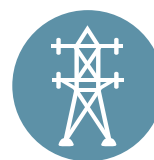




Eastbourne

Local Development Scheme

2025-2028



MARCH 2025



EASTBOURNE LOCAL DEVELOPMENT SCHEME 2025-2028

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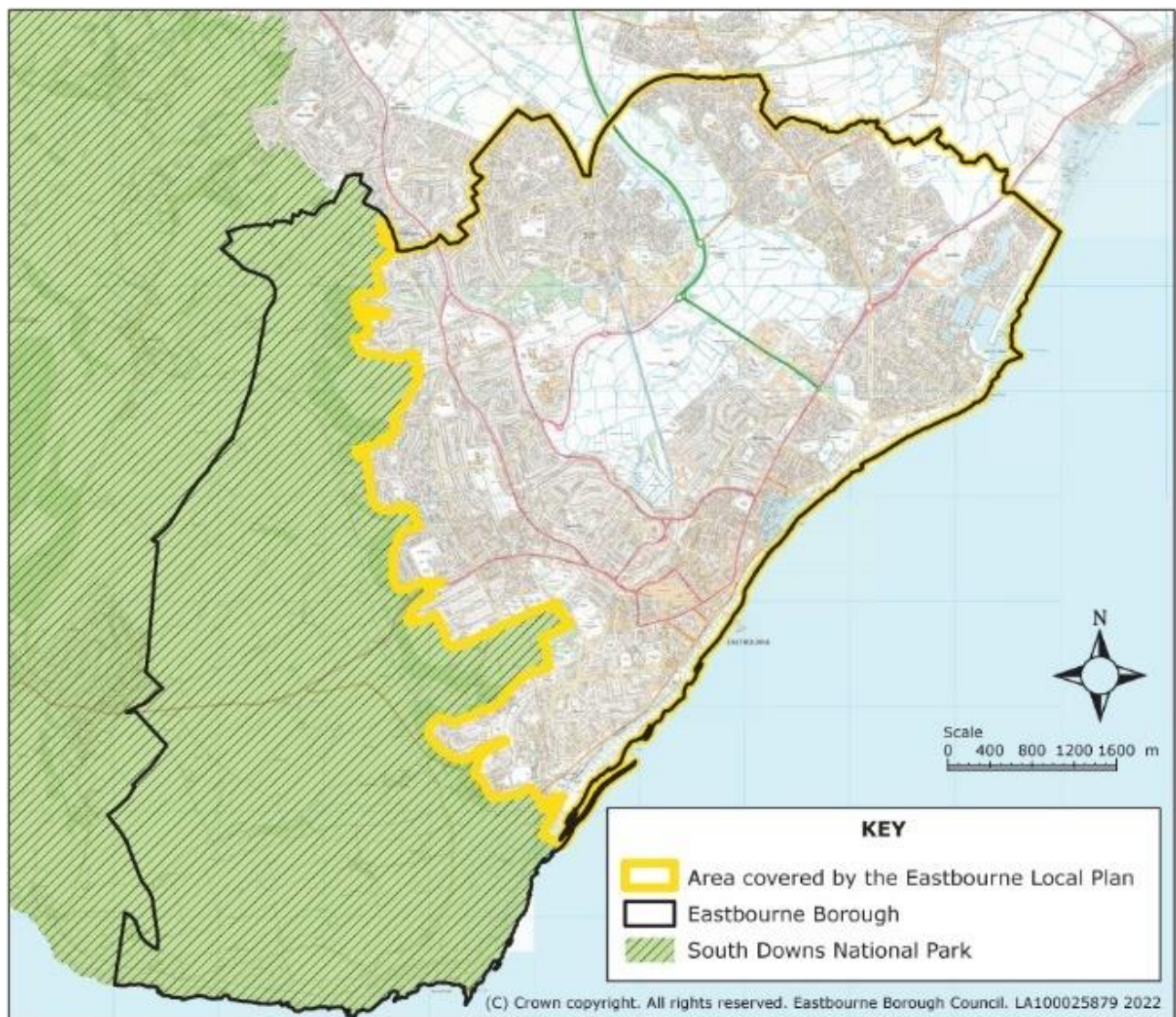


I. Introduction

- 1.1. The Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to prepare and maintain a Local Development Scheme (LDS). A Local Development Scheme sets out the work programme for the preparation of documents that will form the Local Plan over a rolling three-year time period.
- 1.2. Although the Planning and Compulsory Purchase Act originally required Local Planning Authorities to submit their Local Development Scheme to the Secretary of State, the Localism Act 2011 removed this requirement and allows Local Planning Authorities to adopt their own Local Development Schemes without approval from the Secretary of State.
- 1.3. This Local Development Scheme covers the period 2025 to 2028 and sets out the timetable for the production of the Eastbourne Local Plan. Progress will be monitored against the targets and milestones set out in this Local Development Scheme each year through the Annual Monitoring Report, which will be published annually each December on the Councils website¹.
- 1.4. This LDS updates the previous LDS that was published in November 2022 and provides information and the timetable in relation to preparing the Local Plan and other relevant documents. It also sets out the geographical area to which the documents relate.
- 1.5. The South Downs National Park Authority (SDNPA) became the local planning authority for the South Downs National Park (SDNP) in April 2011, which includes the area of the National Park within Eastbourne Borough. The Eastbourne Core Strategy (2013) applies only to the area of Eastbourne Borough outside of the National Park. Subsequently the South Down Local Plan was adopted in 2019. The new Eastbourne Local Plan will relate only to the area of Eastbourne Borough outside of the SDNP and therefore this LDS also relates only to the plan area (see Figure 1).

