



**DRAFT**

# **HOVE STATION NEIGHBOURHOOD PLAN**

**October 16<sup>th</sup> 2017**



## Content

<b>Section 1. Introduction:</b> .....	4
<b>Section 2 Area Profile: character, context and planning issues .....</b>	<b>Error!</b>
Bookmark not defined.	
2.1 Land and buildings: a pre-1914 inner city suburb	
2.2 Social characteristics - population and housing	
2.3 Local economy	
2.4 Community structure and environment	
2.5 Transport, movement and connectivity	
2.6 Neighbourhood Plan sub-areas	
2.7 The need and opportunity for a Neighbourhood Plan	
<b>Section 3. Vision and aims/strategic objectives</b> .....	<b>7</b>
<b>Section 4 Policies</b> .....	<b>Error! Bookmark not defined.</b>
<a href="#">4.1</a> Land use allocations.....	26
<a href="#">4.2</a> Design Framework.....	30
<a href="#">4.3.</a> Social and other infrastructure.....	34
<a href="#">4.3.1</a> Need for School.....	35
<a href="#">4.3.2</a> Other community facilities .....	36
<a href="#">4.4</a> Housing choice.....	37
<a href="#">4.5</a> Parking.....	38
<a href="#">4.6</a> Movement .....	40



[4.7.](#) Conservation..... 41  
[4.8](#) Environmental treatment in the Plan Area..... 44

Section 5 - Evidence .....**Error! Bookmark not defined.**  
1. The case for comprehensive redevelopment; scope to create an entirely new and vibrant centre for Brighton and Hove.....**Error! Bookmark not defined.**  
2. The need to make a major contribution to the housing needs of the city .....**Error! Bookmark not defined.**  
3. The case for modernising the employment facilities in Development Area 6.....**Error! Bookmark not defined.**  
4. The case for creating a coherent and well functioning area.**Error! Bookmark not defined.**  
5. The case for concentrating community facilities in community hubs around the Neighbourhood Forum area.....**Error! Bookmark not defined.**

PART II:..... 46  
Section 6- Implementation..... 47  
1. Linkages / Movement: ..... 49  
2. Public Realm Improvements ..... 51  
3. Community Hubs ..... 51  
4. Design benchmarks ..... 52  
5. Implementation..... 53  
Section 7 A High level Assessment of Transport Implications..... 54  
Section 8: What should the City Council do?..... 55  
Annex 1: City Plan policies relevant to the Hove Station Neighbourhood Plan 56  
Annex 2: Small Area Statistics ..... 57

## Section 1. Introduction:

1. The Localism Act 2011 provided powers for local communities to prepare statutory Neighbourhood Plans which, along with city and district-wide Local Plans, have to be taken fully into account by planning officers and councillors when they make decisions on planning applications. Under this legislation the Hove Station Neighbourhood Forum (HSNF) was designated by BHCC at the end of 2014 as a 'qualifying body' with the legal right and responsibility to prepare the Hove Station Neighbourhood Plan (HSNP) for the designated area shown at figure 1 below.
2. The initiative to prepare the HSNP came from local residents and businesses in late 2012 when it became clear that the area around Hove Station was going to be designated City Plan Development Area 6 (DA6) and thus the focus of major regeneration action over a period of some 10-15 years- see figure 2. It is one of the eight such development areas in the City Plan which will undergo major changes during the plan period and which contain the city's major development opportunities up to 2030. The large-scale regeneration of DA6 will transform the area within its boundaries. But it will also have major impacts on adjacent 19<sup>th</sup> century residential areas, including the area popularly known as Poets Corner, where the City Plan anticipates relatively small scale redevelopment projects during the Plan.



Fig 1: Designated Neighbourhood Plan Area

3. The HSNP covers the same period as the BHCC City Plan, namely up to 2030. It develops and elaborates further the strategic framework established by the City Plan Part 1 for the future development of the Designated Area and will sit alongside the City Plan as the statutory plan for the area.
4. All Neighbourhood Plans have to meet certain *basic conditions*, as specified in law. Thus the HSNF must comply with the city-wide strategic policies of the City Plan, including those for housing (at both market rate and affordable levels), the provision of space to provide jobs, community facilities and green infrastructure, the conservation of the historic environment and sustainable transport. Hence, the detailed and neighbourhood specific policies of the NP do not repeat City Plan policies but refers to them as appropriate. Thus *Appendix 1* contains a full list of all NP policies cross-referred to the City Plan policies which have a bearing on development in the NP area. The NP cannot propose less growth in the Designated Area than that specified in the City Plan, but it can propose an increased level if there is evidence that this will benefit both the local community and the needs of

Comment [RF1]: Typo

the city. An important role of the NP is to identify community priorities for the investment in the Neighbourhood Area of a proportion of developer contributions generated by development. HSNP will have to be certified by BHCC that it meets all the basic conditions i.e. that it is compliant both with the City Plan and national planning policies and government guidance, that it contributes to the achievement of sustainable development, and that it meets certain EU-wide requirements (specify in fn)

5. Within this legal framework, neighbourhood planning is fundamentally a participatory planning process. Thus, as required by law, the process of preparing the HSNP has been informed and guided by the direct participation of the local community - individual residents and businesses, local voluntary groups and ward councillors – at all stages in its preparation see *Figure 3 Neighbourhood Planning Process*. Moreover, the NP has to include a *Consultation Statement* which demonstrates that the Forum has taken all practical measures to ensure that the local community has been fully and effectively involve in its preparation. Furthermore , unlike any other official development plan, it has to be supported by local residents through a local *referendum* in which the question will be:

*'Do you want Brighton and Hove City Council to use the Hove Station neighbourhood Plan to help it decide planning applications in the neighbourhood area?'*

**Comment [RF2]:** Where is this figure 3 provided in this document?

**DA6 Hove Station Area**

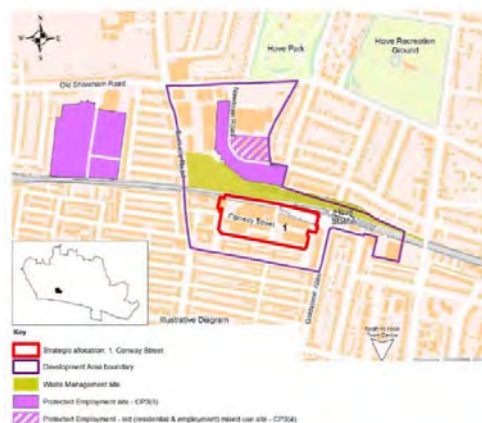


Fig 2: – Map showing Development Area 6

6. **Section 2** provides an **Area Profile** which describes its physical, social, economic and environmental characteristics derived from the original 19<sup>th</sup> century development and the 20<sup>th</sup> redevelopment of the much of the railway land and adjacent small, poor quality terraced housing. This analysis identifies the issues which the local community believe should be addressed by the NP, together with the opportunities for the development of neighbourhood level policies which will enable local resident and businesses influence and share in the benefits of regeneration. The analysis also profiles a series of distinct sub-areas, with specific characteristics, planning and landownership issues and development potential. This analysis, informed and guided by ongoing community engagement work, is a basic input to the development of the vision and strategic objectives of the NP and the planning policies developed to deliver the plan.



