

Hastings Local Plan, Development Management Plan Examination

Matter 5: The Proposed Allocations by Focus Area

Focus Area 5 – Silverhill & Alexandra Park
Focus Area 6 – Maze Hill & Burtons' St Leonards
Focus Area 7 – Central St Leonards & Bohemia

Prepared October 2014

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Issue 5: Whether each and every proposed allocation has a realistic prospect of contributing as envisaged to the Borough's assessed housing and employment needs, consistent with environmental and other considerations, including proposed transport schemes eg the proposed link road between Queensway and the A21 road as reported in the Hastings and St Leonards Observer October 3 2014.

5.5 Focus Area 5 – Silverhill and Alexandra Park; all proposed allocations, including Horntye Park and Hollingsworth Garage, Braybrooke Road

Introduction

- 5.5.1. The general introduction to Matter 5 and site allocations as a whole is provided in Matter Statement HBC/8(a).
- 5.5.2. Focus Area 5 – Silverhill and Alexandra Park falls within the Central Area in the Planning Strategy and contains protected open spaces such as Alexandra Park and Linton Gardens. It is also a designated District Centre with a retail offer catering to the needs of the people from within and without Focus Area 5. Whilst no new sites have been identified for employment or retail purposes some new housing is considered able to be accommodated.
- 5.5.3. Policy FA2 in the Hastings Planning Strategy (Library reference HBC/DMP/22) allows for 300 - 360 new homes over the lifetime of the Plan (2011-2028) for this Focus Area. Justification of housing distribution for different focus areas is set down in paragraph 12-13 in the Explanation of Housing Evidence, 2012 (Library reference HBC/DMP/45). This allowance is based on a positively prepared plan as concluded by the Inspector in his report (Library reference HBC/DMP/25) and consistent with paragraph 182 of the National Planning Policy Framework (NPPF) (Library reference HBC/DMP/67). The allocated sites in the submitted Development Management Plan (DMP) would deliver some 237 homes. Additionally, new sites are expected to come forward through windfall development, of which the redevelopment and reuse of existing buildings will be an important part.
- 5.5.4. Allocations in Focus Area 5 are particularly effective because they are deliverable over the plan period. The whole Plan together with its site allocations was also subject to viability testing by NCS consultants to ensure deliverability/viability of all sites and policies (Library reference HBC/DMP/164). The site allocations themselves reflect the latest position with the developers and landowners. The context of housing allocation and delivery has been explained in the Council document submitted in response to Matter 2: Housing (HBC/4).

Site Allocation and Policy SAP1 Horntye Park

- 5.5.5. The site shows a potential yield of 115 units in the Development Management Plan (DMP). The site lies at the rear of Fire and Ambulance Services and other public offices such as the law court in an area that

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contains a number of institutional headquarters/offices. The site and facilities are owned by a charity named Horntye Park Management Group Company. The facility is home to local sports clubs including Hastings Priory Cricket Club, Hastings Town Youth 2000 Football Club and South Saxons Hockey Club, and therefore is an important asset the Council is looking to support. This site was not allocated in the 2004 Local Plan but has since been judged deliverable through various planning applications and in part, justified as an opportunity to secure future sustainability of the Horntye sports facility. Deliverability of the allocation has been established through the planning approvals HS/FA/09/00311 (and a slight variation of part of the proposal under planning application number HS/FA/08/00296) and subsequently, with the amendment to resolution to grant permission (Planning application number HS/FA/11/00334). Section 106 agreement was signed on 24th June 2013. In light of this new development and the scale of the approved scheme, the Council considers the full delivery of the site to be in the later part of the plan period. At 115 units the approved scheme achieves the same capacity shown in the DMP.

- 5.5.6. Some representations on the Plan have questioned the allocation to be overdevelopment for the site. However it is considered that the site's sustainable location close to public transport links and potential regenerative benefits including through the provision of affordable units means that the proposed density is suitable for the location. In meeting as far as is possible its housing needs it is also important that the Council makes full use of such opportunities.

Site Allocation & Policy SAP 2 Hollingsworth Garage

- 5.5.7. The site forms part of an existing housing terrace and has potential capacity in the DMP for 56 units. The site has been lying vacant since the garage closed down in 2007. Deliverability of the site has been established from developer interest through planning applications. A plan to build 88 flats (Planning application number HS/FA/08/00625) was turned down in 2010 and subsequently dismissed in appeal on the grounds of its size and bulk primarily. The principle of housing development however has been accepted through this process.