¹ www.lewes-eastbourne.gov.uk/planning-policy/authority-monitoring-report-amr/

Figure 1 – Eastbourne Local Plan Area






2. Background

- 2.1. Planning law requires that applications for planning permission must be determined in accordance with the Local Plan unless material considerations indicate otherwise².
- 2.2. The National Planning Policy Framework [NPPF] (2024) requires local planning authorities to prepare succinct and up-to-date plans that provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings (para 15).
- 2.3. The NPPF sets out how Local Plans should be shaped to accord with the principles of sustainable development, and all new Local Plans must be consistent with the NPPF in order to be sound. At the heart of the NPPF is a presumption in favour of sustainable development.
- 2.4. Local Plans must be underpinned by relevant and up-to-date evidence, which should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals (NPPF, para 32). In addition, Local Plans are subject to the European Strategic Environment Assessment Directive and should incorporate a sustainability appraisal to ensure that they accord with the principles of sustainable development.
- 2.5. The NPPF requires that a local planning authority has a plan that includes strategic policies to address the priorities for the development and use of land in its area (para 17).
- 2.6. Policies to address non-strategic matters should be included in local plans that contain both strategic and non-strategic policies, and/or in local or neighbourhood plans that contain just non-strategic policies (para 18).
- 2.7. Supplementary Planning Documents (SPDs) can be produced to provide additional detail on a policy within a Local Plan and are a material consideration in the determination of a planning application. Planning Practice Guidance (PPG)

² Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990



indicates that SPDs cannot introduce new planning policies into the development plan and should not add unnecessarily to the financial burdens on development³.

- 2.8. The Town & Country Planning (Local Planning) (England) Regulations 2012 (also known as '*the Local Plan Regulations*') sets out the stages in the preparation of Local Plans, which includes independent examination by a person appointed by the Secretary of State. The process for SPDs is similar but does not require the document to be subject to independent examination. The only exception to this is a Community Infrastructure Levy Charging Schedule, which has its own set of planning regulations that outline how it is prepared and examined.

³ [PPG: Plan-making \(Paragraph: 008 Reference ID: 61-008-20190315\)](#)



3. Purpose of Local Development Scheme

- 3.1. Under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Planning Act 2008, the Localism Act 2011 and the Housing and Planning Act 2016), Local Planning Authorities must produce a Local Development Scheme (LDS).
- 3.2. The LDS is a 3-year project plan setting out the timetable for the preparation of the Local Plan and any other DPDs that are proposed. It provides a starting point for the local community, businesses, other stakeholders to find out what planning documents the Council is intending to prepare and to see when they will be able to view and make comments on the contents of new planning policies and proposals. The LDS is available on the Council's website⁴.
- 3.3. Legislation requires that the Local Development Scheme specifies the Local Plan documents that are to be produced; the subject matter and geographical area to which each document relates; and the timetable for the preparation and revision of these documents. It must be made publicly available and kept up-to-date as it is important that local communities and interested parties can keep track of progress.
- 3.4. Community involvement throughout the preparation of the Local Plan is very important in order to ensure local views are taken into account. The Council is committed to the close involvement of stakeholders and the wider local community and this approach is set out in the Council's Statement of Community Involvement (SCI). The SCI is available on the Council's website⁵:
- 3.5. Section 15 (9A) of the Planning and Compulsory Purchase Act (as amended by the Localism Act 2011 (c. 20), ss. 111(7), 240(1)(h) (with s. 144)) requires that a copy of any amendments made to the scheme be made available to the public. The amendments between the previous version of the LDS and this version are summarised in Appendix 3.
- 3.6. This legislation also requires that up-to-date information showing the state of the authority's compliance with the timetable is made publicly available. Progress against the LDS is identified annually through the Authority Monitoring Report, which is available from the Council's website⁶.

⁴ www.lewes-eastbourne.gov.uk/planning-policy/local-development-scheme/

⁵ www.lewes-eastbourne.gov.uk/planning-policy/statement-of-community-involvement/

⁶ <https://www.lewes-eastbourne.gov.uk/planning-policy/authority-monitoring-report-amr/>



4. The Development Plan

4.1. The Eastbourne Development Plan currently consists of:

- Saved Policies from the Eastbourne Borough Plan 2001-2011 (adopted 2003)
- Eastbourne Core Strategy Local Plan (adopted 2013)
- Eastbourne Town Centre Local Plan (adopted 2013)
- Eastbourne Employment Land Local Plan (adopted 2016)
- East Sussex, South Downs and Brighton and Hove Waste and Minerals Local Plan (adopted 2013 and 2024)
- East Sussex, South Downs and Brighton and Hove Waste and Minerals Sites Plan (adopted 2017)

Eastbourne Borough Plan 2001-2011


4.2. The Eastbourne Borough Plan 2001-2011 was adopted in 2003. Selected policies from the Borough Plan were saved indefinitely in 2007. Some Borough Plan policies were superseded by the adoption of the Core Strategy and Town Centre Local Plan in 2013 and the Employment Land Local Plan in 2016 and have therefore been deleted.

4.3. The saved Borough Plan policies are mainly those related to Development Management issues that are used on a day-to-day basis in determining planning applications and guiding development.

Eastbourne Core Strategy Local Plan

4.4. The Eastbourne Core Strategy Local Plan was adopted in February 2013 following Public Examination by a Planning Inspector in May 2012.

4.5. The Core Strategy is the main strategic planning document for Eastbourne, and all other DPDs were required to conform to the primary policies in this Plan. It sets out the Council's spatial vision for Eastbourne up to 2027, and the primary land use objectives which will deliver it. It includes broad locations for residential and economic development along with time frames and delivery mechanisms where appropriate. It also sets the direction for the Town Centre Local Plan and Supplementary Planning Documents.

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- 4.6. However, it is now considered that the Core Strategy is out of date and should be reviewed through the preparation of a new Local Plan containing strategic policies.

Eastbourne Town Centre Local Plan

- 4.7. The Eastbourne Town Centre Local Plan (TCLP) was adopted in November 2013 following Public Examination by a Planning Inspector in May 2013.
- 4.8. The Town Centre is an area which will experience considerable change over the coming years. The purpose of the TCLP is to provide a shared vision and strategy of actions, for the whole of the town centre. This Plan covers a wide range of issues relating to general planning and design management of the centre. It provides the basis of an agreed strategy for the allocation of land and other policies to guide the further development of the Eastbourne Town Centre.

