

Jean Radley
Programme Officer
Eastbourne Core Strategy - Examination In Public
1 Grove Road
Eastbourne
East Sussex
BN21 4TW

Jean.radley@eastbourne.gov.uk
<http://www.eastbourne.gov.uk/environment/planning/policy/local-development-framework/core-strategy/examination-submission-documents/>

27 March 2012

Dear Jean,

Eastbourne Borough Council's Response to the Inspectors Letter dated 13 March 2012: Housing Land Supply Questions

Please find enclosed Eastbourne Borough Council's (hereafter referred to as 'the Council's) response to the Inspector's letter dated 13th March 2012. In particular the Inspector posed some specific questions regarding housing land (a) to (n), on pages 5 & 6, to which the following answers refer.

a) Can the Council confirm that it has taken account of the transfer of land from the Eastbourne Plan area to the South Downs National Park area and has decided that this change has no impact on the capability of the Council to plan for the RS housing target?

- 1.1 The establishment of the South Downs National Park in April 2011, has made minimal impact on the Spatial Strategy proposed for Eastbourne which will adequately meet the Regional Spatial Strategy housing target for the Borough. The Council's Cabinet on 13th July 2011 agreed to a change to the Core Strategy in response to a representation from the South Downs National Park Authority in January 2011 on the 'Proposed Strategy Submission' version published 17 December 2010 [Submission Document CS42].
- 1.2 Following the representation received, the Council agreed to exclude 1755 ha of the South Downs National Park (SDNP) area from its development planning policies in the Eastbourne Plan or LDF: Core Strategy. [LDF Steering Group 9th June 2011 and Cabinet on 13th July, 2011]. A review of the current planning policies for this outstanding Downland area in the Borough Plan (2003) will be dealt with through the emerging SDNP Local Development Framework.
- 1.3 During the earlier stages in the preparation of the Core Strategy, the Council was still responsible for planning for the land now within the South Downs

National Park (SDNP) designation. Therefore when the Strategic Housing Land Availability Assessment (SHLAA) [Submission Document CS28] was undertaken the Council looked at all opportunities for residential development be they Greenfield or brownfield including the Area of Outstanding Natural Beauty (AONB) subsequently designated as the SDNP. Due to the considerable environmental designations as well as and topographical constraints on the largely undeveloped landscape, the Council concluded that there were very minimal opportunities to develop on the South Downs.

- 1.4 The initial SHLAA assessment of the sites indicated that there was scope for some development at Burrow Down Close/Priory Heights (EX02) on the edge of Neighbourhood 4 – Old Town. It thus formed one of the two urban extension sites published as Spatial Development Option 4, Core Strategy Spatial Development Options – Consultation Material [Submission document CS41.]
- 1.5 However following public consultation and discussion with Lead Members on the Spatial Options in 2009, it was not taken forward in the Spatial Strategy proposed for Eastbourne Borough. Therefore the Eastbourne Spatial Development Strategy [Policy B1 on page 12 of the Eastbourne Plan LDF: Core Strategy] does not propose or anticipate any housing development on the AONB, in order to safeguard the environmental importance of the area.
- 1.6 Due to the landscape designations and topographical constraints, development rates in the South Downs AONB have historically been very small. Only 28 planning applications with the SDNP have been dealt with in the past 5 years, and none of these were for residential development. Therefore the exclusion of the South Downs National Park area from the Plan has had minimal impact on the Development Planning for Eastbourne Borough.

b) What testing and assessment have greenfield sites that were allocations in the existing Borough Plan been subject to before being dismissed as having no potential to contribute to housing land supply in the Eastbourne Plan?

- 2.1 All of the existing Eastbourne Borough Plan (2003) housing and employment allocations have been comprehensively assessed for their suitability, availability and achievability to provide housing within the plan period to 2027. The Council followed carefully the best practice guidance on preparing SHLAAs (CLG, 2007), especially Figure 4 'Sites in the Planning Process,' page 11, as well as the National Planning Policy Guidance/Statements at the time. Other background studies such as the Joint Strategic Flood Risk Assessment and external financial viability assessments have also informed the evaluations. Full details of the methodology employed are set out in the SHLAA Method of Approach [Submission Document CS28(C)].
- 2.2 The Borough Plan Policy No. and SHLAA reference numbers for the previous Greenfield allocations are as follows:

Eastbourne Borough Plan Policy Ref	SHLAA Reference	Name of Site
Policy HO4	AN01	Kings Drive/Cross Levels Way
Policy HO4	AN04	Hide Hollow Farm (the site was previously classified as brownfield land ¹)
Policy HO4	AN05	Oak Tree Cottages (the site was previously classified as brownfield land ¹)
Policy HO4	AX02	Lottbridge Drove/Seaside
Policy HO4	AX05	Land off Fletching Road
Policy HO4	AX06	Land Off Bridgemere Road
Policy HO4	AX08	Vicinity of Tutts Barn Lane
Policy BI3 – South Broadwater, between Upperton Farm and Broadwater Lake	XE01	South Broadwater
Policy BI3	XE02	North West Hammonds Drive
Policy BI5 – East of Proposed Roundabout at Tutts Barn	XE06	East of Tutts Barn Lane
Policy HO4	XE07	NE St Anthony's Hill
Policy BI5	XE08	Land NW of St Anthony's Hill

Flood Risk

- 2.3 A significant consideration in the assessment of developability of the greenfield allocations (as with all sites) was flood risk, in accordance with Planning Policy Statement 25 (PPS25): Development and Flood Risk (December 2006 and amended in 2010). Several of the Borough Plan allocations are located in Eastbourne Park, which acts as a flood storage drainage area and consists of a series of flood storage balancing lakes. Development in this area is therefore highly sensitive.
- 2.4 The Strategic Flood Risk Assessment (SFRA) (2009) [Submission Documents CS26 and CS27] gave us a clear indication of the constraints on development in the area. The SFRA assessed the level of flood risk in the Eastbourne Park Area as being within tidal and fluvial flood zone 3a, and certain parts of the area being within the functional flood plain (flood zone 3b). The Strategic Flood Risk Assessment – Extract Maps [Submission document CS27(A)] summarises the extent to which the Borough Plan greenfield land allocations are constrained by flood risk. The extract maps demonstrate that:
- All greenfield allocation sites are constrained by tidal flood Zone 3a, the most severe zone for tidal flood risk;
 - All greenfield allocations sites are located within the highest flood risk hazard area (Map 3 of CS27(A) from tidal inundation).