Site Allocation & Policy SAP3 12-19 Braybrooke Terrace

- 5.5.8. The site lies close to the town centre, in an area characterised by 3 or 4 storey Georgian terraced properties. Part of this site was allocated for residential development in the Hastings Local Plan 2004. The site remains suitable for residential development and with a larger site area it is considered that an indicative capacity of 25 dwelling units can be achieved. The site is considered to have regenerative benefits. Deliverability of this site has been established through recent developer interest through planning applications and the appeal process. A scheme to build 50 flats (Planning application number HS/FA/07/00313) was turned down in 2008 and subsequently dismissed on appeal mainly on the grounds of overdevelopment. The DMP allocation (25 units), is based on competitive returns through larger family homes. The developer is currently in pre-

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application discussion with the Council and is expected to come forward with a revised scheme.

Site Allocation & Policy SAP 4 347-349 London Road

- 5.5.9. This site has been granted planning permission for 18 2-bed dwellings (Planning application number HS/FA/13/00447). The site is currently a vacant land expected to be delivered within the first 5 years of the Plan period. The permission granted compares favourably with the potential capacity shown in the DMP.

Site Allocation & SAP5 Silverspring Medical Practice

- 5.5.10. The site had previously been granted outline approval (Planning application number HS/OA/07/1032) for 9 self-contained purpose built apartments but permission has now lapsed. However the principle of residential development has been established through these approvals. Extension of time to implement was granted in 2010 (Planning application number HS/OA/10/00845). The existing medical practice requires relocating and the Council considers the site to be delivered in 10 years.

Site Allocation & SAP 7 Bilmore Corner Battle Road

- 5.5.11. The site has been granted full permission (Planning application number HS/FA/09/00643) for 8 flats (3 x 2 bedroom flats and 5 x 1 bedroom flats). The site is irregular in shape and consists of several buildings including a former police office block and electric substation. These buildings are in dilapidated condition and detract from local amenity. A variation to the approved scheme that related to the internal configuration was submitted recently but was later withdrawn. The Council considers it reasonable to expect the site to come forward in the first 5 years of the Plan. The potential yield shown in the DMP at 8 units compares favourably with that granted planning permissions.

Site Allocation & Policy SAP8 4 Wykeham Road

- 5.5.12. Permission was successfully granted on appeal (Planning application number HS/FA/11/00794) with the Inspector concluding that suitability of the proposed scheme outweighed highway safety concerns expressed by the Council and some residents. The site now has extant permission for 6 2-bed flats and is expected to be delivered within the next 5 years. This number of units in the approved scheme reflects the potential yield shown in the DMP.

Conclusion on site allocations in Focus Area 5

- 5.5.13. Overall it is considered that the allocations within Focus area 5 are consistent with the Borough's assessed housing and employment needs, consistent with environmental and other considerations. The allocations themselves and the delivery of growth that they allow for provide a positive contribution towards the objectives set within the Council's adopted Planning

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Strategy. The extant planning permissions referred to account for over 60% of the total allocation, which offers higher certainty to the delivery of housing from the allocated sites within Focus Area 5.

- 5.5.14. The approach adopted within the DMP has thus been to optimise delivery of homes from allocated sites whilst still leaving room for enhancing and protecting the varied built and natural environmental assets of the area. This approach is consistent with the need to have flexible density as endorsed by the Inspector in his report on the now adopted Planning Strategy (paragraph 66 of Library reference HBC/DMP/25). The same report acknowledges the need for larger family accommodation (paragraph 68) and relatively high proportion (21%) of private rented accommodation in the Borough.