Eastbourne Employment Land Local Plan

- 4.9. As a result of the Inspector's consideration of Policy D2 at the Core Strategy examination, an early review of this policy was required.
- 4.10. The Employment Land Local Plan (ELLP) re-examined Policy D2: Economy and the identification of land for employment uses within the Core Strategy Local Plan. It reviewed the employment needs of Eastbourne to 2027 and considered how much land needed to be identified to provide for uses within Class B of the Use Classes Order. The ELLP allocated employment land to meet this need.
- 4.11. It was adopted in November 2016 and supersedes Core Strategy Policy D2.

East Sussex, South Downs and Brighton and Hove Waste and Minerals Local Plan

- 4.12. East Sussex County Council is the waste and minerals planning authority for Eastbourne. The Waste and Minerals Local Plan for East Sussex, South Downs and Brighton & Hove sets out policies to be used in the determination of planning applications for minerals extraction, waste management activities, and the safeguarding of minerals and waste infrastructure. The Waste and Minerals Local Plan was adopted in 2013, and a review focusing on the provision of aggregates, mineral resources and infrastructure safeguarding, and improvements to the effectiveness of certain policies within the Plan was adopted in 2024.



East Sussex, South Downs and Brighton and Hove Waste and Minerals Sites Plan

- 4.13. The Waste and Minerals Sites Plan covering East Sussex, South Downs and Brighton & Hove provides the spatial details for the requirements contained within the Waste and Minerals Local Plan. The Waste and Minerals Sites Plan identifies potential locations for future waste facilities and safeguards existing waste and minerals resources. This was adopted in 2017.



5. Other Planning Documents

5.1. Eastbourne Borough Council has also produced the following other planning policy related documents:

- Eastbourne Policies Map (2016)
- Statement of Community Involvement (2019)
- Community Infrastructure Levy – Charging Schedule (2015)
- Authority Monitoring Report
- Supplementary Planning Documents:
 - Sovereign Harbour Supplementary Planning Document (2013)
 - Eastbourne Park Supplementary Planning Document (2013)
 - Sustainable Building Design Supplementary Planning Document (2013)
 - Tourist Accommodation Retention Supplementary Planning Document (2017)
 - Affordable Housing Supplementary Planning Document (2017)
 - Local Employment & Training Supplementary Planning Document (2024)

Policies Map


5.2. The Policies Map (previously referred to as the Proposals map) illustrates the policies and proposals of the Local Plan. The Policies Map excludes that part of the Borough which now forms part of the South Downs National Park and falls under the jurisdiction of the South Downs National Park Authority (SDNPA). The SDNPA are responsible for planning policies and making development management decisions within the designated area of the National Park.

5.3. The current Policies Map was adopted alongside the Employment Land Local Plan in 2016. It will be revised and updated as new Local Plan policies are adopted.

Statement of Community Involvement

5.4. The Statement of Community Involvement (SCI) sets out how we will involve the community in the planning process, including Local Plans and planning applications (Development Management). It sets out the activities that the Council will undertake to reach stakeholders and the public during the various stages of preparation of Local Plan documents.

5.5. The SCI was adopted in 2017 to replace the original SCI that was produced in 2006 and updated in 2009. An update to the SCI was made in 2019 to ensure that



changes in legislation through the Neighbourhood Planning Act 2017 that require the inclusion of a policy of advice and assistance in Neighbourhood Planning were met. The current SCI can be viewed on the Council's website⁷.

Community Infrastructure Levy Charging Schedule

- 5.6. The Community Infrastructure Levy (CIL) Charging Schedule was adopted on 1st April 2015 and builds upon information contained in the Council's Infrastructure Delivery Plan (IDP), which identifies the infrastructure needed to support future growth within the Borough. CIL takes the form of a levy per square metre of additional floorspace, based on £50 per square metre for residential uses (except apartments) and £80 per square metre for retail uses. The CIL rates were determined in order to ensure the overall viability of development in the area will not be compromised, and this was confirmed by an Examiner in January 2015.

Authority Monitoring Report

- 5.7. The Authority Monitoring Report (AMR) looks at how Local Plan policies and proposals are being implemented and identifies any emerging issues that may need to be addressed. The Authority Monitoring Reports can be viewed at on the Council's website⁸.
- 5.8. The AMR has the following functions:
- to measure progress made in respect of the planning documents being prepared;
 - to review the effectiveness of the adopted planning policies;
 - to monitor the extent to which policies and targets are being achieved against a range of indicators.

Supplementary Planning Documents

- 5.9. SPDs build upon and provide more detailed advice or guidance on policies in the local plan. A number of SPDs have been produced since the adoption of the Core Strategy in 2013. These are described below.

⁷ <https://www.lewes-eastbourne.gov.uk/planning-policy/statement-of-community-involvement/>

⁸ <https://www.lewes-eastbourne.gov.uk/planning-policy/authority-monitoring-report-amr/>



Sovereign Harbour SPD

- 5.10. The Sovereign Harbour SPD provides guidance on the future of Sovereign Harbour in support of Policy C14 of the Core Strategy. It was adopted alongside the Core Strategy in February 2013.
- 5.11. The SPD sets out a strategy for the completion of the planned Sovereign Harbour development proposals, whilst meeting the community needs of local residents. It ensures that any future development on the remaining sites provides the social infrastructure necessary to ensure the neighbourhood becomes a sustainable centre. In order to maximise the community benefits this infrastructure will include a community centre, children's play areas and public open space. A maximum of 150 homes will be permitted.
- 5.12. The SPD provides guidance on the uses considered to be appropriate for each of the remaining development opportunity sites, including details of the size, scale and form of development and the specific community benefits to be delivered.

Eastbourne Park SPD


- 5.13. The Eastbourne Park SPD was adopted in February 2013 alongside the Core Strategy and provides additional detail to Core Strategy Policy D11: Eastbourne Park. Eastbourne Park covers the area of Willingdon Levels and forms a green largely undeveloped heart of the Borough and is mostly an area of grazing fields and small-scale recreational activities.
- 5.14. The future of Eastbourne Park is a key priority for the Council and the SPD builds on policies in the Core Strategy to provide a sustainable development framework for future management and change in the area.

