGH	Stonemasons 2x Pub, Garden Centre Farm Shop/café Kennel/Cattery	✓✓	Village Hall East Farleigh Club Church Day Nursery			East Farleigh County Prim School
GRAFTY GREEN	Pub	✓✓	Village Hall			

<sup>12</sup> ✓ present; ✓✓ 2-9 outlets; ✓✓✓ 10+ outlets

Name	Retail and Services	shop/ services <sup>12</sup>	Community & Public	Library	medical	education
	Shop/Post Office Funeral Director		(Church remote from settlement)			
HARRIETSHAM	Hairdressers Victorias Cabaret Club Limited Co-Op Grocery Pub Post Office Local Convenience Store Garage	✓✓	Social Club Scout Hall Glebe Medical centre Cricket Club, Public Field and play spaces Churches (3x denominations)		✓	Harrietsham C of E Primary
HEADCORN	3x Pub, 8 or so café/restaurants, 4x restaurant/café, petrol station, post office 30+ high street Retail & Services [hairdressers, gymnasium, pet services, Residential Care Home	✓✓✓	Village Hall Scout Hut Day Nursery x2 Surgery RAF Museum 3x church	✓	✓	Headcorn County Primary School
HOLLINGBOURNE	3x Pub Hairdressers Shop/Post Office	✓✓	Cricket Club & Sports Ground Village Hall Osteopath			Hollingbourne County Primary School
HUNTON			Village Hall Working Mens Club C of E Primary Playing Field Bowls			Hunton C of E Primary School
KINGSWOOD	Food shop Electronic service shop Farm shop Takeaway Physiotherapist	✓✓	Village Hall Scout Hall Surgery		✓	Kingswood Primary School
KNOWLES HILL	Farm Shop Dental Lab	✓	-			
LADDINGFORD	Pub		Playing fields			Laddingford C of E Primary
LANGLEY HEATH	Petrol Station Car showroom		Orchard Surgery		✓	

Name	Retail and Services	shop/ services <sup>12</sup>	Community & Public	Library	medical	education
	Garden centre					
LEEDS	Pub B&Bs		Church Village Hall Playing Fields, Cricket Club			Leeds & Broomfield C of E School
LENHAM	Hotel/B&B, Shops [Spar, Co-Op, Pharmacy, Convenience stores, bakery) 3x Café, Dance Studio, Pet Care Hairdressing, Petrol Station, 2x Pubs, 4x restaurants, 22x shops (combination of high street offices and retail)	✓✓✓	Lenham Village Hall Lenham Social Club Lenham Community Centre United Reformed Church Church, Surgery & treatment clinic, Playing fields, Bowls, Fire Station	✓	✓	Lenham County Primary School Secondary School (The Lenham School)
LOOSE	Petrol Station/Convenience Off Licence/General store/Post Office Vacant shop unit Estate Agent Takeaway	✓✓	Allotment			Secondary School (Cornwallis) Loose Primary School
MARDEN	3x Pub 15 Retail premises (Hairdressers, Butchers, Bakery, Chemists, Shops) 4x café/restaurant Vehicle Repair Bank	✓✓✓	Church Pitches and Playing Field Bowls Dental surgery 2x Surgery Social Clubs 3x community halls	✓	✓✓	Marden County Primary School
PLATTS HEATH	-		-			Platts Heath Primary School
STAPLEHURST	2x Pub Bank x2 Spar, Supermarket, Petrol Station Sainsbury/Argos Store opened 2021 Café/restaurant x 4 Hairdressers, funeral directors etc	✓✓✓	2x Surgery, Clinic, Dental Village Hall, Community Centre Youth Club 4x church 3x pre-school/day nursery Leisure Facilities and Pitches	✓	✓✓	Primary (Staplehurst School)
STOCKBURY	Pub Farm Shop/Post Office	✓	Village Hall church			

Name	Retail and Services	shop/ services <sup>12</sup>	Community & Public	Library	medical	education
SUTTON VALENCE	Farm shop/Post Office 2 Hairdressers Estate Agent 3x pub Garage	✓✓	2x church Surgery x2 Village Hall		✓	Sutton Valence Primary School
TESTON	Shop/Post Office Farm Shop Teston Club Restaurant/Takeaway Garage	✓✓	Village Hall Allotment Church			
ULCOMBE	Pub		Village Hall Church Playing Fields			Ulcombe C of E Primary School
YALDING	3x Pub 3x café restaurant Post Office Village Store Clock repair shop	✓✓	Church Surgery	✓	✓	Yalding C of E Primary