- The greenfield sites are highly sensitive as they are located in close proximity to the functional flood zone (Fluvial Flood Zone 3b).
- 2.5 These constraints are essential considerations in the sequential location of development under PPS25, which seeks to direct new residential developments away from areas liable to flood. In addition these Borough Plan allocations do not meet the PPS25 exception site criteria for allocations explained in Appendix A, which is briefly summarised as follows: *The principles of the exception test for land within flood Zone 3a for proposed residential use, requires sites to meet the sustainability appraisal objectives, be on brownfield land, and to be safe development.*

Viability

- 2.6 Since the Borough Plan sites were first allocated for development, stronger policy emphasis has also been placed on the deliverability of residential allocations through the SHLAA process. On some of the Greenfield allocations particularly those in Eastbourne Park, the requirements for flood mitigation would involve land-raising and amelioration of the impact on the flood drainage area of Eastbourne Park. These additional factors make many of the sites financially unviable and thus undeliverable. These factors are reflected in their SHLAA assessment.
- 2.7 The SHLAA has been independently assessed for viability and deliverability by Baker Associates [Submission Document CS18]. Other viability work on Eastbourne Park sites by DTZ (2006) [New Submission Document CS18(A) Eastbourne Park Sites Development Feasibility Study] also informed the SHLAA. As well as checking for viability Baker Associates were also asked to review the SHLAA and suggest any additional sites for inclusion that may have been omitted.

Planning History

- 2.8 A further consideration in relation to the developability / achievability criteria of the SHLAA guidance is the planning history of these sites. Most of the Borough Plan sites have been allocated since the 1998 Eastbourne Borough Plan. Since this time only one site has come forward as a planning application (at Kings Drive/Cross Levels Way), and has subsequently been granted planning permission. No other allocations, be it for residential or employment, have come forward as planning applications in the last 14 years.

Sustainability Assessment

- 2.9 As part of the preparatory work for the Spatial Development Options consultation in 2009, the Council also undertook a ranking of the sustainability of *all* Greenfield sites, known to us at the time, including those considered to be undevelopable. This work was reviewed by a working Group of Lead Councillors.
- 2.10 As well as the conveying the developability / achievability of the sites in a simple way, the sustainability assessment enabled the Council to understand more fully the relative merits of the different Greenfield Sites being proposed.

Core Strategy Spatial Development Options – Greenfield Sites Sustainability Assessment [New Submission Document CS41(E)] summarises the sustainability assessments. The Greenfield assessment measured the sustainability of sites based on similar factors to the full Sustainable Neighbourhood Assessment [Submission Document CS30]. This included: access to the site, proximity of local services and facilities, environmental factors and constraints, and flooding and sewerage. The scoring is explained in detail in Submission Document CS41(E). The greenfield sites, were subsequently listed in order from most sustainable to least sustainable. Several of the existing Borough Plan allocation sites scored poorly in this assessment.

c) *Have all other greenfield sites been subject to rigorous assessment to before being dismissed as not capable of contributing to housing land supply?*

- 3.1 Yes. All the Greenfield sites have been subject to the same comprehensive assessment before being considered suitable for inclusion in the Strategic Housing Land Availability Assessment.
- 3.2 They are all cross referenced with the SHLAA in the Core Strategy Spatial Development Options – Greenfield Sites Sustainability Assessment [Submission Document CS41(E)]. This presents a summary of the criteria that were used to review the opportunities for development on all greenfield land including land within Eastbourne Park, at Mountney/Langney Levels, as well as existing golf courses, sports pitches, open spaces, amenity land and on existing allotment sites.

d) *If the SHLAA has been a thorough exercise in considering the potential of all sites across the borough to deliver housing, as appears to be the case, what is the justification for assuming that any windfall sites other than conversions will come forward in the first 10 years of the plan period?*

- 4.1 The SHLAA appraised all the residential land available in Eastbourne and is as up-to-date as possible. But being finally completed in December 2010, it only accounts for residential land availability at a particular point in time. Submission Document [CS28(F)] provides a more detailed explanation on the types of land assessed in the SHLAA.
- 4.2 Eastbourne Borough has experienced significant numbers of windfall development over the last decade. A housing 'windfall' is a site which has not been previously allocated or identified by the Council, but is granted planning permission for housing development. The Windfall Housing Delivery Briefing Note [Submission document CS31] and its accompanying Appendix A: Detailed Windfall Delivery Analysis [CS31(A)] explain how the annual windfall delivery figure of 110 units for Eastbourne has been identified. In short, the Council has analysed the trends in Windfalls over the preceding six years and predicts that the windfall trend is likely to continue for the remainder of the plan period to 2027. This consists of an annual projection of approximately 88 units from conversions, and 22 units from other types of development (all figures rounded). Conversions are categorised as (large and small) residential

sites that come from opportunities to subdivide property and convert homes of multiple occupation.

The 'other' types of development include:

- **Redevelopment on small sites (1-4 units) across the Borough** = small scale redevelopments, normally involving the demolition of a larger property into private dwellings;
- **Change of Use on small sites (1-4 units) outside of the Town Centre** = Opportunities to change small scale non-residential uses to residential.
- **Additional unidentified net units** = previously unknown residential opportunities on types of sites that have been assessed in the SHLAA .

- 4.3 In Eastbourne given the size and urban nature of many of the Victorian properties, there is a regular supply of applications to convert large dwellings through subdivision. As it is very difficult to identify when a landowner may wish to release a larger property for subdivision, or when a retail use may become redundant in the future, or indeed when a landowner may want to redevelop a smaller site to create a net gain in residential dwellings, windfall delivery will always inevitably occur. The SHLAA cannot factor in these inevitabilities as the land use on a site which could come forward for redevelopment or subdivision in the future, may currently be perfectly suitable for its existing land use, e.g. we would not identify a large 5 bedroom house for subdivision into two properties, as its current use is satisfactory. In the same instance a current individual retail use on a street outside the retail hierarchy is currently viable, but in a few years time this site may no longer serve an important function and may become redundant for prospective change of use to residential. The SHLAA has therefore excluded this type of development from its assessment. Instead historical records from the past 6 years have been used to predict the likely rates at which these will come forward and be found acceptable. This timeframe includes both a buoyant and declining economic market, reflecting high and low annual housing delivery rates.
- 4.4 Also common are applications for change of use on smaller redundant employment or retail uses outside the designated industrial, business and retail hierarchy areas as well as for smaller redevelopments of sites. For instance a demolition of a large house on a large plot and redevelopment to create smaller houses or flats on the same site. The SHLAA has only taken account of these types of sites where a planning permission has already been granted (current commitment). The SHLAA therefore does not identify any future opportunities on smaller redevelopment sites, again because they are difficult to predict.
- 4.5 The Windfall calculations however do not include residential opportunities, which may be on amenity land, within garden space, or redevelopment of garage courts/car parks. These types of development would be classified 'new build' developments and have been included in the SHLAA, and therefore they are not 'redevelopments' or 'change of use' identified in the windfall methodology above.