7. Section 3 sets out the **Vision and Strategic Objectives** of the HSNP. From the outset it has been the ambition of the local community to see the regeneration of the designated area progress in a comprehensive way so that the whole is greater than the sum of the parts. This approach requires involves detailed planning for the implementation of City Plan Policy DA6 to develop from its current strategic land-use plan, which substantially segregated different major types of land uses, to a spatial development framework of policies which promote and support the delivery of an integrated process of regeneration, rather than the piecemeal, site by site redevelopment which has characterised recent years.
8. Thus NP vision is focussed on the creation of **Hove Station Quarter (HSQ)** as a new centre for Hove. This will be core of the Neighbourhood Area in which a substantially higher number of residential units are delivered, along with a more modern mix of employment opportunities, than that proposed in the City Plan. The NP enhances the role of Hove Station as a sustainable transport hub by the provision in DA6 of a rich and diverse mixture of high quality and affordable housing, along with office, cultural and high tech employment opportunities and a wide range of services and facilities for people living and working in the area. This integrated development will also deliver an improved high quality environment, both in terms of greening up and in terms of high quality hard landscaping of the public realm, particularly in the immediate vicinity of the station. Throughout the Neighbourhood Area, associated traffic calming and management of pedestrian and cycle based flows, spaces for children to play, connections between Hove Park and Hove Station all aim to create an attractive environment to live, work and play in.
9. The HSNP vision and objectives, and policies are informed not only by the desire of the local community to create a better environment, but also by the ambitions of local landowners to positively develop their land holdings. The Forum is working closely with a number of landowners as key NP stakeholders, in a process which has identified common and complementary objectives. This work provides evidence which supports the Forum's view that progress can be faster and more comprehensive than that anticipated in the City Plan, as through this collaborative work, as landowners now see the opportunity for a wider transformation of the entire area. In this context The Forum **Development Board** to be set up with local land owners and the Council to drive the implementation of the plan.
10. **Section 4** sets out the **Neighbourhood Plan Policies** in a format that demonstrates how each policy contributes to the delivery of the Vision and Strategic Objectives
- 2 para summary of the structure and content of policies to be added.
11. A statutory Neighbourhood Plan can only establish policies for changes in the use and development of land and buildings which require planning permission. However, the government has recognised that in the process of preparing neighbourhood plan policies local communities will come up with ideas and opportunities for specific projects which do not require planning consent but which will help to deliver sustainable development, such as energy efficiency and renewable energy generation using solar panels. Thus this Neighbourhood Plan document has two parts.
- **Part One** contains the statutory Neighbourhood Plan, with a range of policies to be used in determining planning applications in the area.

Comment [RF3]: typo

Comment [RF4]: What is this sentence seeking? If it seeks to place new requirements upon the City Council does this fall within the remit of the forum/plan?

Comment [RF5]: These 'two' sections are not clear in the contents page – potentially detailed 'evidence' (eg section 5) should not form part of the land use plan/policies.



- **Part Two** sets out the steps needed for implementing the plan and a range of community projects, which would help to deliver the neighbourhood policies. The most substantial project is a Concept Plan which is put forward as the first stage in the development of a full Master Plan for the integrated redevelopment of DA6 that would fully establish the Hove Station Quarter.

## SECTION 2 AREA PROFILE: CHARACTER, CONTEXT and NEIGHBOURHOOD PLANNING ISSUES.

The purpose of this analysis is to present

- A description of the **characteristics** of the Neighbourhood Area
- the **issues** which the local residents, community organisations and businesses believe should be addressed by the Neighbourhood Plan and
- the **opportunities** identified to develop policies to enable local residents and businesses influence and share in the benefits of regeneration which has been ongoing for the past 3-4 years but, so far, in a piecemeal and fragmented process.

Thus this section first analyses the Neighbourhood Area in its city context, in terms of key **area-wide themes**: the built environment (land and buildings), social conditions (population and housing) economic activity, community infrastructure/environment and transport and movement.

The analysis then identifies the significant variations within the area. These **place specific issues** for the Neighbourhood Plan are identified as **a jig-saw of neighbourhood sub-areas**, with a wide range of challenges and opportunities for future neighbourhood development.

The section concludes by an analysis of the need for an integrated approach to the future development of these sub-areas and the emergence of the opportunity to meet this need by securing the designation of a formally constituted Neighbourhood Forum to develop a statutory Neighbourhood Plan.

### 2.1 LAND AND BUILDINGS: THUMBNAIL SKETCH OF A PRE-1914 INNER CITY SUBURB

The whole of the *Neighbourhood Plan Area* designated by BHCC can be characterized as an urban pre-1914 primarily residential inner suburb, which surrounds the major transport hub of Hove Station with its adjacent industrial and commercial development.(1)

The area was defined by BHCC as the outcome of a process which was dominated by the priority given to ward boundaries (ref fn). Thus it is bounded on the east by The Drive, on the north by the Old Shoreham Road as far west as Sackville Road, which it follows south to the railway bridge and then west along the railway line to the western boundary at Bolsover Road. The southern boundary follows Portland Road - Clarendon Road- Eaton Road to The Drive. The area is divided by the railway line running east-west and Sackville Road running north-south

Comment [RF6]: Typo?



Generally, the area slopes gently downhill from north to south. But west of the 19th century development was imposed on a former river valley to the west of the station. Thus there are significant changes in the level of the built environment (of up to x metres) from east to west and from north to south. This topography provides both challenges and opportunities for regeneration.