Sustainable Building Design SPD

- 5.15. The Sustainable Building Design SPD was adopted alongside the Core Strategy in February 2013. It provides guidance on Core Strategy Policy D1: Sustainable Development in relation to the provision and design of sustainable buildings and environmentally friendly developments, reflecting best practice.

Affordable Housing SPD

- 5.16. The Affordable Housing SPD was adopted in November 2017, following public consultation between 26 May and 21 July 2017.

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- 5.17. The Affordable Housing SPD provides detailed explanation in support of the implementation of Policy D5: Housing of the Eastbourne Core Strategy Local Plan 2006-2027 (adopted 2013). It contains advice relating to the standards required of the range of residential sites in order to deliver the affordable housing necessary to meet local needs.

Tourist Accommodation Retention SPD

- 5.18. The Tourist Accommodation Retention SPD was adopted in February 2017. The SPD sets out additional detail on how local plan policies relating to the retention of tourist accommodation will be implemented, and what is required in order to satisfy the policy and the reasons why such information is sought.

Local Employment & Training SPD


- 5.19. The Local Employment and Training SPD was originally adopted alongside the Employment land Local Plan in November 2016. However, it was revised and updated in 2024 to take account of changes in best practice and effective methods of securing local labour agreements.
- 5.20. The Local Employment and Training SPD provides additional detail on the implementation of the requirement for local labour agreements within Policy EL1. It provides a framework and guidance as to how local labour agreements (including employment and training measures) will be secured and how to maximise local employment opportunities at both the construction and first operational phase of the development.



6. Planning Context in Eastbourne

Current Local Plan Position

- 6.1. The Eastbourne Core Strategy Local Plan 2006-2027 (“the Core Strategy”) was adopted in February 2013.
- 6.2. Amendments to the Town and Country Planning (Local Planning) (England) Regulations in December 2017 require local planning authorities to undertake a review of a local plan every five years starting from the date of adoption.
- 6.3. In completing this review, the local planning authority must decide either:
 - that their policies do not need updating and publish their reasons for this decision; and/ or
 - that one or more policies do need updating and update their Local Development Scheme to set out the timetable for this revision.
- 6.4. The five-year anniversary of the Core Strategy was on 20th February 2018.
- 6.5. The Authority Monitoring Report (AMR) 2017/2018 identified that Eastbourne had delivered a total of 2,702 homes over the plan period out of a total of 5,022 homes by the fifth anniversary of the adoption of the Core Strategy. However, delivery at that stage in the plan period should have been 2,880 homes. Delivery over the three years from 2015-2018 in relation to the Core Strategy Target was 77% of that required.
- 6.6. The NPPF (para 34) identifies that strategic policies will need updating at least once every five years if local housing need has changed significantly. Eastbourne’s Local Housing Need (calculated by the standard method) at the time of the review was 640 homes per year. The Core Strategy was based on a housing need of 400 homes per year. Therefore, housing need had changed considerably since the adoption of the Core Strategy.
- 6.7. The AMR 2017/2018 also identified that as of 1st October 2018, Eastbourne had a 1.6 year supply of housing land. Because the Core Strategy was more than five years old, the five-year housing land supply was measured against the Local Housing Need calculated via the Government’s standard method. The lack of a five-year housing land supply means that in accordance with the NPPF, the Core



Strategy policies relating to housing delivery cannot be considered to be up to date.


- 6.8. Therefore, it was determined that the Core Strategy required updating due to the under delivery of housing against the housing requirement set out in the plan, an increase in the housing need requirement calculated through the Local Housing Need standard method, and the lack of a five-year housing land supply.
- 6.9. Since 2018, the trend of under delivery against the Core Strategy target has continued. The 2023-24 AMR identified that 3,808 new homes had been delivered over the plan period against the Core Strategy target of 4,320, therefore less than 90% of the target to date. Eastbourne's Local Housing Need (calculated by the standard method) at the time of the review was 640 homes per year but this has since raised to 702 homes per year under the revised standard method in December 2024. The 2023-24 AMR also identified a five-year housing land supply of 1.4 years, significantly short of 5 years supply that is required.



7. Work Programme for 2025-2028

Eastbourne Local Plan 2022-2042

- 7.1. There is a clear expectation that local planning authorities should have a Local Plan in place, and that it should be kept up-to-date to ensure policies remain relevant.
- 7.2. An assessment of the Core Strategy concluded that it can no longer be considered to be up to date and therefore a new Local Plan for Eastbourne needs to be produced.
- 7.3. Work on a new Local Plan for Eastbourne commenced in 2018. Previous LDS's set out ambitious timetables for development of the new Local Plan. This LDS updates on progress towards the new Local Plan and provides a new timetable for how it will progress. The amendments between the previous version of the LDS (2022-2025) and this version are summarised in Appendix 4.
- 7.4. The NPPF requires that the development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area, and these can be contained in joint or individual local plans, produced by authorities working together or independently (and which may also contain non-strategic policies) (para 17).
- 7.5. Policies to address non-strategic matters should be included in local plans that contain both strategic and non-strategic policies, and/or in local or neighbourhood plans that contain just non-strategic policies (NPPF, para 18).
- 7.6. The new Eastbourne Local Plan will contain both strategic and non-strategic policies and will supersede all existing local plan policies.
- 7.7. The strategic policies within the Eastbourne Local Plan will set out an overall strategy for the pattern, scale and quality of development and make provision for: housing, employment, retail, leisure and other commercial development; infrastructure including transport, water, flood risk and coastal management; community facilities including health and education; and conservation and enhancement of the natural, built and historic environment.
- 7.8. In accordance with the NPPF (para 22), the strategic policies in the new Eastbourne Local Plan will look ahead over a minimum 15-year period from




adoption to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure.