Unidentified Sites

- 4.6 The windfall figure does include a small amount of additional net units on unidentified or previously unknown sites. Recently the additional new build development opportunities coming through the planning system not previously identified in the SHLAA has begun to rise. Table 5 of submission document CS31 shows that in the first quarter of the current monitoring year (2011/2012) 61 net residential unit completions have occurred on windfall sites (those not identified for development in the SHLAA). ■
- 4.7 Tables 1, 2 and 3 in Appendix B of this letter, illustrate that there is a steady increase in the potential development on previously unidentified 'windfall' not identified in the SHLAA. Appendix B also demonstrates that not all of these sites would be classified as conversions. This only takes account of opportunities that have recently arisen over a small period of 7 months time between the publication of the Proposed Submission Core Strategy in September 2011, and March 2012. Thus a steady and reliable supply of windfall sites (other than conversions) are likely to come forward, providing more certainty that windfall development will occur in the first 10 years of the plan period. ■
- 4.8 Unidentified Windfalls have not been included on the Trajectory A in the first 5 years or the total housing land supply calculations. However they have been included on Housing Trajectory B for the first 5 years to indicate the additional Housing supply rates that will come forward to meet the targets set in the SE Plan.

e) What evidence is available to demonstrate that existing building stock in the borough has the potential to supply 88 units annually through windfall conversions for the next 15 years?

- 5.1 Planning Policy Statement 3: Housing (CLG, 2011) advised that allowances for windfall should be realistic having regard to the SHLAA, historic windfall rates and expected future trends (paragraph 59). The Council therefore followed the correct methodology in assessing the potential windfall delivery in the Borough [Submission document CS31].
- 5.2 The Windfall Housing Delivery Note demonstrates that projecting past trends an average of 88 (figures rounded) units can be achieved on conversion windfall sites over the plan period. Table 2 of the same submission document shows that the level of development on conversions has remained relatively constant in the period 2005/2006 – 2008/2009 with only a drop off in the years 2009/2010 and 2010/2011 when overall housing market activity declined due to the downturn in the economy. Figures for 2011/2012 show that construction industry has recovered in Eastbourne with completion rates picking up significantly and delivery on conversions already in the 2011/2012 monitoring year has surpassed overall annual delivery for the previous six years.
- 5.3 It is not anticipated that the exact balance (proportion) between conversions, new build, redevelopments and change of use will be sustained throughout the planning period. It is likely that the figures will fluctuate annually, but will sustain an overall average of 110 net windfall units. Appendix B indicates that

more redevelopments, new builds and change of use 'type' of developments are expected to come forward on unidentified windfall sites in the short term.

- 5.4 The windfall methodology is based on historic trends over the last 6 years. This period showed fluctuations in the overall delivery of housing and experience during both periods of economy prosperity as well as downturn. Table D.1 in Appendix B demonstrates that Eastbourne's existing building stock continues to deliver conversions by way of subdivisions of properties and self containment of Houses in Multiple Occupation as well as student accommodation. The extent of planning permissions in the Council's 5 Year Housing Land Supply on 'conversion' sites demonstrates the continuing trend for delivery of housing on this type of land.
- 5.5 The Council appreciate that the availability of sites for conversion in Eastbourne may be perceived as being finite. However, recent trends in reducing household size the character of Eastbourne's historic building stock, and the opportunity to free up or subdivide larger properties occupied by smaller sized households indicate that current windfall trends will hold up and continue to bring forward opportunities for conversion in future years of the plan period.

f) Will such heavy reliance on unplanned windfall conversions enable the type and size of units which the SHMA identifies as needed in Eastbourne to be provided?

- 6.1 The Eastbourne and South Wealden Strategic Housing Market Assessment (SHMA) [Submission Document CS29] analysed not just the Eastbourne Housing Market but also Willingdon, Stone Cross, Polegate and Hailsham Housing markets in neighbouring Wealden District.
- 6.2 Paragraph 7 of the SHMA Executive Summary recommends looking at the housing market area in totality and trying to readdress the balance on individual sites across both administrative areas. On larger sites, some of which have already been granted planning permission, the SHLAA has anticipated a mix of dwelling sizes to provide the range of housing types and sizes required locally. This is highlighted in the recent planning permissions at Kings Drive/Cross Levels Way, and recent delivery of units at Wartling Road Coach and Lorry Park Large. Development opportunities such as 2-4 Moy Avenue (BR19), Hide Hollow Farm (AN09), and Sovereign Harbour (BA30) will also allow a mix of sizes of residential accommodation to be delivered.

Kings Drive/Cross Levels Way Greenfield Urban Extension has been permitted (119 units) for the following breakdown of residential accommodation:

- 24 one bedroom apartments (including 6 affordable units)
- 21 two bedroom apartments (including 19 affordable units)
- 38 two bedroom houses (including 10 affordable units)
- 36 three bedroom houses (including 11 affordable units)

Wartling Road Coach and Lorry Park is partly completed, and will provide in total the following breakdown in residential accommodation:

- 158 two bedroom apartments (40 affordable)
- 6 three bedroom apartments

- flats above garages
- 28 three bed houses (19 affordable)
- 29 four bed houses (6 affordable)

6.3 It is appreciated that windfall delivery will not provide the certainty regarding the mix of housing sizes and types. However it is more the nature of land availability in Eastbourne rather than the reliance of windfall development that will limit the opportunities for larger residential accommodation. Wherever possible a balance of housing types to meet local needs will be sought. However, as windfall delivery is going to come forward primarily on relatively smaller urban sites, as it would do generally on identified sites in the SHLAA, the opportunities for larger dwellings is generally going to be less likely.