The Neighbourhood Plan Area is typical of mid-late 19<sup>th</sup> century urban development close to a major station. It was partially redeveloped in the postwar period and now comprises several distinct types of residential areas adjacent to rundown areas of underused land and buildings (both north and south of the railway), which constitute a major brownfield site with significant development potential. (Insert urban growth maps to show historical stages of development)

The residential areas are all laid out in a clearly defined grid pattern, but with a variety of house types and streetscapes ranging from modest terraced houses and maisonettes (with some of the highest gross densities in the city) to magnificent detached and semi-detached Victorian villas, some of which have been redeveloped /converted into apartments or residential homes, but many are in designated Conservation Areas. East of Sackville Road there is no significant neighbourhood green open space. This was acknowledged by the then Hove Council which led the creation of Hove Park in 18? north of Shoreham Road to provide a major recreational facility for the benefit of the residents of the dense terraced housing to the south.

DA 6 is a predominantly industrial and commercial area with Hove Station as its focus and is surrounded by 19<sup>th</sup> century residential areas. Generally this area is perceived by the local community as run-down, declining and long-neglected by the council. In particular, the environmental conditions in the immediate vicinity of Hove Station are contrasted with the successive improvement projects which have enhanced Brighton Station.

North of the railway the x hectares former goods yard was redeveloped as the low density Sackville Trading Estate in ??? . The y hectares coal yard site south of the Trading Estate and adjacent to the railway ceased operation in ?? and has since been used for a variety of interim commercial uses. The Brighton and Hove Albion Football Club Goldstone Ground was redeveloped as a retail park in 199?, with six large single storey buildings and a large surface car park. To the west and south the Newtown Road Industrial estate is dominated by low rise, low employment density industrial and commercial uses in large, mainly single-storey buildings.

South of the railway the bus garage was built between established Conway Street and the line. This generates heavy traffic which can only access bus routes via the residential Clarendon Road. The worst of the 19<sup>th</sup> century terraces between Conway Street and Ellen Street were demolished in a characteristic 1970s comprehensive redevelopment project. They were replaced (within the same street grid) by mainly low employment density industrial buildings and the adjacent five 10 storey tower blocks of council flats (apartments) north of Clarendon Road, with associated provision of community facilities at the junction of the Sackville Road - Honeycroft and the Vallance Community Centre.

West of Sackville Road the Neighbourhood Area is bounded by the railway to the north and Portland Road on the south. The area has Stoneham Park at its core. To the east of the park the grid iron pattern of 19<sup>th</sup> century terraces housing is known locally as Poets Corner. To the west the neighbourhood is more varied as it includes the only school in the Neighbourhood Area alongside commercial and industrial development in the School Road. Portland Road is





one of the City's local centres and provides a wide range of retail and commercial services within walking distance of the dense terraced housing.

## 2.2 SOCIAL CHARACTERISTICS

The 2011 Census provides small area statistics (see Appendix 3) which are used to describe some basic characteristics of the Neighbourhood Area in its city context (2) (further BHCC data to be incorporated).

### 2.2.1 Population

The population of the Neighbourhood Plan Area has been growing steadily since 2001. The Census data shows that between 2001 and **2011** the population increased by over 15%, to **12,300** - a significantly faster rate than the city as a whole and much faster than regional and national averages.

Table 1 Population growth 2001-2011

Date	HSNP area	Brighton & Hove	South East	England
2001	10,669	247,817	8,000,645	49,138,831
2011	12,286	273,369	8,634,750	53,012,456
<b>Population Change 2001-2011</b>	15.16%	10.31%	7.93%	7.88%

This growth occurred before there were any significant additions to the housing stock. It was accommodated by the increase in the occupancy of pre-1919 dwellings, mainly as a result of subdivision of larger dwellings into flats and small elderly households living in terraced housing being replaced by young and growing households. This is reflected in table 2 which shows that the proportion of the neighbourhood population aged 25-44 in 2011 was higher at 43.8% than for the city as a whole at 32.4%, whilst the proportions in the group 45-60 plus is lower at 31.2% than the city figure of 35.4%

Table 2: Age Structure (2011)

	HSNP area	Brighton & Hove	South East	England
<b>0-15</b>	16.3%	16.2%	19.0%	18.9%
<b>16-24</b>	8.7%	15.9%	11.2%	11.9%
<b>25-44</b>	43.8%	32.4%	26.5%	27.5%
<b>45-59</b>	16.3%	17.7%	19.9%	19.4%
<b>60+</b>	14.9%	17.7%	23.3%	22.3%
<b>Total Population</b>	12,286	273,369	8,634,750	53,012,456



These trends have continued since 2011 as the area has become increasingly popular with young households. Moreover continuing growth has been augmented by the addition of approximately 100 new dwellings - the redeveloped Gala Bingo Hall on Portland Road. The current (2017) population is estimated to be approximately **13,000** some **5% of the city's total population**.

Moreover the development pipeline will ensure continued increase. A minimum of 250 dwelling units will be added in the next 3 years, in projects already approved /under construction, including Hyde Newtown and Westows School Road, taking the total to over 13,500 (fn ref)

The **ethnic composition** of the population is virtually the same as that of the city as a whole with 12% non-white compared with the city figure of 11%. However the significant diversity of the area is illustrated by the fact that whilst 90% of residents aged 3 and over have English/UK language as their first language, the remaining 10% comprise very small groups speaking one of 10 plus languages (further evidence?).

The **economic activity** profile of residents aged 16-74 is also similar to the city as a whole, except for the higher proportion in full-time work (46% compared with 36%) and the lower proportion who are students (7% compared to 16%) which reflects the distance from the universities.

**Household deprivation** is not a major problem, but it is significant and a minority (?) of low income households - mainly in social rented housing and poor quality private rented flats - need a variety of social and community support services. This situation is reflected by the fact that the former Portland Road and Clarendon Road Neighbourhood Renewal Area – designated as a priority neighbourhood - was within the current Neighbourhood Area (ref & fn).

Nearly half the population are not deprived in any dimension (47%) and a further 30% are deprived on one dimension. But a further 17% are deprived in two dimensions and 8% in 3 or more - many of whom are tenants in the Clarendon Road estate. (This issue needs further analysis/data and a footnote)

### 2.2.2 Housing

Housing provision is a **major issue** for the Neighbourhood Plan as the housing provision in the City Plan is under increasing pressure from a buoyant, albeit broken, housing market in the city and the wider south-east.

Most of the housing that will be in the Neighbourhood Area in 2030 is there now. There is no case for significant demolition, but there are opportunities for improving existing dwellings in terms of their streetscape and public realm and their energy efficiency. However, given changing circumstances since the designation of DA6 it is now clear that there is deliverable potential for substantially exceeding the minimum 550 units confirmed in 2016 City Plan, whilst meeting other key targets, including those for employment.