5.6 Focus Area 6 - Maze Hill and Burton's St. Leonards, including the former Hastings College and Gambier House

Introduction

- 5.6.1. The general introduction to Matter 5 and site allocations as a whole is provided in Matter Statement HBC/8(a)
- 5.6.2. Much of the Maze Hill & Burtons' St Leonards Focus Area has Conservation Area status. It is characterised by a mixture of distinguished looking Regency and Victorian villas and imposing terraces of elegant four storey housing, interspersed with formal gardens such as those at Markwick Terrace and St Leonards Gardens (one of two parks in the Borough that are on the English Heritage Register of Parks and Gardens of Special Historic Interest). Whilst acknowledging the need for growth and change in the Borough the Council's approach to conservation is positive as stipulated in the NPPF. This is one of the smaller planning Focus Areas within the DMP but also of particular significance in terms of heritage interest.
- 5.6.3. Policy FA2 in the Hastings Planning Strategy (Library reference HBC/DMP/22) allows for 220 - 280 new homes over the lifetime of the Plan (2011-2028) for this Focus Area. Justification of housing distribution for different focus areas is set down in para 12-13 in the Explanation of Housing Evidence, 2012 (Library reference HBC/DMP/45). The allowance is based on a positively prepared plan as concluded by the Inspector (Library reference HBC/DMP/25) in his report and consistent with paragraph 182 of the National Planning Policy Framework (NPPF) (Library reference HBC/DMP/67). The allocated sites in the submitted Development Management Plan would deliver some 150 homes. Additionally, new sites are expected to come forward through windfall development, of which the redevelopment and reuse of existing buildings will be an important part.
- 5.6.4. Allocations in Focus Area 6 are effective because they are deliverable over the plan period. The whole Plan together with its site allocations was also subject to viability testing by NCS consultants to ensure deliverability/viability of all sites and policies (Library reference

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HBC/DMP/164). They reflect the latest position with the developers and landowners and changes factored in at each stage of the process. The site allocations are considered effective because they are felt to be deliverable over the plan period. Indeed four allocated sites have had benefit of planning approval at different stages and developer interest having been expressed to proceed with construction. The approach is consistent with the objective of adopting a positive approach to planning 'ensuring viability and deliverability' in plan making allocation as set out in paras 173-177 in National Planning Policy Framework guidance.

Site Allocations & Policy MBL 1 Former Hastings College Archery Road

- 5.6.5. This is the largest allocation in the area which now has an approved application for 121 dwellings, after taking it through a rigorous process of policy and public scrutiny. An application for redevelopment (Planning application number HS/FA/09/00482) was refused by the Council in June 2012 and was subsequently dismissed on appeal on the grounds of adverse impact on the Conservation Areas and poor layout and composition whilst the principle of residential development was established. These issues remained high on the public agenda during the determination of the revised scheme (Planning application number HS/FA/13/00590), which was subsequently approved. English Heritage raised no objection to this approved scheme. The required Section 106 agreement was signed on the 24th Feb 2014.
- 5.6.6. The scheme has now been judged to be of sufficiently good quality to make a positive contribution to both the character and appearance of the St Leonards West Conservation area, adjacent Burtons' St Leonards Conservation Area; the setting of the listed terrace in Archery Road and other listed buildings nearby and as required by other Policies in the Strategy to protect Heritage Assets. The approved scheme has 39 fewer dwelling units than the previously submitted scheme, however noticeably this exceeds the DMP allocation of 100 units by 21%. The scheme in general is consistent with the need for a flexible density approach in the Borough as highlighted in paragraph 66 of the Inspector's report (Library reference HBC/DMP/25) whilst also meeting the objectives of the Planning Strategy and Framework in appropriately protecting Heritage Assets. The same report (paragraph 68) acknowledges the need for the need for larger family accommodation. There is a larger number of family homes within this scheme (over 40% homes are 3 and 4 bedroom homes, which will provide a balanced mix of accommodation including 26 units of affordable housing (21.5%). A good proportion of the larger homes make a significant contribution to achieving a better overall balance in the mix of homes in the Borough.

Site Allocation & Policy MBL3 Gambier House

- 5.6.7. A similar approach has been taken for another allocated site, a late Victorian building, considered by many to be an iconic element of St Leonard's historic built fabric and that has a prominent cliff top location visible from the seafront. Developer interest to redevelop this site has been strong. The site

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has previously been judged suitable to provide 15 units and is accordingly shown as such in the DMP, which reflects preference for conversion of this historically significant building into larger family homes whilst ensuring a competitive return from the site.

Site Allocation & Policy MBL2 Charles Road West

- 5.6.8. The suitability of this site for housing development has already been established through an earlier resolution by the Planning Committee to approve a planning application subject to a legal agreement for 10 units (Planning application number HS/OA/06/00694). The application was brought before the Planning Committee again in 2014 to amend the resolution to include the requirement for affordable housing. The DMP has an indicative capacity of 9 units, whilst the approval granted exceeds this expectation in addition to adding affordable housing provision. The site has been on the market since April 2010 and is expected to be delivered within the first 5 years of the plan period.