6.4 The Eastbourne and South Wealden SHMA recognises this reality and in paragraph 1.213 states that future housing development may reinforce the pattern of smaller residential units in Eastbourne as most development will be focused on previously developed sites. However development within the towns of Hailsham and Polegate and on greenfield sites identified over the next 5 years and beyond in the Wealden Core Strategy provide an opportunity to secure a wider choice of housing in the market. Eastbourne Borough Council has worked closely with Wealden District Council in the formulation of our respective Core Strategies and policies, as well as key pieces of the housing evidence base. Both Wealden's and Eastbourne Borough Council's Core Strategies provide the opportunities for a range of housing types, sizes and tenures to be delivered across the whole of the Eastbourne and South Wealden Housing Market Area.

g) Is such heavy reliance on unplanned windfall development consistent with the Plan's objective of creating sustainable neighbourhoods?

7.1 The reliance on windfalls in the Spatial Strategy is consistent with the Plan's objective of creating sustainable neighbourhoods. The Plan's Spatial Strategy seeks to create balanced housing led growth to facilitate the provision of much needed facilities to improve the sustainability of the town's key neighbourhoods. The definition for a Sustainable Neighbourhood is given in para 2.3.3 on page 19 of the Core Strategy [Submission version CS1]. Policy B2 Creating Sustainable Neighbourhoods also explains the criteria by which all development proposals will be assessed in order to improve the sustainability of the town's 14 neighbourhoods. The neighbourhood policies supplement and complement this overall policy and new development proposals will be considered against the unique needs of each of the town's neighbourhoods.

7.2 The Strategy and distribution presented in Policy B1: Spatial Development Strategy arose after consultation on several spatial options in 2009. It seeks to maximise the allocation of residential land that is developable with the least reliance on windfalls. The proposed Strategy also avoids development on areas with sensitive environmental designations, such as the South Downs and Eastbourne Park, but includes a small amount of development on low value Greenfield amenity land. It has also re-designated a number traditional

employment sites protected for regeneration and renewal, through housing e.g. Former SITA site, 59-61 Pevensey Bay Road (14 net units).

- 7.3 Inevitably given the age and type of the housing in some neighbourhoods, the development opportunities and resulting windfall rates will be considerably higher than others. By seeking the maximum range of densities in the town's most sustainable areas, more people will be able to use and sustain existing services and facilities. The Key diagram on page 17 of the Core Strategy reflects this. The resulting infrastructure needs for growth in each of the neighbourhoods have also been carefully assessed in the accompanying Infrastructure Delivery Plan. [Submission Document CS33].
- 7.4 The Sustainable Neighbourhood Assessment (SNA) was the means by which we assessed each neighbourhood current ranking, strengths and deficiencies. [Submission Document CS30]. Each neighbourhood policy is thus based on an extensive amount of survey analysis, local information and community engagement. Any proposals for new community facilities for the towns two 'Sustainable Centres', will be carefully planned through complementary and community led Masterplans such as the Town Centre Area Action Plan and Sovereign Harbour SPD.
- 7.5 In addition a new Community Infrastructure Levy (CIL) will be introduced to collect money from all development sites be they windfalls or otherwise, to improve the sustainability of the local area in other ways. A County wide viability assessment has recently been commissioned to inform the development of a bespoke charging schedule for each of the local authorities. This work is expected to be completed by early June 2012.

h) Has the effect of intensification through conversions on residential and environmental amenity been assessed?

- 8.1 An important consideration in the assessment of sites in the SHLAA was the amount of development that could be appropriately accommodated on each potential site without negatively impacting the surrounding properties or uses. To take account of the character of the surrounding area of each development site, a template development analysis was undertaken [SHLAA Method of Approach - Submission Document CS28(C)]. This classification of the type of urban form that could be created on the development site ensured that development would be congruent with the surrounding area and neighbourhood. It also minimised any negative impact on residential and environmental amenity by ensuring a consistent pattern of housing with development in the local area. The setting of a range of suitable densities for residential development in each neighbourhood was also informed by existing densities. This has also enabled appropriate choices to be made on the character/pattern of built form on potential development sites.
- 8.2 The Council's identified spatial development strategy (Policy B1 - Spatial Development Strategy and Distribution) of the Core Strategy and its reliance on urban intensification and windfall development has also been appraised in detail in the Sustainability Appraisal [Submission Document CS4] and newly submitted Sustainability Appraisal – Appendices [Submission Document

CS4A]. The key sustainability objectives (SA/SEA Objectives) of relevance are (abridged):

1. Decent, sustainably constructed and affordable home for everyone;
2. Improve health and well-being;
6. Create and sustain vibrant communities;
14. Improve efficiency in land use and encourage urban renaissance;

8.3 The spatial development strategy was assessed as having a positive effect on all of these objectives. Policy B2. 'Creating Sustainable Neighbourhoods' of the Core Strategy is of particular importance as it explicitly seeks to 'protect the residential and environmental amenity of existing and future residents'. The Sustainability assessment of Policy B2 indicates a positive effect on objectives 1,2, 6 and 14. The Sustainability Appraisal also identifies (page 19 of CS4) that there are no conflicts in compatibility between these Policies and the 4 objectives. This demonstrates that there is no conflict between the ambitions of Policy B1 and B2 of the Core Strategy and the proposals for intensification is sensitive to environmental and residential amenity considerations.

i) Has the application of economic viability assessment in CS18 to all of the sites assessed in the SHLAA been consistent and transparent?

9.1 The 'External Review of Sites with Residential and Employment Potential' [Submission Document CS18] was commissioned from Baker Associates to provide specialist expertise for the assessment of financial viability of sites in the SHLAA. Due to the high number of sites that the SHLAA has assessed, financial viability assessments focused on larger sites with a sample of smaller sites being used to help assist in assessing the viability of smaller sites across the Borough. Appendix 1 of the Report provides a detailed assessment of the financial viability of the sites assessed and Table 5 of the report summarises the findings. The report also assessed the following greenfield sites:

- EX02 – Land at Burrow Down Close/ Priory Heights (larger site)
- AN01 – Kings Drive/Cross Levels Way (larger site)
- OP101 – Part Fletching Road Allocation/Part Disused Allotments (larger site)
- ON01 – Buckhurst Close (smaller site)
- OPO3 – Faversham Road Play Area (smaller site).