#### **Housing tenure and affordability**

The statistical data for housing tenure of the 6100 households currently living in the area shows some significant differences from the city as a whole:

- a lower proportion of households are owner occupiers (48% compared to 53%)
- a much higher proportion are in private rented accommodation (41% compared to 30%).



- the lower proportion in social rented housing (10% compared to 15%) reflects the fact that the area has only one council estate – Clarendon Road/Conway Street

In the context of a dysfunctional housing market in the city (and elsewhere in the south-east) home ownership is now beyond the reach of an increasingly high proportion of local households. New housing, including 'affordable housing' to buy, is increasingly attracting relatively affluent households into the Neighbourhood Area, not least because new developments are marketed to commuters, including London estate agents. (ref to Hyde Goldstone and Newtown).

Moreover, since 2011 significant numbers of formerly owner-occupied dwellings have been converted to private rental and the proportion of households in increasingly expensive private rented houses and flats continues to increase. In parallel the right to buy has decreased the proportion of social rented housing.

As in many other neighbourhoods in Brighton and elsewhere in the South- East with good access to the rail network, a process of '**gentrification**' is underway. Local households with modest resources wanting to purchase their own home are faced with rapidly increasing house prices and are under increasing pressure to move west from central and west Hove to Portslade and beyond.

Households which choose or are forced to rent are having to allocate an increasing proportion of their disposable income to rent for properties which vary in quality from the high standard modern blocks in the Eaton Road and The Drive areas to poor quality flats in HMOs and low grade conversions elsewhere. (add BHCC data and/or Zoopla statistical analysis).

Our community engagement work demonstrates that there is growing concern about housing affordability and strong local support for the City Plan target of 40% affordable housing (ref)

***In the context of these trends, there are two key issues for the Neighbourhood Plan:***

- ***can the NP develop policies/projects which will enable the City Plan target of 40% affordable housing to be achieved in new development across the Neighbourhood Plan Area in ways which delivers a high quality and inclusive neighbourhood ?***
- ***can the NP develop policies and/or projects which will improve the condition of the lower quality terraced housing stock, particularly that in the private rented sector, including environmental/public realm improvements and action to promote energy efficiency?***

#### ***Housing need and DA6 capacity***

The projected **housing need** for the city nearly doubled between the first Draft of the City Plan Part One in February 2013 and its adoption in March 2016 - from some 15,000 dwelling units to 31,000 to be built by 2030. During this time it was only possible to increase projected housing supply by 1, 500 units from 11,500 to 13,000.

However, at this same time the **minimum** amount of housing development proposed for DA6 was reduced by 80 units from 630 to 550 (of which 220 units should be affordable) when the landowner made it clear to BHCC that there was no prospect of redeveloping the Goldstone Retail Park within the plan period.



But DA6 is the largest ? 'brownfield site' in a city where the development of 'greenfield sites' identified in the City Plan Urban Fringe Study often meets substantial local resistance. This always prolongs the process of achieving planning approvals and brings the risk of failure to secure approvals for such sites, as happened in the case of application BH2016/05530 for the construction of 45 dwellings between Ovingdean and Woodingdean.

***Thus the scale of new housing provision as a component of regeneration is a major issue for the Neighbourhood Plan.***

North of the railway planning approvals have already been given for 44% of this minimum target; 180 in the mixed use redevelopment of the Sackville Trading Estate and 62 in the Hyde Newtown Road project, now under construction. Moreover, the withdrawal of the waste management designation for the former coal yard has paved the way for a more substantial mixed use scheme.

South of the railway DA6 policy requires 200 residential units in the part of DA6 which is within the Conway Street Industrial Area. But landowner proposal developed in consultation with the Neighbourhood Forum during the past 3 years, have demonstrated the feasibility of delivering a higher number of dwellings, especially when the whole of the DA6 south area is taken into account.

***Thus it is clear that the DA6 minimum target of 550 housing units by 2030 is easily achievable.***

***But given the city's worsening housing crisis, both in terms of numbers and affordability, there are three key issues for the Neighbourhood Plan:***

- ***can the regeneration of DA6 deliver more than the minimum number of residential units, whilst meeting the 40% affordability target?***
- ***how should the delivery of new housing be phased across the Neighbourhood Plan Area ?***
- ***can a significant increase in housing provision be delivered whilst meeting employment land and local jobs targets?***

### **2.3 LOCAL ECONOMIC ACTIVITY**

The retention and enhancement of substantial employment in the area is a major ***issue*** for the Neighbourhood Plan as it is a strategic requirement of the City Plan and important for local residents and businesses

Economic activity in the Neighbourhood Area is concentrated in the industrial and commercial development within DA6 and the commercial and retail development in the Portland Road/School Road area. The retention and enhancement of substantial employment in the area is a major ***issue*** for the Neighbourhood Plan as it is a strategic requirement of the City Plan and important for local residents and businesses.

Given the need to provide employment for the city's growing population, the City Plan emphasises the need to protect employment floorspace in the area and provide new, high



quality employment opportunities for the city. Hence the DA6 regeneration strategy aims to '.....promote the efficient use of land through, predominantly employment and residential, mixed use developments'.

The **quantitative employment space requirements** established by D6 overall are

Comment [RF7]: typo

- the retention/replacement of 12,000 sqm employment floor space **within the Conway Street Industrial Area** - a reduction from 18.000 sqm identified in the *Employment Land Study 2006* which is predicated on shifts to employment uses with higher job densities
- **outside the Conway Street area** the retention/replacement of existing floor space (primarily the 16.000sqm of the Newtown Industrial Estate and some 5000sqm in the Sackville Trading Estate) with an additional 1000 sq m floor space.

The **qualitative employment space requirements** focus on a shift into high quality flexible office/business (B1) floorspace which includes both '...larger floor plate offices and affordable business floorspace suitable for small businesses and the digital media/creative industries'

***The development pipeline in DA6 indicates that these employment floor space targets can be met by the high quality design of a series of mixed-use redevelopment projects, which also include substantial housing provision.***

Thus the **within the Conway Street Industrial Area** the high density Matism Hove Gardens project proposed the demolition of x sqm of B8 commercial units and replacing them with 2000 sq m of B1 office space along with 188 apartments and 2000 sqm retail – all in less than 15% of the area. **Outside the Conway Industrial Street area** the emerging proposals for the Mountpark Sackville Regeneration would replace both the existing 5000 sqm of the Sackville Trading estate and provide the additional 1000 sqm required, in a project which could deliver 4700sqm B1 office space, 1,300 sq. m, 1,200 sqm B1 creative industries, together with some 600 residential units.