## Annex 3 Summary of neighbouring settlement hierarchies

Ashford Borough Council		
Town	Ashford	The main focus for development.
Principal rural service centre	Tenterden	Development of a suitable scale, design and character.
Other rural service centres	Charing, Hamstreet and Wye	Development of a scale appropriate to their individual character characteristics.
Smaller rural settlements	Appledore, Biddenden, Charing, Egerton, Hamstreet, High Halden, Mersham, Shadoxhurst, Smarden, Smeeth, Woodchurch, Aldington, Challock and Chilham.	Smaller scale development to help sustain local services.
Medway Council		
Medway urban area	Chatham, Gillingham, Rainham, Rochester, Strood	Prioritising regeneration, urban and waterfront sites.
Small rural town	Hoo St Werbergh	New/expanded town
Suburban	Rainham, Capstone	Lesser scale of development
Villages	High Halstow, Lower Stoke, Allhallows, Grain and Halling	Lesser scale of development
Swale Borough Council		
Main Borough Urban Centre	Sittingbourne	Primary focus for development.
Other Borough Centres	Faversham and Sheerness	Secondary focus for development.
Other Urban Local Centres	Minster and Halfway, Queenborough and Rushenden	Focus of developments meeting needs of their own and wider areas.
Rural Local Service Centres	Boughton, Eastchurch, Iwade, Leysdown, Newington, Teynham	Providing the main focus of rural growth.
Other villages with built-up area boundaries	Bapchild, Bayview, Borden, Bredgar, Conyer, Doddington, Dunkirk, Eastling, Hartlip, Lewson Street, Lower Halstow, Lynsted, Neames Forstal, Newnham, Oare, Painter's Forstal, Rodmersham, Green, Selling, Sheldwich Lees, Upchurch and Warden Bay	Windfall development could meet local needs.

<b>Tonbridge and Malling Borough Council</b>		
Urban Areas	Tonbridge, Medway Gap, Kings Hill, Snodland, Walderslade	Development concentrated within the urban areas.
Rural Service Centres	Borough Green, East Peckham, Hadlow, Hildenborough, West Malling	The focus of development outside the urban areas.
Other Rural Settlements	Addington, Addington Clearway, Aylesford Village, Birling(?), Blue Bell Hill, Crouch, Dunks Green, East Malling Village, Eccles, Fairseat, Golden Green, Hale Street, Ightham, Leybourne Chase, Mereworth, Offham, Peters Village, Platt, Plaxtol, Ryarsh, Snoll Hatch, Trottiscliffe, Wateringbury, West Peckham, Wouldham, Wrotham Heath	Development proportionate to their scale and character.

<b>Tunbridge Wells Borough Council</b>		
Main Urban Area	Royal Tunbridge Wells and Southborough	Planned expansion of the main urban area.
Town	Paddock Wood	Expansion to delivery housing and employment growth.
New garden settlement	Tudeley Village	New garden settlement.
Village	Hawkhurst	A range of new homes.
Town	Cranbrook	Further development to provide new homes
Villages (with allocations)	Hawkhurst, Benenden, Bidborough, Brenchley and Matfield, Frittenden, Goudhurst, Horsmonden, Lamberhurst, Pembury, Rusthall, Sandhurst, Speldhurst, Sissinghurst	Individually set out parish strategies.
Villages (no allocations)	Langton Green, Five Oak Green, Brenchley,	