9.2 The Council had already assessed the economic viability of land allocated for development on greenfield sites in Eastbourne Park as part of a detailed feasibility study in 2006. The Eastbourne Park Sites Development Feasibility Study [new Submission Document CS18(A)] looked in detail and the mechanisms that would need to be brought forward to develop these sites, including factors such as land raising, deep piling, new road links and access. This assessment was undertaken in 2006, before there was a downturn in the national and global economy so presented a more optimistic view of viability. The conclusions from the viability analysis show that the sites are unviable without the necessary mitigation and strategic infrastructure to support them. This is a significant reason why the sites have not come forward for development since their allocation in the 1998 Eastbourne Borough Plan. The

raising importance of flood risk management and adapting for Climate Change, exemplified in Planning Policy Statement 1: Delivering Sustainable Development and 25: Development and Flood Risk, has resulted in the Eastbourne Park greenfield allocations being identified as unsuitable for residential development as previously explained in answer to the Inspectors question b).

- 9.3 The justification for reviewing the financial viability of both Land at Burrow Down or Priory Heights, and Kings Drive/ Cross levels Way was that these sites were assessed as more sustainable in the Greenfield Sites Sustainability Assessment (Submission Document CS41(E) and were promoted as a spatial development option at the Core Strategy Spatial Development Options stage.
- 9.4 The External Review of Sites with Residential and Employment Potential [Submission Document CS18] states in paragraph 1.13 that the study has been used to inform the 'assessment of achievability taking into consideration market conditions, cost and delivery factors (Section 7c, SHLAA Practice Guidance, 2007). The findings of the report were used to inform and justify the final assessment of sites in the SHLAA, providing the specialist knowledge needed in assessing the achievability of potential residential sites. The external view did not assess all aspects of achievability identified in the SHLAA. It was used as a tool for assessing financial viability which then was recorded in the response to question (xi) of the SHLAA site on each of the site pro-formas. Appendix C provides an example.

j) Has the application of sample viability assessment in CS18 to all the small sites assessed in the SHLAA been consistent and logical?

- 10.1 The External Review of Sites (Submission Document CS18) used a sample of 10 small sites to assess financial viability issues on different types of small sites. This is explained in detail in paragraph 1.14 of the same report. Given the time and cost implications of assessing every single one of the small sites not all sites were assessed. The External Review concentrated its investigation into the following sites that reflect the typical type of other smaller developments taking place elsewhere across the Borough:

CN09 – Coral Guest House, 45 Cavendish Place (4 units) – Change of use from guest house to 4 self contained flats;

XS102 – 46/50 South Street (4 units) – change of use of business space above retail shops to residential;

CN13 – 31 Elms Avenue (2 units) – subdivision of single private dwelling into 3 self contained flats (unviable);

BC38 – Garden Space adjacent to 1 Le Brun Road (2 units) – new build development in garden space;

CC166 - Hurst Motors, Hurst Lane (2 units) – change of use and part redevelopment of former mechanics (unviable);

XS14 – 164 Longstone Road (3 units) – redevelopment of employment use to create dwellings;

BC10 – Churchdale Road, adjacent 40 Kinfaus Avenue (2 units) – redevelopment of garage courts and development in garden space to create 2 net units;

CC137 – 62 Meads Road (3 units) – redevelopment of dwelling and garages and dwelling to create 2 cottages (unviable);
ON01 – Buckhurst Close (2 units) – development on incidental amenity green space;
BA21 – Sovereign Harbour Site 9 (1 unit) – conversion of Martello tower to residential use (unviable).

10.2 These sample sites reflect the different type of land that is available on small sites in Eastbourne’s housing land supply. All the remaining small sites in the SHLAA were then categorised by type and assessed using the same assumptions. This resulted in many of the smaller sites with similar characteristics to sample sites being assessed as unviable. This was normally associated with the site having an existing use value, for instance for employment, or abnormal costs such as problems with site contamination etc. Using the same assumptions, the following smaller sites were assessed as being financially unviable under the achievability questions in the SHLAA:

XS52 - Milton Garage, 72A Milton Road – Neighbourhood 4 (4 units)
XS56 - 2A St Mary’s Road – Neighbourhood 4 (2 units)
XS12 – 38/40 Leslie Street – Neighbourhood 3 (2 units)
XS39 – 10-16 Fairlight Road – Neighbourhood 3 (2 units)
XS51 – Mill Gap Road – Neighbourhood 2 (1 unit)
XS26 – 44a Dudley Road – Neighbourhood 1 (1 unit)
BR12 – Albury House, Cornfield Land – Neighbourhood 1 (3 units)
BC77 – Garages at the Rear of 47 Windermere Crescent – Neighbourhood 6 (1 unit)

10.3 Financial viability may not have been the only reason why the sites we assessed as undeliverable for residential development. For instance there may have been other constraints such as impact on residential amenity, the need to retain employment use on the site or other development constraints which rendered the site undeliverable.

k) Has the Council thoroughly explored the use of phasing and all other tools to bring forward delivery of committed and identified sites from the later years of the plan to address the shortfall in years 6 – 11?

11.1 The detail behind the Housing Trajectory A [Submission Document CS38], is provided in the Core Strategy Schedule of Development Sites [Submission Document CS38(A)]. This schedule provides a list of all developable residential sites by neighbourhood. The schedule also provides a market assessment of the predicted year of delivery for each. Where the year of delivery is uncertain, for instance where planning permission may have lapsed on a site, yet the principle of residential development at the location is still acceptable, and there is only limited evidence to suggest it will come forward in the next 5 years, a timeframe of delivery of 2016+ has been used. This timeframe reflects the date the Core Strategy Proposed Submission was submitted in September 2011. Development from the years 2016/2017 to the end of the plan period, are therefore a combination of the annual average of commitments, identified sites in the SHLAA and windfalls.

- 11.2 The Council has therefore not sought to use a specific policy for phasing sites. Those identified to be developed later in the planning period are generally not large enough to be split in phases to bring forward development earlier.
- 11.3 The Council has updated its Housing Trajectory and Schedule of Development sites, reflected in revised Submission Documents CS38 and C38(B) (March 2012) to distinguish which 5 year period sites are predicted to be delivered. This has resulted in a higher level of housing delivery being in years 6-11 of the plan period. This has not affected overall housing delivery figures for the plan period or reduced the resulting windfall reliance. Windfall delivery has been maintained at 110 net units per annum as previously justified. This is evenly spread across the end of the plan period.
- 11.4 The planning department is working closely with the Housing department to bring forward potential SHLAA sites in Eastbourne Borough Council's ownership and these have been identified for potential development in years 6-11 of the plan period. The two departments have also jointly commissioned a refresh to the Strategic Housing Market Assessment.

l) Is the reliance on windfall sites to deliver 541 out of 1,242 housing units in the Town Centre consistent with the spatial strategy designation of the Town Centre as a priority location for housing growth?