Moreover, our community engagement work indicates that there is strong support for this type of project which delivers modern local employment opportunities, integrated with substantial new housing development and some enhanced retail provision (fn).

But DA6 is a strategic land-use allocation which includes the designation of *specific areas*, for employment uses to support job creation, which are largely segregated from residential development.

***Given the increasing market and policy pressures to provide new housing in strategic brownfield sites, can both the number of jobs created and the number of houses provided be greater than that proposed in the City Plan i.e.***

- ***can the job creation outcomes (both quantitative and qualitative) be enhanced by the mixed use regeneration of the whole of DA6, including those which are currently allocated for continued low employment density uses?***

#### ***Creative industries sector***

The City Plan intends to enable DA6 to become increasingly important for accommodating creative industries in premises which are more affordable than the city centre for the



smaller/micro businesses which characterise the sector. It refers to, but does not identify, '... an existing small cluster of creative industries' in the area and emphasises '...the importance of early identification of the location and volume of flexible employment space needed for this sector to form a 'cluster and critical mass' .

The provision of affordable premises for small and diverse creative industries is an important **issue** for the Neighbourhood Plan, as this will make a major contribution to the character and vibrancy of a regenerated Hove Station Area.

Our community engagement work with local leaders in this sector has identified two small clusters in DA6 - the **x no** businesses accommodated in the BHCC owned Industrial House (likely to be redeveloped in the Plan period) and the 12 plus businesses in the Stockwell Lodge Studios at the west end of Conway Street (outside the Conway Street Regeneration Area). Additionally a third cluster has been identified in the Neighbourhood Plan Area in School Road - the 15 arts and crafts businesses in the Red Herring Studios. These premises are part of the Westerman complex which will be redeveloped primarily for housing in 2018.

***Given that the existing provision is in small clusters the Neighbourhood Plan should determine***

- ***whether a single large new cluster to create is appropriate and feasible vv provision both north and south of the railway in DA6, as integral components of mixed use redevelopment projects; and***
- ***the scope for the short term use of properties in the redevelopment pipeline***

## 2.4 COMMUNITY INFRASTRUCTURE AND ENVIRONMENT

The prospective increase in population which will be brought about by the regeneration of the Neighbourhood Area will bring with it increased demands on community facilities, health and social services provided by both the statutory and voluntary sectors. Our community engagement work has demonstrated that this is a major issue for the Neighbourhood Plan which residents want to see effectively addressed.

**School provision** within in the Neighbourhood Area is limited to the West Hove Primary School in School Road, which primarily serves the area west of Sackville Road. The St Andrews Primary School is just outside the southern boundary of the Neighbourhood Area and serves the needs of families living east of Sackville Road. The new bi-lingual school in Hove Park is providing places for an increasing number of students

***Our community engagement work has shown that the issue of whether or not a new primary school could or should be provided within the regeneration of DA6 is an issue which the NP needs to address.***

**Health provision** has recently been enhanced by the imaginative conversion of the former ..... Church on the corner of Goldstone Villas to a major NHS health centre, together with other existing provision means that GP services south of the railway are likely be able to support the increase in population. Similarly the new Health Centre incorporated in the recent redevelopment of the Gala Bingo Hall has ensured excellent provision of health services west of Sackville Road. However there has been no recent new provision north of the railway.

Comment [RF8]: typo

***Thus an assessment of health provision to meet the needs of the integrated development of the two NCB sites north of the railway is essential.***



**Community facilities.** Our analysis has identified several existing and emerging *community hubs* – at Hove Station, Conway Street- Sackville Road and School Road - where there are concentrations of social/ community services and retail facilities along with some micro-businesses – all of which provide services which are important for the quality of life in the area.

***Our community engagement work has demonstrated support for a consolidation/enhancement of these hubs and the case for these locations to be priority areas for some of the local investment of developer contributions.***

**Green infrastructure.** Whilst most of the area is well served by its proximity to Hove Park and Hove Recreation Ground, there are no small-scale, green public realm areas in the dense terraced housing areas south of the railway. The street-scape of these terraced areas has either never included trees or, in the case of the street of larger terraces and villas, has lost some or all of the original provision, which is significant characteristic of Hove residential areas.

***A recently completed tree-planting scheme in Marmion Road (as a partnership between Hove Civic Trust, local residents and BHCC) has started the process of re-provision (see Annexe)***

***Thus there is a need and an opportunity to enhance the green infrastructure through the introduction of small-scale 'pocket park' type green public realm and a street – by street tree-planting scheme/***

**Carbon footprint.** There are a variety of opportunities to reduce the carbon footprint of the Neighbourhood Area. These include improving the poor energy efficiency of the 19<sup>th</sup> terraces, encouraging the uptake of domestic energy generation, promoting the highest possible standards of energy and water efficiency and waste management in all mixed-use regeneration projects, and taking all possible measure to move towards more sustainable modes of transport.

***Forum's Community Energy Kickstart Pilot Project, in partnership with BHESCO, has raised awareness of the scope for improving the energy efficiency and renewable energy regeneration of the 19<sup>th</sup> buildings in the area (see Annexe)***

***Our community engagement work demonstrates the need to apply, as far as possible the principles of Low Carbon Neighbourhood Planning (ref)***

## **2.5 TRANSPORT AND MOVEMENT/CONNECTIVITY**

Moving towards sustainable development requires policies which address the issue of how people move around in and out of the Neighbourhood Area and particularly the barriers to movement caused by the railway line and the legacy of the development of the coal yard and goods sidings north of the railway.

**Road network and traffic.** *Traffic generation from within the area* is relatively modest. This reflects the relatively low levels of *car ownership*. In 2011 some 2500 (40%) of households did not have a car or van – slightly less than the city-wide level which in turn is significantly less than for England as a whole (need comparative figure). *Journeys to work* are relatively short for almost half local residents -21% less than 2 km and a further 25% less than 5km. Some 9% travel between 20km and 60km and 13% travel more than



60km but it is likely that the proportion of long distance commuters has increased significantly since 2011 (add BHCC comparators)

In this context, just over one third of journeys to work are by car (36%), compared to 56% by sustainable transport - public transport (31%), walking to work 19% and cycling to work (6%) . Some 7% of residents work from home. The fact that 25% of residents walk or cycle to work reflects the availability of local jobs both within and in the vicinity of the Neighbourhood Area

**Traffic generated from outside the area** dominates vehicular movement. The main east west roads – the Old Shoreham Road, Portland Road-Clarendon Road -Eaton Road and north-south roads - Sackville Road and The Drive all carry heavy peak hour volumes. A particular issue within the area is the volume and speed of traffic going through the area down Fonthill Road and threading through the residential environment of the tower blocks to either Goldstone Villas or Sackville Road – using the same streets that give access to the main road network for buses from the bus garage. The speed of traffic along a major ‘rat-run’ between The Drive and Sackville Road - Wilbury Road/ Newtown Road - is an issue for residents, as is the difficult junction between this route and Fonthill Road. The use of the more minor roads as ‘rat-runs’ is an issue in many streets in the grid-iron terraces south and west of DA6 .