## Annex 4 Glossary

<b>Addressbase</b>	An Ordnance Survey product which matches royal mail postal addresses to unique property reference numbers and use classifications.
<b>Air Quality Management Area</b>	An area declared by a local authority where the national air quality objectives are not met.
<b>Allocation</b>	A site proposed for development in a local plan.
<b>Ancient Woodland</b>	An area that has been wooded continuously since at least 1600 AD.
<b>AONB</b>	Area of Outstanding Natural Beauty, an area of countryside designated by the government as having natural features of exceptional beauty.
<b>B Use Classes</b>	A class of uses which includes industry and warehousing and formerly also office, light industry and research. <b>NB some B use classes (offices) are now part of Class E (high street uses).</b>
<b>BRES</b>	Business Register and Employment Survey, an annual employee and employment estimate by ONS split by area and broad industry group.
<b>BUA</b>	Built Up Areas are areas defined by the ONS using Census data as being irreversibly urban in character.
<b>Census</b>	A decennial survey of population carried out by the ONS.
<b>Constraints</b>	Factors which may prevent or constrain development including environmental and physical features.
<b>Duty to Cooperate</b>	A requirement by local planning authorities to cooperate with a variety of other bodies, including other councils, in the preparation of local plans.
<b>E Use Class</b>	A class of uses which include retail, office, leisure and other main town centre uses.
<b>Employment density</b>	The number of jobs per person in the 16-64 age group within an area (usually a local authority area).
<b>EPC</b>	Energy Performance Certificates, a certificate required when a building is sold providing energy conservation information and other physical information about the building.
<b>Flood Zone 3</b>	An area which has a 1% or higher chance of flooding from a river each year.
<b>Garden settlement</b>	A new settlement which reflects garden city principles.
<b>Grade 1 Listed Buildings</b>	Listed Buildings are buildings of architectural or historic interest designated by the government. Grade 1 is the highest grade covering the most important of them.
<b>Green Belt</b>	A Green Belt is one of a number of areas specifically defined to remain essentially open in the long term to prevent sprawl and the merging of towns and cities. The Metropolitan Green Belt extends into part of Maidstone Borough.
<b>Habitat Regulation Sites</b>	Sites defined as being of international importance for wildlife and provided with heightened protection under the Habitat Regulations.
<b>Large Village</b>	Settlements defined as such in the adopted Maidstone Local Plan settlement hierarchy.

<b>Local plan</b>	A statutory land use plan adopted by a local planning authority which includes allocations and policies to control and promote development.
<b>National Travel Survey</b>	A household survey to monitor long term trends in personal travel.
<b>Neighbourhood Plan</b>	A statutory land use plan prepared by parish councils or neighbourhood plan groups covering a small area.
<b>NPPF</b>	National Planning Policy Framework, the main government statement of national planning policies.
<b>OA</b>	Output Area, the smallest area for which Census information is made available.
<b>ONS</b>	Office of National Statistics.
<b>OS</b>	Ordnance Survey.
<b>Planning Practice Guidance</b>	Online guidance published by the government to support the NPPF.
<b>Primary industry</b>	Agriculture, mining, energy and other industries which obtain or provide natural raw materials
<b>Radar Chart</b>	A chart which indicates the size of a number of variables by distance from its centre.
<b>Registered Parks and Gardens</b>	A national register of gardens, grounds and other designed open spaces of historic importance.
<b>Regulation 18 Consultation</b>	A consultation stage during the preparation of a local plan which precedes the more formal "proposed submission" or Regulation 19 stage.
<b>Rural Service Centre</b>	Settlements defined as such in the adopted Maidstone Local Plan settlement hierarchy.
<b>Rural Urban Classification</b>	A classification of Output Areas into different levels of rurality such as "hamlets and isolated dwellings" and "town and village".
<b>SA</b>	Sustainability Appraisal, a coherent assessment of sustainability which must be undertaken alongside the preparation of a local plan.
<b>Self-containment</b>	The more activities can be carried out with a settlement or area, the more self contained that area is considered to be.
<b>Settlement boundaries</b>	A planning definition of where a settlement ends and open countryside begins, a key policy in determining planning applications for many uses.
<b>Settlement hierarchy</b>	A systematic categorisation of settlements according to their scale, function and potential self-containment used to guide local plan strategies.
<b>SSSI</b>	Sites of Special Scientific Interest, a national designation to protect the most important wildlife habitats in England.
<b>Sustainability</b>	There are many definitions of sustainability, including within the NPPF, but in the context of this report it generally refers to development patterns which minimise travel and promote transport modes with low or lower carbon emissions.
<b>Town centre uses</b>	Uses primarily concentrated in town centres including retail, leisure, recreation, offices and culture.





**Figura**