- 12.1 The figure of 541 windfall units for the Town Centre Neighbourhood is the highest windfall allowance for any neighbourhood and is more than twice the next highest (Seaside). Historically the Town Centre has delivered high numbers of windfall units (384 units or 35.5% of the total windfall supply over the period 2005/2011. Submission Document CS31 Table 1) and this is reflected in the high figure for identified sites in this neighbourhood (701 over the Plan period)(Submission Document CS1 Table 2).
- 12.2 These high rates are due to a large measure to the nature of the building stock in the neighbourhood, reflecting the wealth of development opportunities. The area in and around the Town Centre provides very good opportunities for more intense development due to a number of factors : it contains many large Victorian and Edwardian villas which have become unpopular for modern households and this has resulted in properties being subdivided into flats/apartments where the property had architectural or historic interest or redevelopment for modern blocks of flats at much higher densities; there is a concentration of retail units which provide opportunities for conversions of the upper storeys; and there is a stock of older commercial/industrial premises unsuited to modern needs which provide further conversion potential. The anticipated continuation of this trend is to be further supplemented by the inclusion of residential development within the mixed use development proposed for the five 'Development Opportunities sites' identified in paragraph 5.7 of the TCAAP (Submission Document TCAAP01).
- 12.3 Paragraph 4.20 (*as amended by Modification TCMC4*) indicates that 1,242 units will be delivered in the Town Centre within the period up to 2027. This represents a realistic assessment of residential expectation likely to be achieved by a combination of windfall sub-divisions, conversions and

redevelopment opportunities. The capacity of the sites identified in the TCAAP plus those from windfall are expected to contribute over a third of the overall housing delivery for the town of Eastbourne.

m) Is the reliance on windfall sites to deliver housing in the Town Centre consistent with the pro-active approach implied by the preparation of the Town Centre Area Action Plan and the proposed designation of development opportunity sites with target dwelling figures?

13.1 The methodology for calculating the windfall allowance is set out in Submission Document CS31 and explained above. This methodology is separate from the process which has resulted in the figures for residential development proposed on the sites planned in the Town Centre. The TCAAP sets target figures for the five 'Development Opportunity Sites' of up to 350 dwellings (Submission Document TCAAP1 Table2 Monitoring Framework). Table 2 of the Core Strategy identifies a housing delivery target for the Town Centre Neighbourhood of 1,242 of which 701 is identified net units. Although the TCAAP states that 'up to' these amounts on the sites will be provided, it is expected, and the Core Strategy envisages, that all the opportunity sites will be developed to their maximum total dwellings.

13.2 The 541 net units windfall allowance (Submission Document CS01(A) Table 2), has been calculated as an addition to these planned sites. It is anticipated that this will be delivered irrespective of the development on the Development Opportunity sites.

n) On what evidence is the maximum figure of 150 units referred to in C14 (Sovereign Harbour) based?

14.1 The process of determining an appropriate housing target for the Sovereign Harbour Neighbourhood has been a combination of extensive consultation and discussion with local residents, assessment of the environmental capacity of the neighbourhood and a site by site analysis of suitable building density in relation to the surrounding area. A small working group was set up to oversee the process involving Ward Councillors, senior officers of the Council and representatives of the local residents association. The discussions focussed on what would be achievable and deliverable on the remaining vacant sites having regard to the aspirations of the community and the need for a financial return to facilitate necessary community infrastructure development. As identified in paragraph 3.15.4 of the Core Strategy (Submission Document CS01(A)), the neighbourhood is lacking certain community facilities and this forms the key theme of the 'vision' for the neighbourhood which focuses on improving sustainability through delivering community infrastructure 'ensuring that a holistic view is taken of development across the remaining sites'.

14.2 A Supplementary Planning document (SPD) is in preparation which will deliver Policy C14. This will provide detail on the type and amount of development which will be expected on each site. A draft document for consultation will be considered by the Councils Cabinet on 18th April, and published for public

consultation shortly thereafter. In the SPD five sites have provisionally been identified as suitable for residential development and a range of capacities has been identified for each:

Site 1. Land off Prince William Parade – 50-80 dwellings

Site 2. Berth holders car park – 10-15 dwellings

Site 3. Land rear of the Harvester Pub/Restaurant – 15-25 dwellings

Site 7. Land fronting Pevensey Bay road and Pacific Drive – 50-70 dwellings

Site 8. Northern edge of North harbour off Pacific Drive – 20-26 dwellings

14.3 In total this equates to a range of 145 – 216 dwellings. Therefore if all the sites were developed to the maximum possible a total of 216 dwellings could be accommodated. However following the working group discussions the Council has sought to strike a balance between providing for the needs of Eastbourne as a whole and the need to avoid over development of Sovereign Harbour and ensure an attractive living environment and a sustainable community in terms of the balance between essential facilities and housing. There is currently a high amount of flatted accommodation at Sovereign Harbour and the Council is seeking to provide a better balance by requiring that the substantial majority of the 150 units should be houses rather than flats (Policy C14: Sovereign Harbour). The quoted ranges for the development sites provide some flexibility for the developer to build in accordance with this principle and market demand. The Eastbourne housing market currently has a high amount of flat units, both new build and from conversions and marketing considerations place constraints on overloading the market with too much of this type of accommodation.

14.4 Development of the Sovereign Harbour sites will be required to provide funding of the required community infrastructure. The figure of 150 dwellings has been derived as being adequate to provide the necessary funding without compromising the appearance of the environment and placing unreasonable burdens on the existing facilities such as the Primary School and the highway network.