**Traffic volumes and the related issue of parking provision are the number one concern of local residents and businesses (ref). What the NP can and cannot do to address these issues, in the context of a major increase in the density of land use which the implementation of Policy DA6 will deliver, has to be identified and made clear in the NP and its’ Annexe documents.**

**Connectivity within the Neighbourhood Area east of Sackville Road** is a major issue. The current situation severely restricts the potential for regeneration to deliver an integrated mixed-use area in a pattern which encourages journeys on foot and by bike, especially to and from the Hove Station transport interchange. The railway line restricts access north-south movement to the Fonthill Road tunnel and the Hove Station footbridge.

**The tunnel is a north-south link available to pedestrians** but it is pedestrian hostile, with uneven and narrow footpaths between the damp walls and the noisy fast moving traffic and it visually unpleasant, with poor standard strip lighting.

**The footbridge** is the major north-south pedestrian link, but it is poorly maintained and the absence of lifts at either end render it unusable for wheelchair users, totally inadequate for people with disabilities and grossly inconvenient for people with luggage, heavy shopping bags or prams.

North of the railway there is a **x metres** difference in level between the former coal yard and the Trading Estate (the former goods yard) and Newtown Road and thus **no east- west connection between Newtown Road and Sackville Road** - the result of constructing the original rail system on the side of a valley.

**Thus a major issue for the Neighbourhood Plan is the need to substantially improve connectivity within the area in order to realise the potential for the integrated, rather than piecemeal, redevelopment of DA6.**





## 2.6 NEIGHBOURHOOD PLAN SUB-AREAS –THE NEIGHBOURHOOD PLAN JIGSAW

The Neighbourhood Plan boundary defined by BHCC includes a series of distinct sub-areas with specific characteristics, planning issues and development potential/pipeline - see map at <http://www.hovestationforum.co.uk/hove-station-designation-area-boundary-map-da6/>

The following analysis profiles each of them as an input to the development of the vision, strategic objectives and policies of the Neighbourhood Plan. It is informed by our community engagement over a four year period with residents, local businesses, landowners, local VCS organisations and several BHCC departments.

### 2.6.1 DA6 North of Railway

This area is within the Hove Park Ward

#### Sackville

This sub-area comprises the Sackville Trading Estate and the former Coal Yard. It is now wholly owned by the Coal Board Pension fund and is being brought forward by Mountpark for comprehensive mixed use development which is likely to begin in 2018, with build out probably within 5-7 years.

**Sackville Trading Estate** was developed on the former goods yard site in the 1970s – a low density mixture of retail, warehousing and light industry. A 2008 planning permission was renewed in 2012 for a mixed use redevelopment project entitled 'Sackville Place' which included:

- a new public square and 2200 sq m of flexible B1 office accommodation
- a foodstore (5488 sqm), large format non-food retail units (5115 sq m)
- and other retail uses A1-A5 (1100 sq.m);
- 180 residential apartments above the retail space - approximately 40% affordable;
- landscaped roof gardens providing a range of semi-private garden space for the apartments;
- improved vehicular access from Sackville Road.571 underground car parking spaces, secure cycle parking and taxi waiting area. significant public realm enhancements to Sackville Road and to public transport facilities<sup>1</sup>

This project has not been implemented but was the first exemplar of the type of high density, mixed use redevelopment which policy DA6 promotes. The original proposal can be seen here. [http://wam.brightonhove.gov.uk/PlanningWAM/doc/Supporting%20Document\(s\)-1087774.pdf?extension=.pdf&id=1087774&location=VOLUME3&contentType=application/pdf&pageCount=1](http://wam.brightonhove.gov.uk/PlanningWAM/doc/Supporting%20Document(s)-1087774.pdf?extension=.pdf&id=1087774&location=VOLUME3&contentType=application/pdf&pageCount=1)

***An issue for the Neighbourhood Plan is that the substantial buildings are now largely empty pending redevelopment. They have the potential for interim uses on short leases at low rents, which could be helpful in relocating/encouraging the development of small businesses, not least in the creative industries sector.***

**The Former Coal Yard** was acquired by the Coal Board Pension Fund in March 2013 for the modest sum of £1.3m, which reflected the designation of the site for Waste Management purposes in the BHCC Proposed Submission Master Plan in February 2013.

***The Forum organised a petition in 2016 for the withdrawal of the waste management allocation and the mixed use redevelopment of the site. This attracted some 600 signatures from the surrounding residential areas and demonstrated the***



support for the Forum's position which had emerged from previous community engagement work.

*The key issue for the plan is to develop policies and illustrative projects which will promote the delivery of the mixed use redevelopment of the Sackville sub-area, in ways which improves connectivity with Newtown to the east and Hove Station Hub to the south-east and the redevelopment of DA6 south of the railway.*

### **Newtown**

The Goldstone Retail Park was built on the site of Brighton and Hove Albion Goldstone Football Ground. The large retail sheds and car park have left no vestige of the former use, despite its iconic, historic, cultural significance to many thousands of the city's football fans. The new use has caused substantial noise problems in the adjacent residential street.

*The Forum has created an illustrative 'blue skies' vision of how this area could be more appropriately redeveloped in the long term, through a design which, inter alia, commemorates its role in the city's history (see Annexe)*

*The issue for the Neighbourhood Plan is the need to explore the feasibility of a second redevelopment of this site in the context of an integrated, mixed-use redevelopment of the whole of DA6.*

### **2.6.2 Fonthill Wilbury**

This area of high quality terraces, semi-detached and large detached villas, is increasingly being converted into up-market apartments, for both sale and private rental. It is a high quality urban environment with wide tree-lined streets with excellent walking distance access to both Hove Park and the Hove Station shops and pubs. A survey of residents (by Conservative Party councillor candidate ref) showed no support for Conservation area designation.