- 7.9. The Eastbourne Local Plan will cover the period between 2022 to 2042, which reflects the need for the Local Plan to look ahead over a minimum 15-year period from adoption.
- 7.10. The Eastbourne Local Plan will also contain non-strategic policies that to set out more detailed policies for specific areas, neighbourhoods or types of development. These could include site allocations, the provision of infrastructure and community facilities, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.
- 7.11. There are currently no Neighbourhood Plan designations within the Borough. Where neighbourhood plans come forward, these will replace the non-strategic policies in specific areas. However, Neighbourhood plans will need to be in general conformity with the strategic policies contained in the new Local Plan.
- 7.12. The preparation of the Local Plan will be informed by proportionate evidence that supports and justifies policies. Plans should also set out the contributions expected from development, such as affordable housing contributions and infrastructure provision, although such policies should not undermine the deliverability of the plan.
- 7.13. Local plans should be informed throughout their preparation by a Sustainability Appraisal (SA) that incorporates Strategic Environmental Assessment (SEA). This should demonstrate how the plan has addressed relevant economic, social and environmental objectives.

Stages and timetable for Local Plan


- 7.14. The Local Plan Regulations 2012 set out the stages in the preparation of a Local Plan.
- 7.15. The first stage in the production of the Local Plan is the Preparation of a Local Plan (Regulation 18), which includes evidence gathering and inviting the local community and other stakeholders to make representations to the local planning authority about what the local plan ought to contain.
- 7.16. A public consultation on 'Eastbourne's Direction of Travel: Issues & Options for the new Local Plan' under Regulation 18 took place for a 12-week period between



November 2019 to January 2020 in accordance with the adopted SCI. This invited comment on the main issues that the Local Plan should address and on potential options for addressing those issues. A copy of the consultation is available on the Council's website⁹.

- 7.17. Following the Issues and Options Regulation 18 consultation, the progress of the Local Plan was delayed due to a number of factors including uncertainties caused by regular changes to the planning system and announcements of significant reforms over recent years, resourcing issues associated with the Covid-19 pandemic, and the preparation of evidence documents taking longer than expected to be completed. This included the production of a new fluvial flood model for the Eastbourne and South Wealden area to ensure that flooding issues across the town are properly understood, which is fundamental to the Local Plan and was only completed in early 2022.
- 7.18. Representations made to the Issues and Options consultation were considered, along with other technical evidence, to carry out a further regulation 18 consultation on the proposed 'Growth Strategy' for the new local plan between November 2022 and January 2023. The purpose of this consultation was to enable the local community to be part of the discussion regarding the level of housing and employment growth that could be accommodated in Eastbourne and where it might be located. The public consultation on the Growth Strategy received 644 direct responses and three petitions, generating around 4,000 individual comments.
- 7.19. Following this consultation, it was determined that there would be a need for further evidence to help assess the suitability of some of the sites identified within the Growth Strategy to progress to the next stage. In March 2023, Cabinet decided that any further public consultation into the Eastbourne Local Plan would be paused until all evidence on potential allocation sites is sought, available and assessed.
- 7.20. Due to the need for additional evidence and the time elapsed since the last consultation, a further Regulation 18 consultation will take place in November/December 2025.
- 7.21. Following this public consultation, any representations made on the Local Plan will be taken into account, and a version of the Local Plan (known as the Proposed

⁹ <https://planningpolicyconsult.lewes-eastbourne.gov.uk/EBIOR/consultationHome>




Submission version) will be made available under Publication of a Local Plan (Regulation 19). As this version of the Local Plan is the one intended to be submitted to the Secretary of State for public examination, it will require Full Council approval, and will be published in July 2026.

- 7.22. Representations relating to a Local Plan (Regulation 20) will be invited in August and September 2026 before the Submission of documents and information to the Secretary of State (Regulation 22) in December 2026.
- 7.23. The Secretary of State will appoint an Inspector to carry out an independent examination of the Local Plan. The Inspector will consider the representations made (Regulation 23) and conduct the Examination (Regulation 24) at least six weeks after first inviting persons who made representations to be heard at any hearings. This is anticipated to take place through the spring/summer of 2027.
- 7.24. Publication of the recommendations of the appointed person (Regulation 25) would be expected in autumn 2027, with Adoption of a local plan (Regulation 26) at Full Council taking place in November 2027.
- 7.25. A profile for the Eastbourne Local Plan, including Timetable & Key Milestones, is provided in Appendix 2.

Supplementary Planning Documents

Houses in Multiple Occupation Supplementary Planning Document

- 7.26. Houses in Multiple Occupation (HMOs) form an important part of the housing mix within Eastbourne as they increase the range and mix of accommodation, particularly for those on lower incomes. However, over recent years there has been growing concern that a proliferation of HMOs, particularly in concentrated areas, has led to adverse impacts on local communities.
- 7.27. In February 2024, Eastbourne Borough Council declared a 'housing emergency', with rising costs of living exacerbating housing affordability issues, leading to increased levels of homelessness and a greater need for temporary accommodation. This has led to increasing demand for HMOs in Eastbourne, with a number of other local authorities also placing people in need of temporary accommodation within the town.
- 7.28. In July 2024, Cabinet agreed a series of interventions to address concerns relating to the proliferation and impact of Houses in Multiple Occupation (HMOs) in the




town. This included the introduction of new planning policy to provide more extensive criteria for applications for new HMOs to be assessed against, through the preparation of an HMO Development Plan Document (HMO DPD).

- 7.29. The HMO DPD was progressed quickly due to the anticipated deadline (at that time) of June 2025 for submitting a plan under the existing plan-making system and was subject to public consultation at Regulation 18 stage between 2nd August and 27th September 2024.
- 7.30. However, the pace at which the local plan would need to progress would mean that it would not be possible to continue with the preparation of a separate HMO DPD. Therefore, the HMO DPD has been discontinued, and new planning policies relating to HMOs would be incorporated into the new local plan.
- 7.31. Instead, an HMO SPD will be progressed instead to provide more detailed guidance on the application of existing policies relating to HMOs, which could start to address some of the impacts of new HMOs in advance of new policy in the local plan.
- 7.32. Public consultation on the revised Tourist Accommodation Retention SPD will take place in March/April 2025, and with adoption of the revised SPD taking place at Full Council in July 2025.