Site Allocation & Policy MBL 4 West Hill Road Reservoir

- 5.6.9. This site is a former Water Board site located within the Grosvenor Gardens Conservation Area that has attractive large Victorian and Edwardian houses that are 3-4 storeys tall. Planning permission was granted previously (Planning application number HS/FA/00795) for 14 flats, extended with planning application number HS/FA/09/00663, which has subsequently lapsed. The owner is currently undertaking pre application discussion with the Council due to the sensitivity of the site and general conservation issues. At 14 units proposed in the DMP this yield is equal to that previously granted permission and is thus considered to be reasonable.

Site Allocation & MBL5 27 Dane Road

- 5.6.10. This site is located in Markwick Terrace Conservation Area and is occupied by an old bungalow and a detached garage. Permission for a 4 storey block consisting of 12 flats had been granted approval through planning application number HS/FA/08/00527. This permission has lapsed, however, residential suitability of the site has been established. The site is expected to come forward in the medium term and that the potential DMP capacity of 11 units appropriately reflects the permission previously granted.

Site Allocation & MBL8 - Caple Ne Ferne, 2 Albany Road

- 5.6.11. This is a large Grade 2 listed building. It has full planning permission granted in 2013 (Planning application number HS/FA/13/00344 & HS/LB/13/00343) for the conversion into 8 self-contained flats. The Council expects it to be delivered in the next 5 years. The potential capacity shown in the DMP reflects the permission now granted in respect of overall yield.

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- 5.6.12. In conclusion it is considered that the allocations for Focus Area 6 are consistent with Borough's overall assessed housing and employment needs, as set down in the Planning Strategy and consistent with environmental and other considerations. The allocations also provide a positive contribution towards the objectives set within the Council's adopted Planning Strategy. The extant planning permissions referred to account for over 80% of the total allocation, which offers higher certainty to the delivery of housing from the allocated sites within Focus Area 6. It is also considered that this has been achieved through positive planning whilst ensuring there are no negative effects on the heritage-led character of the Area from new development.

5.7 Focus Area 7 - Central St Leonards and Bohemia, including 1-3 Chapel Park Road and the Taxi office/BR Social Club, St John's Road

Introduction

- 5.7.1. The general introduction to Matter 5 and site allocations as a whole is provided in Matter Statement HBC/8(a)
- 5.7.2. Focus Area 7 is characterised by high population density, significant open spaces (such as Warrior Square, White Rock, and Gensing Gardens), a rapidly transforming retail offering with the recent facelift of King's Road and easy accessibility through St Leonards Warrior Square railway station. Houses here are predominantly terraced and Victorian in nature, with many Houses in Multiple Occupation (HMO).
- 5.7.3. The Council's vision for the area is set down at para 6.195-6.198 of the Development Management Plan (DMP). The Area is characterised by a relatively high level of turnover in the nature of tenancies with 25%-40% of tenancies changing on an annual basis (Library reference HBC/DMP/146). There is also a lack of affordable rented accommodation, and a high proportion (up to 50%) currently being privately rented with the majority of these being in Houses of Multiple Occupation (HMOs). To address these imbalances, some new housing of an appropriate mix is considered essential. Policy FA2 in the Hastings Planning Strategy (Library reference HBC/DMP/22) allows for 240 - 300 new homes over the lifetime of the Plan (2011-2028) for this Focus Area. Justification of housing distribution for different focus areas is set down in para 12-13 in the Explanation of Housing Evidence, 2012 (HBC/DMP/45). The allowance is based on a positively prepared plan as concluded by the Inspector in his report on the now adopted Planning Strategy (Library reference HBC/DMP/25) and consistent with paragraph 182 of the National Planning Policy Framework (NPPF) (Library reference HBC/DMP/67). The allocated sites in the submitted Development Management Plan would deliver some 78 homes. Additionally, new sites are expected to come forward through windfall development, of which the

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redevelopment and reuse of existing buildings will be an important part. The allocations for new homes in Focus Area 7 are also considered appropriate to preserve its heritage and character and contribute to the regeneration of the Area.