Yours Sincerely,

Iona Cameron
Planning Policy Manager (Job Share)

Appendix A

PPS25: Exception Test Criteria

(i) Part A – Do the Development Proposals make a positive contribution to sustainable communities and to the sustainable development objectives of the Eastbourne Sustainability Appraisal Framework? –sites must meet the following important objectives:

A13) To improve the efficiency in land use through the re-use of previously developed land and existing buildings, and encourage urban renaissance;

A15) Maintain and improve the water quality of the Borough's freshwater bodies and waterways, groundwater, and the marine environment;

A16) Reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment;

A17) Address the causes of climate change.

(ii) Part B – Are the development proposals on brownfield land? – The sites are greenfield in nature.

(iii) Part C – Is the proposed risk safe taking into account the residual risk of flooding to people and property (including the likely effects of climate change) and can flood risk be satisfactorily managed? – Map 3 of Submission Document CS27(A) provides evidence regarding the safety of the current housing allocations. This shows that all remaining allocations in Eastbourne Park (excluding Kings Drive/Cross Levels which has been granted planning permission) are located in the high risk flood hazard area (marked as red) of tidal flood zone 3a. Development is considered unsafe in these areas as they would exacerbate the risk of flooding by extending the urban boundary at risk from flooding in the high risk zones. As Eastbourne Park consists of a series of drainage channels and flood storage balancing lakes, development within Eastbourne Park would only further limit the ability of Eastbourne Park to perform its flood drainage function.

Appendix B

Table 1 Unidentified Sites Subject to Pre-application discussion since March 2011, with no current planning application or determination/decision.

Site Address/Location	Neighbourhood	Description of Potential Type of Development	Net Gain in Residential Units	Potential Year of Delivery	Classified within windfall methodology
21-24 Cornfield Terrace	1	Conversion of HMO into 10 self contained units	9 units	2015	Yes
26 Eversfield Road	2	Conversion of HMO into 3 self contained units	2 units	2015	Yes
44/46 Enys Road	2	Conversion of large single private dwelling into 10 self contained units	9 units	2015	Yes
Edmond Church, Church Street	4	Change of Use of Church, and part redevelopment for 10 self contained specialist accommodation	10 units	2016/2017	-
1 Green Street	4	Change of Use and Part Redevelopment of Gym and Smaller redundant business uses to residential specialist accommodation	10 units (Total units to be confirmed).	2016/2017	-
Seaside Garage, Fairlight Road	3	Change of Use of garage and petrol station to 4 houses	4 units	2015	Yes
Dyke House, South Street	1	Change of Use of upper floors (3/4 floors) from vacant office space to residential.	10 units (Total units to be confirmed).	2016/2017	-
68 Grove Road	1	Change of Use of upper floors (1/2 floors) from vacant office space to residential.	8 units (Total units to be confirmed).	2016/2017	-
Stirling House Hotel, 5-7 Cavendish Place	1	Change of Use from vacant hotel to 10 self contained flats	10 units	2016/2017	-
Sandwich Street Garage Courts	3	Redevelopment of garage courts to create 5 self contained units	5 units	2015	-
PUBB Public House, Mountfield Road	7	Redevelopment of former public house vacant for 2 years to residential use	10 units (Total units to be confirmed).	2016/2017	-
Eastbourne Police Station, Grove Road	1	Redevelopment of site to create mixed use development comprising of retail, office and residential	15 units (Total units to be confirmed).	2016/2017	-

		on upper floors. Site to be vacated in 2 months			
		Total Units Potential	49 - 102 units		
		Conversions	20 units		
		Change of Use	24 - 52 units		
		Redevelopment	5 - 30 units		

Table 2 Previously Unidentified Sites coming forward as planning permissions since September 2011

Site Address/ Location	Neighbourhood	Description of Type of Development	Net Gain in Residential Units	Potential Year of Delivery	Classified within windfall methodology
14 Pevensey Road (EB/2011/0187)	1	Conversion of the first and second floors to provide two self contained units	1 unit	2015	Yes
11 Meads Road (EB/2011/0422)	11	Conversion of residential property to create a basement flat	1 unit	2015	Yes
167 and 169 Terminus Road (EB/2011/0235)	1	Change of Use of upper floors to create self contained flats	2 units	2015	-
2B Grove Road (EB/2011/0631)	1	Change of use from office space to four self contained flats	4 units	2015	-
83 Cavendish Place (EB/2011/0555)	1	Change of Use of part of retail floorspace to residential unit and conversion of existing first floor to two self contained units	2 units	2015	-
75 Cavendish Place (EB/2011/0228)	1	Change of Use from shop to one bedroom unit	1 unit	2015	-
Land rear of 2-18 Clarence Road (EB/2011/0684)	3	Change of Use from employment, and redevelopment to create 5 self contained residential units	5 units	2015	-
32 Hyde Gardens (EB/2011/0763)	1	Change of Use from D1 to self contained flat	1 unit	2015	-
79 Seaside (EB/2011/0779)	3	Change of Use from bank to 5 one bedroom flats and retail on ground floor	5 units	2015	-
		Total Units Potential	22 units		
		Conversions	2 units		

		Change of Use	20 units		
--	--	----------------------	-----------------	--	--

Table 3 Previously Unidentified sites coming forward as planning application since September 2011, but not yet determined.

Site Address/ Location	Neigh- bour- hood	Description of Type of Development	Net Gain in Residential Units	Potential Year of Delivery	Classified within windfall methodology
5 Chyngton Close (EB/2012/0138)	9	Conversion of bungalow into 2 self contained units	1 unit	2015	Yes
21 Manifold Road (EB/2012/0188)	3	Change of Use from workshop to dwelling	1 unit	2015	Yes
69 Beach Road (EB/2012/0146)	3	Change of Use and redevelopment of site to create two houses	2 units	2015	Yes
Former British Legion, 109-111 Pevensey Road (EB/2012/0010)	3	Change of Use through redevelopment of former private club to 8 self contained flats	8 units	2015	-
41 Susans Road (EB/2011/0783)	1	Change of Use through redevelopment to create 2 houses and 1 bungalow and 2 flats	5 units	2015	-
508 Seaside (EB/2011/0735)	3	Change of Use through redevelopment of nursing home to create 19 self-contained supported units	19 units	2015	-
The Cedars, 26 Upperton Road (EB/2012/0082)	2	Redevelopment of large residential property to create 12 new flats and 2 detached dwellings	13 units	2015	-
The Collonades, 121-129 Seaside (EB/2012/0062)	1	Redevelopment of storage areas at rear to create 4 flats	4 units	2015	Yes
Land at Rear of 123-131 Queens Crescent (EB/2012/0113)	13	New build development in garden space at rear of properties	1 unit	2015	-
170 Bridgemere Road (EB/2012/0078)	6	New Build , erection of house next to 170 Bridgemere Road	1 unit	2015	-
Southdown House, 2 Silverdale Road (EB/2012/0023)	11	New Build extension to existing block of flats to provide 4 additional units	4 units	2015	-
Land to the rear of 348-358	3	New Build , erection of 3 houses on land at rear of	3 units	2015	-