Tourist Accommodation Retention Supplementary Planning Document

- 7.33. Current adopted policy from the 2003 Borough Plan seek to retain tourist accommodation within a designated area along the seafront, unless it can be demonstrated that the continuing use of properties as tourist accommodation is no longer viable.
- 7.34. Concerns have been raised that the tourist accommodation retention policy is too strict and does not reflect the current market. This has led to an oversupply of tourist accommodation, which is having adverse impacts on the quality of accommodation provided, and in turn risks reputational harm to the resort.
- 7.35. The existing Tourist Accommodation Retention SPD that was adopted in 2017 will be revised to provide a more up-to-date approach to the application of the tourist accommodation retention policy in light of recent changes to help to address continuing concerns of accommodation providers in the short term, in advance of any further work on the new Local Plan.

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- 7.36. Public consultation on the revised Tourist Accommodation Retention SPD will take place in March/April 2025, and with adoption of the revised SPD taking place at Full Council in July 2025.

Other documents

- 7.37. The Planning Policy team's top priority is the preparation of the Local Plan. Additional SPDs or other documents will only be produced where it is considered necessary to address a significant issue that has arisen.



8. Resources and Programme Management

Governance

- 8.1. The implementation of this LDS will require effective governance support procedures.
- 8.2. The preparation of Local Plans and SPDs is guided by the Local Plan Steering Group. This currently consists of six Councillors, including the Portfolio Holder with responsibility for planning policy, the Leader of the Council, Chair of Planning Committee, as well as a Member of the Opposition.
- 8.3. The Local Plan Steering Group is an informal advisory body whose purpose is to enable Members to provide advice and input to help steer the Council's work on planning policy related activity. Following advice from Local Plan Steering Group, Local Plans and other planning policy documents are to be reported to Cabinet for approval to consult and publish. Full Council approval is required to approve a Regulation 19 version, submit the Local Plan for examination, and to formally adopt a Local Plan or SPD, in accordance with the Council's constitution.
- 8.4. The timeframe necessary to comply with the Council's in-house processes and procedures have been included within the timeline given for preparing the Local Plan. The timescale for preparing the Local Plan also assumes that resources will be available to handle the workload.

Resources

- 8.5. The Council's Planning Policy team will take the lead on preparing the Local Plan, as well as the SA/SEA and the preparation of evidence base studies to support the Local Plan. The Planning Policy team will be supported by other Council officers where necessary.
- 8.6. Overall management responsibility for the Local Plan will be with the Head of Planning Policy, who will be responsible for appropriate allocation of staff and negotiating for resources and funding where necessary.
- 8.7. External specialist consultants may also be used to supplement existing resources where studies are of a specialist nature and/or where there are benefits in terms of timing to outsource the work, or in providing a critical friend to the Council's teams.

Risk Assessment

- 8.8. It is important that the risks associated with delivery of the Local Plan are acknowledged and mitigating measures put in place to avoid adverse impact on the delivery of the LDS.
- 8.9. The main risks to delivery together with proposed mitigation measures are identified in
- 8.10. Table 1.

Table 1 - Risk Assessment

Issue	Risk / Implications	Mitigation
Changes to National policy, guidance or legislation	Changes to national policy and guidance could result in abortive or inappropriate progress. Changes to procedural requirements and new legislation may alter the stages in plan preparation. Uncertainties around details of new system of plan-making that is expected to be introduced in summer/autumn 2025	Closely monitor new policy and practice guidance and anticipate changes to national policy. Take into account any changes at the next appropriate stage in preparation. Consistent and ongoing legal advice from within the Council.
Timetable - Volume of work greater than anticipated	The scale and uncertainty of the content of a single Local Plan presents potential risks to its deliverability.	Robust scoping as part of project plan. Keep Local Development Scheme under review and amend as necessary. Financial planning includes contingency fund to account for potential extra work.
Staff Resources - Insufficient or unstable staff resourcing	EBC have previously had issues recruiting suitably qualified staff. If positions become vacant and cannot be quickly filled by qualified staff, there may be a need to review the LDS.	Robust management of staff resources and cross-service and partnership working. Consideration of additional external resources where appropriate
Insufficient resources to complete the plan	Undertaking evidence gathering projects, public consultation events and the examination of the new Local Plan require significant financial resources. Any additional unforeseen costs would place a further burden on the budget.	Robust scoping as part of project plan, and prioritising workstreams essential to deliver a robust Local Plan. Close monitoring of the local plan budget and likely future commitments. Financial planning includes contingency

Issue	Risk / Implications	Mitigation
	<p>Budgetary pressures may result in insufficient budget in the later stages of the plan making process to complete the plan making process.</p> <p>Unable to complete Local Plan or additional resource has to be identified from alternative source</p>	fund to account for potential extra work.
Evidence base work takes longer than expected to complete or there are unforeseen delays.	<p>Delay to Plan progress if the production of evidence studies is delayed.</p> <p>Additional unforeseen evidence base requirements and the need for specialist information and expertise which is unavailable in-house.</p>	<p>Management of consultants, including setting of appropriate deadlines.</p> <p>Timely provision of information/comments for consultants.</p> <p>Close monitoring of adherence to project timescales.</p>
Evidence base studies become out of date	Evidence studies becoming out of date due to the length of Local Plan programme may result in a local plan based on this evidence being found unsound at examination	<p>Early and thorough assessment of available evidence and need, with known updates built into the project plan.</p> <p>Where necessary, updates to key evidence base studies can be carried out to ensure evidence remains current.</p>
Key stakeholders lack capacity to respond within required timeframe	Delays in comment or engagement from key stakeholders could result in projects such as evidence studies being delayed.	<p>Provide partners with clear timescales and make them aware of the consequences of not meeting timescales.</p> <p>Timely provision of information/comments for partners.</p>
High response rates to consultation	Unexpectedly large numbers of representations may require extra work to respond to issues raised or could require a longer examination in public and a delay in the Inspector reporting.	<p>Identify expected level of response during consultation period and prioritise response to representations post consultation period.</p> <p>Seek internal resource to be diverted to analysing responses on temporary basis</p>
Consultation and engagement identify a need for further work, including new evidence base studies	The need for further work arising from engagement could have impacts on budgets and timetable.	<p>Earlier identification of potential issues with key stakeholders, particular through Regulation 18 consultation.</p> <p>Adjusting timetable to account for additional work required,</p> <p>Financial planning includes contingency</p>