*The issues are volume and speed of traffic on Wilbury Avenue/Newtown Road and Fonthill Road and the pressure on the junctions between the two and between Fonthill Road and Old Shoreham – conditions which could be seriously worsened by the large-scale redevelopment of DA6. Also the depletion of trees could be reversed to restore the original Victorian tree-scape.*

### **2.6.3 DA6 South of Railway**

This area is within the Goldstone Ward

### **Hove Station Hub**

This is a major transport hub that has had very little investment for many years until the very recent private investment in the small-scale retail and commercial buildings immediately north and south of the footbridge. All of the Hove Station Conservation Area north of Clarendon Road, with the listed buildings of the station and footbridge are within this sub-area. The area includes shops, small businesses, cafés, bars and pubs and is badly in need of a major environmental public realm uplift.



***The Forum has developed an outline project demonstrating the potential for adding lifts to the bridge and organised a petition to request improved maintenance of the bridge and the provision of lifts. The petition generated over 500 signatures and was presented to BHCC.***

***The issue for the Neighbourhood Plan is to develop a policies and indicative projects for an integrated environmental project this which will improve the public realm, enhance the immediate setting of the listed buildings and make the interchange more pedestrian and cycle friendly – and thus underpin recent and attract further private investment.***

### **Conway Street/Ellen**

As result of the 1970s comprehensive redevelopment this run-down area, adjacent to Hove Station, comprises mainly low density and deteriorating industrial buildings and the mainly high rise Clarendon- Ellen housing estate. Buses can only access bus routes via the residential Clarendon Road and Fonthill Road traffic uses the same routes through the area. The major landowners are the Bus Company, Matsim amd BHCC [see map](#). Policy DA 6 includes the comprehensive redevelopment of the Conway Industrial Area (CIA) and states as its first priority '*..the preparation of guidance to promote and co-ordinate employment focusses mixed-use regeneration of underused land and buildings...*'

A range of council sponsored community facilities were provided in the redevelopment at the junction of the Sackville Road - Honeycroft and the Vallance Community Centre- which together with the adjacent small shops, the Salvation Army complex, a cluster of small businesses and the Church constitute a locally significant community hub between the CIA and Sackville Road.

***The major challenge for the Neighbourhood Plan is to create a detailed policy framework and an illustrative outline Concept Plan which will establish the basis of a Master Plan for the phased, integrated redevelopment of the whole of DA6 South, with improved connectivity to redevelopment north of the railway.***

### **2.6.4. Goldstone- Clarendon**

This terraced housing area between Clarendon Road and Clarendon Villas is unlikely to be the subject of significant change during the Plan period. The recent increase in private investment in improving the 19<sup>th</sup> century houses is likely to continue as the area is increasingly popular with couples. The area has walking distance access to Hove Station and residents would benefit from the improvement of the Hove Station Community Hub.

***The issues for the Neighbourhood Plan are residents' concerns that existing problems of traffic management (especially parking and rat-running) will be exacerbated by the regeneration of DA6; the scope for improvement in streets where the public realm is run-down and which are virtually devoid of trees and the promotion of energy efficiency improvement in the housing stock and renewable energy generation.***

### **2.6.5 Denmark –Eaton**

High quality terraces, semi-detached and large villas, some converted into apartments. Good quality urban environment with wide tree-lined streets and excellent access to services.



Dominated by designated Conservation Areas but with several large blocks of apartments produced by redevelopment of villas in the 1970s and 1980s. The area has excellent walking distance access to Hove Station and residents would benefit from the improvement of the Hove Station Community Hub.

***The issues for the Neighbourhood Plan are the potential for limited street-scape improvements and the promotion of energy efficiency improvement in the housing stock and renewable energy generation.***

#### **2.6.6 Stoneham**

This sub-area has Stoneham Park at its core. East of the park the grid iron pattern of 19<sup>th</sup> century terraces housing is known locally as Poets Corner and is in Westbourne Ward. To the west the sub-area is in Wish Ward and is more varied. It includes the only school in the Neighbourhood Area alongside the Westermanns complex in School Road which is designated in City Plan Part 1 policy CP3 as employment-led (residential and employment) mixed use development.

A survey carried out by local residents and supported by the Forum identified a major concern – the erosion of community facilities runs by third sector non-statutory organisations as one of the results of a process of small-scale plot-based redeveloped which is replacing a variety of commercial land uses to high density infill housing.

Along the southern boundary Portland Road is one of the City's local centres and provides a wide range of retail and commercial services within walking distance of the dense terraced housing. This 19<sup>th</sup> century linear development is somewhat rundown in places, with potential for environment/public realm improvement .

***The issues for the Neighbourhood Plan are***

- ***is it possible to constrain the erosion of small-scale non-housing uses which are a valued characteristic of the neighbourhood?***
- ***can alternative premises be found for small scale creative enterprises and community facilities which are displaced by redevelopment***
- ***is there scope for a 'pocket park' type development to complement Stoneham Park?***
- ***how can the Portland Road local centre be enhanced by public realm improvements.?***

#### **2.7 THE NEED AND OPPORTUNITY FOR A NEIGHBOURHOOD PLAN**

Note – this section has to present the answer to 'why a Neighbourhood Plan and for what area' and the process through which the development of the Vision and Strategic objectives emerged from our early community engagement work. An issue is whether or not this could be abbreviated by transferring some of the analysis below to the statutorily required Community Consultation Statement which has to be an Appendix to this document.



The need and opportunity for a Neighbourhood Plan emerged in **Autumn 2012** from three parallel processes: the designation of DA6 in the BHCC Proposed submission City Plan Part One; the pre-application consultation by local landowner Matsim on the *Hove Square Project* for the comprehensive redevelopment of the whole of DA6 south of the railway; and growing local awareness of the new powers for local communities to prepare Neighbourhood Plans.

Whilst the designation of DA6 made the transformation of the area and its surrounding residential areas virtually inevitable within 10-15 years, the development of this strategic policy had passed by the local community almost completely unnoticed until it was linked to this pre-application consultation. However, at the third of three meetings organised by a ward councillor and a few local residents in November 2012 to discuss the Hove Square Project (attended by 70 residents), the landowners announced that they had withdrawn the project, having been unable to agree the fundamental elements with planning officers.

Nonetheless, it was now more widely understood that large scale regeneration would eventually become a reality. Thus the landowner's withdrawal for an indeterminate period was seen as giving a window of opportunity for the local residents and businesses to move beyond simply reacting to the policies of the LPA and landowners' projects, to creating their own vision and neighbourhood policies which would enable them to more effectively influence the future development of their neighbourhood.