- 5.7.4. These allocations are particularly effective because they are deliverable over the plan period. The whole Plan together with its site allocations was also subject to viability testing by NCS consultants to ensure deliverability/viability of all sites and policies (Library reference HBC/DMP/164). The allocation itself reflects the latest position with the developers and landowners as changes have been factored in at each stage of the process to reflect this. This Focus Area has significant heritage significance and matters relating to them are explained in the Council document submitted in response to Matter 4: The Historic and Natural Environment including Public and Private Open Space (HBC/6).
- 5.7.5. The overall allocation in Focus Area 7 is considered to be effective because it is deliverable over the plan period. Out of the 4 sites, three have the benefit of planning permission (outline approval for 1-3 Chapel Park Road (Policy account for over 60% of the total allocation within Focus Area 7. CLB1), full permission for the Sorting Office site (Policy CLB3), Sorting Office site (Policy CLB3) and 4-5 Stockleigh Road (Policy CLB4) which collectively.

Site Allocation & Policy CLB2 Taxi office/ BR Social Club

- 5.7.6. The site is a significant Network Rail owned site, next to the St Leonards Warrior Square station and is included in the DMP as a vehicle for a 'mixed-use development with compatible commercial local retail offer on the ground floor and residential above'. The site is an important gateway site within the Kings Road Conservation Area and was allocated in the 2004 Local Plan. The delivery of this site with a potential yield in the DMP of 30 units is important to the delivery of the Planning Strategy. The redevelopment of the site is expected to bring regenerative benefits as identified in earlier studies.
- 5.7.7. The representations on the Plan have shown concerns on the new building becoming incongruous to the Kings Road Conservation Area setting, adverse impact on the Station and that the allocated density being too high for the site. The Inspector at the Hastings Local Plan 2004 examination judged the site suitable for 30 dwellings without causing adverse impact on the conservation setting and this general approach has been carried forward in the DMP. The Council considers it reasonable to suppose that this site to be likely to come forward at the later part of the plan period.
- 5.7.8. There have been some concerns expressed about the future of the current businesses operating from the site (Taxi Office and Alpha Café). This decision is however essentially down to the landowner, Network Rail.

Site Allocation & Policy CLB 1 1&3 Chapel Park Road

- 5.7.9. The site is located just outside of the Conservation Area in Central St Leonards. It is shown in the DMP with a potential capacity of 27 units.

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Some representations on the Plan have highlighted the heritage value of the existing properties and the site's proximity to the Kings Road Conservation Area. These matters have been considered in detail through the planning application and appeal processes. The previous 2008 outline planning permission (Planning application number HS/OA/08/00121) was followed by reserved matters application (Planning application number HS/DS/09/00133), which was allowed on appeal. The Inspector at the appeal judged the scheme for 29 (two and one bed units in 3:1 split) dwellings to be an efficient use of the site and having no harmful effect on the character and appearance of the area. In addition the scheme contributes towards affordable housing, improved play facilities, public art and local highway improvements. A new outline application (Planning application number HS/OA/13/00577, a replica of the earlier 2009 scheme) has the resolution to grant permission subject to legal agreement.

Site Allocation & Policy CLB4 4-5 Stockleigh Road

- 5.7.10. A vacant site, located within the St Leonards North Conservation Area. The site has extant permission since 2007, which has been sustained through application for extension of time limits (Planning application number HS/FA/10/00344) in 2010, and subsequently in October 2013 (Planning application number HS/FA/13/00386). Permissions allow for construction of 12 - 2 bed roomed apartments within 2 attached blocks, which equals the indicative capacity shown in DMP allocation. The site is expected to come forward in the short term.

Site Allocation & Policy CLB 3 Sorting Office

- 5.7.11. The site is owned by the Homes and Communities Agencies (HCA) which has now been passed to a local developer Gemselect. It has full planning permission (Planning application number HS/FA/12/00868 and subsequently HS/FA/13/00900 & HS/FA/14/00402 seeking variations for the development of 9 residential units and one retail unit. It is understood that the developer has confirmed they will commence development within a year and once completed Amicus Horizon as the Council's preferred provider of affordable units is expected to take over the units. The DMP allocation and potential capacity, at 9 units, reflects the permission granted.

Conclusion on site allocations in Focus Area 7

- 5.7.12. Overall, within Focus Area 7 extant planning permissions account for over 60% of the total DMP allocations and offers greater certainty to the delivery of housing from the allocated sites. An estimated additional 40 dwellings will also come forward through the conversion of Heron House Office block (Planning application number HS/PA/14/00190), now determined in accordance with the General Permitted Development Order 1995 (amended 2014). In addition, the allocations proposed within the Plan reflect discussions and the latest position with the developers - again giving confidence to the deliverability and effectiveness of the Plan in these areas.