Seaside (EB/2012/0029)		348-358 Seaside			
Land west of Bay Pond Road (EB/2011/0795)	4	New Build development within garden space of 6 Bay Pond Road	1 unit	2015	-
5 Elmwood Gardens (EB/2011/0749)	9	New Build , development of 2 semi detached dwellings	2 units	2015	-
		Total Units Potential	65 units		
		Conversions	1 unit		
		Change of Use	35 units		
		Redevelopment	17 units		
		New Build	12 units		

APPENDIX C

Example Site Pro-forma from the SHLAA

SHLAA SITE PROFORMA

SITE DETAILS

Site Reference	BA06
Site Location	St. Elisabeth's Church, Victoria Drive
Type of Site	Church
Site Area (ha)	0.2
Neighbourhood	5
Net Unit Potential	29
Brownfield/Greenfield	B
Identified through Consultation	FALSE

DEVELOPMENT POTENTIAL

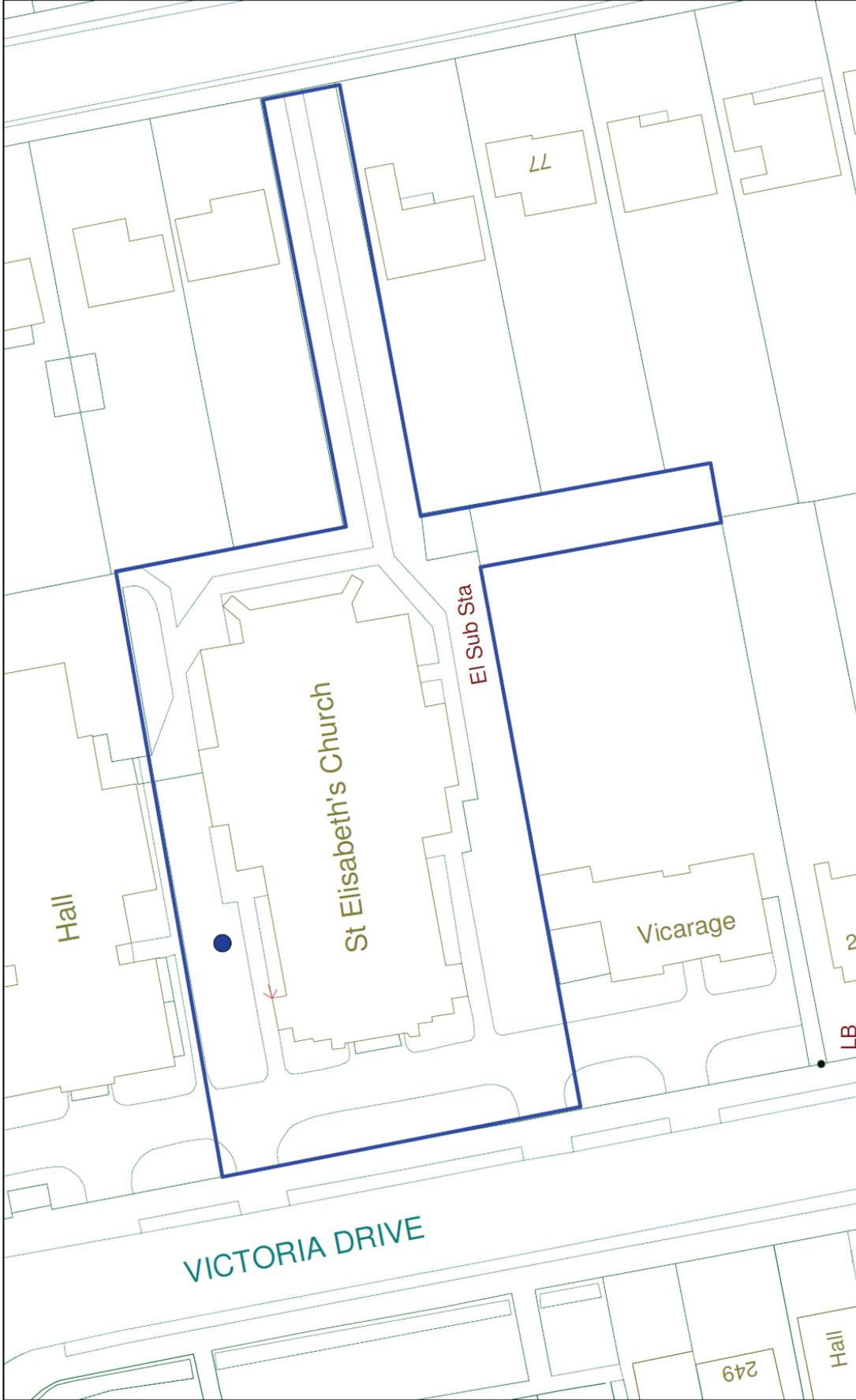
Developable	True
Specific Reason	Developable Site with Developer Interest
Year of Delivery	2014

SITE ASSESSMENT

Available: i	No, but a Planning Brief has been prepared for the site
Available: ii	No, landowner willing to release site for development
Available: iii	Yes, Planning Brief for site and application currently being considered
Suitable: iv	Yes
Suitable: v	No
Suitable: vi	No
Suitable: vii	Listed Buidling and conservation constraints
Suitable: viii	Potential impact on residential amenity which will need to be factored into design of development
Achievable: ix	Yes
Achievable: x	Existing infrastructure suitable
Achievable: xi	No
Constraints: A	Yes
Constraints: B	No
Constraints: C	No
Constraints: D	No
Constraints: E	Fair access to neighbourhood facilities
Constraints: F	No
Tidal Flood Zone	1
Fluvial Flood Zone	1

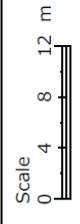
Comments

--



BA06

St. Elizabeth's Church



Scale: 1:500 @ A4



(C) Crown copyright. All rights reserved.
Eastbourne Borough Council
LA100025879 2009