Issue	Risk / Implications	Mitigation
		fund to account for potential extra work.
Political Decision-making	<p>Lack of member agreement over the Local Plan strategy, policies or contents of the Local Plan</p> <p>Potential changes in political support for the Local Plan, due to events such as local and national elections.</p> <p>Politically contentious issues may require unforeseen procedures to resolve.</p>	<p>Ongoing engagement and progress updates given to the cross-party Local Plan Steering Group</p> <p>Provide opportunities for Councillors to discuss emerging policies through Member Training sessions.</p>
Legal compliance (including Duty to Cooperate)	<p>Risk that Local Plan may not be found legal compliant or fails the Duty to Co-operate. This would mean the local plan would need to be withdrawn from examination.</p> <p>There may be risks to the timetable in securing the appropriate level of 'co-operation' with neighbouring authorities at officer and member level.</p>	<p>Continued engagement with Duty to Cooperate local authorities and bodies including working with PAS to resolve issues at an early stage.</p> <p>Preparation of Statements of Common Ground with Duty to Co-operate partners.</p> <p>Budgeting takes account potential need for Duty to Co-operate support and legal advice.</p>
Soundness - The proposed plan fails the test of soundness	<p>Risk that Local Plan could be found unsound. Being found unsound could cause a potential resultant major delay to the progress of the Local Plan.</p>	<p>Continuous soundness self-assessment. Consultation with the Planning Inspectorate and Planning Advisory Service.</p>



9. Monitoring and Review

- 9.1. The Local Plan Steering Group will oversee the preparation and finalisation of the Local Plan and other planning policy documents before approval by the Council's Cabinet and Full Council (as necessary). Local Plan Steering Group is not a decision-making body and the Group does not have any formal decision-making powers. However, the Group does provide advice and input to help steer the Council's work on planning policy related activity, and its advice may be reported to the relevant committee as appropriate when a formal decision is required. Local Plan Steering Group meets on a once every two months basis (or more regularly if required).
- 9.2. Overall responsibility for the ongoing management of the LDS programme rests with the Head of Planning Policy. Input on certain documents and evidence studies will be required from other internal Council officers and external specialists as appropriate.
- 9.3. The Local Development Scheme will be monitored on an annual basis through the Authority Monitoring Report, which will provide up-to-date information showing the state of the authority's compliance with the timetable.



10. Appendices

Appendix 1: Glossary

Appendix 2: Local Plan Profile

Appendix 3: Amendments to the LDS


Appendix 4: LDS Timetable 2025-2028

Appendix 5: Previous LDS Timetable 2022-2025

Appendix 1: Glossary

Term	Definition
Adoption	The final confirmation of a Development Plan / Local Plan or Supplementary Planning Document status by a Local Planning Authority.
Authority Monitoring Report (AMR)	Local Planning Authorities are required to prepare and publish an Authority Monitoring Report containing information on the implementation of the Local Development Scheme (LDS) and the extent to which the policies set out in the Local Plan documents are being achieved (previously known as Local Monitoring Report).
Community Infrastructure Levy (CIL)	The Community Infrastructure Levy is a charge which local authorities in England and Wales are empowered, but not required, to charge on types of new development in their area. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.
Conservation Area	An area of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.
Core Strategy	The main planning policy document for Eastbourne that sets out the long term strategic planning vision between 2006 and 2027.
Corporate Plan	Identifies Eastbourne Borough Council's key areas of priority and focus over the coming years.
Development Plan	The set of documents that provide the Local Planning Authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans, any Neighbourhood Plans and the Waste & Minerals Local Plan.
Development Plan Document	Statutory documents which are subject to specified consultation periods and are subject to independent examination. Also known as Local Plans.
Evidence Base	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in the Local Plan, including physical, economic, and social characteristics of an area.
Examination / Examination in Public	The process by which a Planning Inspector may publicly examine a Local Plan for legal compliance and 'soundness' before issuing a binding report.
Houses in Multiple Occupation (HMOs)	A dwelling that is occupied by 3 or more unrelated individuals who share one or more basic amenities – for example a kitchen or

Term	Definition
	bathroom. HMOs may be described as 'small' – occupying between 3 and 6 unrelated individuals or 'large' – occupying 7 or more unrelated individuals.
Infrastructure Delivery Plan (IDP)	Detailed assessment of the infrastructure required to deliver the spatial development strategy and how this will be delivered.
Inspectors Report	A report issued by a Planning Inspector regarding the planning issues debated at an Independent Examination of a Development Plan or a Planning Inquiry.
Local Development Scheme (LDS)	The LDS sets out the programme for the preparation of the Local Development Documents. All plan making authorities must maintain an up to date LDS.
Local Housing Need	The number of homes needed within a local authority area, calculated using the standard method introduced alongside the NPPF in July 2018.
Local Plan (LP)	The plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the community
Local Plan Regulations	See Town & Country Planning (Local Planning) (England) Regulations 2012
National Planning Policy Framework (NPPF)	The NPPF sets out the Government's planning policies and how these are expected to be applied. It was last updated in December 2024.
Planning and Compulsory Purchase Act 2004	The legislation that introduced a new development planning system, based on the preparation of Local Development Frameworks. The Act commenced 28th September 2004.
Policies Map	A map which shows the policies and proposals in the Development Plan on a map.
Soundness / Test of Soundness	<p>In order to be sound, a Local Plan must be:</p> <ul style="list-style-type: none"> a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development; b) Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence; c) Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have



Term	Definition
	<p>been dealt with rather than deferred, as evidenced by the statement of common ground; and</p> <p>d) Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.</p>
South Downs National Park (SDNP)	England's newest National Park, covering the South Downs and Western Weald, situated in the counties of Hampshire, and West and East Sussex. Planning responsibility within this area falls to the South Downs National Park Authority.
Statement of Community Involvement (SCI)	Document explaining to stakeholders and the community how they can be involved in the preparation of Local Development Documents, and the steps that will be taken to facilitate their involvement.
Strategic Environmental Assessment (SEA)	The term used internationally to describe the environmental integration of policies, plans and programmes. The SEA Directive (2001/42/EC) requires a formal 'environmental assessment' of plans and programmes that are to be adopted by a public authority including those in spatial planning. This assessment is often combined with the Sustainability Appraisal.
Supplementary Planning Document (SPD)	These provide additional planning policy guidance to the policies and proposals in the Local Plan. They do not need to be subject to independent examination
Sustainability Appraisal (SA)	Assessment of the social, economic and environmental impacts of proposals in Local Development Documents.
Town & Country Planning (Local Planning) (England) Regulations 2012	Regulations (as amended) that govern the process for preparing Local Plans and Supplementary Planning Documents. Also known as 'Local Plan Regulations'.

Appendix 2: Eastbourne Local Plan Profile

EASTBOURNE LOCAL PLAN

Role and Subject:	The Eastbourne Local Plan will contain strategic policies that set out an overall strategy for the pattern, scale and quality of development and make provision for residential, commercial, community, infrastructure development. It will also contain non-strategic policies that provide more detail for development management purposes. Once adopted, it will supersede all other planning policies for Eastbourne.
Geographical coverage:	The whole of Eastbourne Borough, excluding the part of the Borough that is within the South Downs National Park.
Status:	Development Plan Document (DPD) which will form part of the statutory Development Plan for Eastbourne.
Conformity:	Must be consistent with the National Planning Policy Framework. Regard will also be had to the National Planning Practice Guidance and other relevant strategies.

Timetable & Key Milestones

Public consultation on Preparation of a local plan (Reg. 18)	November/December 2026
Publication of a local plan (Reg. 19)	February 2028
Representations relating to a local plan (Reg. 20)	March/April 2028
Submission of documents and information to the Secretary of State (Reg. 22)	July 2028
Consideration of representations by appointed person (Reg. 23)	August 2028 – March 2029
Independent Examination (Reg. 24)	October 2028
Publication of the recommendations of the appointed person (Reg. 25)	March 2029
Adoption of a local plan (Reg. 26)	May 2029



Production Arrangements

Organisational lead:	Head of Planning Policy
Management Arrangements:	Local Plan Steering Group
Resources:	Planning Policy team and external consultants
Approach to consultation:	Set out in the Statement of Community Involvement. Consultation will be led by Eastbourne Borough Council.

Post Production

Monitoring and review mechanisms:	The implementation of the objectives and policies of the Eastbourne Local Plan will be monitored in the Authority Monitoring Report
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Appendix 3: Amendments to the LDS

A summary of the main changes from the previous LDS is provided below:

The period that the LDS covers has changed from 2022-2025 to 2025-2028.

Changes have been made to **Section 7: Work Programme:**

- Change to the plan period for the new Eastbourne Local Plan from 2019-2039 to 2022-2042
- Change to the timetable for the preparation of the Eastbourne Local Plan:
 - Introduction of further Regulation 18 consultation in November/December 2025
 - Publication of a local plan (Reg. 19): from November 2023 to July 2026
 - Representations relating to a local plan (Reg. 20): from February 2024 to August/September 2026
 - Submission (Reg. 22): from February 2024 to December 2026
 - Examination (Reg. 24): from May-June 2024 to April-May 2027
 - Adoption (Reg. 26): from November 2024 to November 2027
- Preparation of Houses in Multiple Occupation Supplementary Planning Document
- Preparation of Revised Tourist Accommodation Retention Supplementary Planning Document

Appendix 4: LDS Timetable 2025-2028

EASTBOURNE LOCAL DEVELOPMENT SCHEME 2025-28

Year	2025												2026												2027											
Month	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Eastbourne Local Plan											P	P							P	R	R			S	E	E	E	E	E	E	E	E	E	I	A	
Houses in Multiple Occupation SPD			R	R																																
Tourist Accommodation Retention SPD			R	R																																

Key

Preparation Period

Town & Country Planning (Local Planning) (England) Regulations 2012

- P

Preparation of a local plan (Regulation 18)
- P

Publication of a local plan (Regulation 19)
- R

Representations relating to a local plan (Regulation 20)
- S

Submission of documents and information to the Secretary of State (Regulation 22)
- E

Consideration of representations by appointed person (Regulation 23)
- E

Independent Examination (Regulation 24)
- I

Publication of the recommendations of the appointed person (Regulation 25)
- A

Adoption of a local plan (Regulation 26)

- R

Representations on a supplementary planning document (Regulation 13)
- A

Adoption of a supplementary planning document (Regulation 14)

Appendix 5: Previous LDS Timetable 2022-2025

EASTBOURNE LOCAL DEVELOPMENT SCHEME 2022-25

Year	2022												2023												2024											
Month	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Eastbourne Local Plan											P	P	P										P	R		S	E	E	E	E	E	E	I		A	

Key

Preparation Period

Town & Country Planning (Local Planning) (England) Regulations 2012

- P

Preparation of a local plan (Regulation 18)
- P

Publication of a local plan (Regulation 19)
- R

Representations relating to a local plan (Regulation 20)
- S

Submission of documents and information to the Secretary of State (Regulation 22)
- E

Consideration of representations by appointed person (Regulation 23)
- E

Independent Examination (Regulation 24)
- I

Publication of the recommendations of the appointed person (Regulation 25)
- A

Adoption of a local plan (Regulation 26)