Thus more than half the participants agreed to participate in discussions to assess the feasibility of the City Planning Officer's suggestion, made at a previous meeting (and endorsed by Goldsmid Ward councillors and Hove Civic Trust), of developing a Neighbourhood Plan for DA6 and its surrounding residential areas. But this was community engagement in planning from scratch. The only pre-existing residents' groups south of the Old Shoreham Road were Clarendon-Ellen Estate Residents Associations and the council sponsored Local Action Team which focussed on community policing and safety. In contrast, the proposed Neighbourhood Forum would have to be representative of a much wider area and range of issues.

See <https://savehove.wordpress.com/tag/hove-square/>

***In order to realise the opportunity of preparing a Neighbourhood Plan, the first priority was to secure the designation of a statutory Neighbourhood Forum and Neighbourhood Area by BHCC. In the event, and after an encouraging start, this took the whole of 2013 and 2014 – see the HSNF Community Consultation Statement for details.***

An informal working group of some 15 -20 residents who had attended the initial meetings moved forward on two fronts in 2013. First, in the context of establishing regular monthly meetings, it organised the first **Have Your Say Day 1 in February 2013**. This involved engagement with the LPA, landowners and building on its initial community engagement experience, to develop a participatory process which focussed on working with both stakeholder groups and, through Have Your Say Days, with individual residents and businesses.

The purpose was to raise community awareness of ongoing planning and regeneration processes, identify the key issues concerning residents, and develop the case for and the local support for preparing a Neighbourhood Plan. This attracted **over 80 participants recruited x new members** and demonstrated the feasibility of preparing a Neighbourhood Plan.  
<http://www.hovestationforum.co.uk/hysd-2013-feedback/>



A presentation of the DA6 policy by the BHCC leading planning policy officer re-affirmed the council's support for a Neighbourhood Plan. But the meeting also brought DA6 north of the railway more fully into public debate. For the first time a significant number of residents became aware of the DA6 policy to allocate the Coal Yard site for waste management uses and voiced substantial objections to it, as an undesirable and unneighbourly use which would also permanently divide mixed use redevelopment of DA6 north and south of the railway. Moreover, the meeting highlighted the fact that the National Coal Board Pension Fund had not only just renewed its planning approval for the mixed use redevelopment of the Sackville Trading Estate, but had also acquired the whole of the Coal Yard site for the modest price of £1.3m, with the obvious but unstated intention of eventually combining the redevelopment of both sites in a single major project.

In parallel with this initial community engagement work, the group established a positive working relationship with LPA planning policy officers. This focussed on developing an initial shared understanding of the scope for applying the principles and procedures of statutory neighbourhood planning to the detailed planning of DA6 and surrounding residential areas. During this period City Plan Part 1 did not progress beyond the Proposed Submission stage because of difficulties in allocating sites to meet projected city housing needs. In this context four key agreements were reached:

- the Neighbourhood Plan (rather than a Planning Brief or Supplementary Planning Document -SPD) would be the planning instrument which would deliver the first priority of the DA6 regeneration strategy i.e. **'...the preparation of guidance to promote and co-ordinate employment focussed mixed-use regeneration of under-used land and buildings ....' (ref p 73);**
- the primary purpose of the NP was to enable the residents and businesses in areas most affected by DA6 to influence its detailed planning and implementation; and
- the definition of these areas would be left to the Interim Forum, working within the flexible criteria of DCLG Neighbourhood off Planning Regulations and
- a key role of the Neighbourhood Plan would be to establish community priorities for the local investment of some of the substantial S106 contributions which would flow from major regeneration projects in the Neighbourhood Plan Area.

In July 2013 a public meeting formally constituted an **Interim Hove Station Neighbourhood Forum**, (with formal membership, a Management Committee and elected officers), which took responsibility for the priority task of defining the proposed Neighbourhood Area.

The Management Committee's evolving understanding of the potential scale and impact of the piecemeal redevelopment of the whole of DA6 was a key input to a second successful **Have Your Say Day2 in October 2013**. This continued the process of raising awareness, identifying issues (particularly the areas which would be impacted) and promoting the idea of a Neighbourhood Plan. But it also tested alternative proposed boundaries for the Neighbourhood Area.

See <http://www.hovestationforum.co.uk/hove-station-neighbourhood-plan-boundary-questions/>

In a secret ballot a substantial majority of the participants vote for the wider area, which reflected the likely impact of the eventual redevelopment of the whole of DA6, not least to ensure that the substantial densification of the urban area south of Old Shoreham Road was balanced by increased protection for the substantial green recreation areas to the north.



On this basis the Committee submitted an application in **December 2013** for the designation of the Hove Station Neighbourhood Forum and Neighbourhood Plan Area. There were no objections from Westbourne and Wish councillors west of Sackville Road. However, the councillors for Hove Park Ward organised some x objections to the proposal and in **March 2014** submitted an application for a Hove Park Neighbourhood Area and Forum which followed their ward boundary. This presented BHCC with an obligation to consider two applications which substantially overlapped and split DA6 between two potential Neighbourhood Areas. The HSNF then organised some y objections to this proposal. Prompted by the Council, HSNF submitted a revised proposal with northern boundary between the two along the Old Shoreham Road. But the Hove park councillors would not agree to this compromise. **In September 2014 BHCC** finally designated the boundary between the two which with the exception of DA6 followed ward boundaries. This long drawn out and hugely time-consuming resulted in a quite unsatisfactory western boundary which excluded one of the residential areas immediately adjacent to DA6. However, it did substantially increase the profile of neighbourhood planning both in terms of the Have Your Say Days and the fact that some 600 residents voted against one or other of the proposed boundaries.

**Comment [RF9]:** Potentially inflammatory and incorrect– would be more sensitive to advise that a group which identified with the ward of Hove Park ...

**Comment [RF10]:** Likely to be inflammatory and not correct as it was not just the Councillors suggest amending to 'group within Hove Park did not agree ...'

***In December 2014 Hove Neighbourhood Forum was designated as the 'qualifying body' to prepare the Hove Station Neighbourhood Plan. Following an inaugural AGM in February 2015, the Forum established working groups to develop its emerging vision and objectives for the Neighbourhood Plan, building on its initial analysis of issues and opportunities and continuing community engagement work.***

#### Notes for Section 2 tbc

1. This section is informed by reference to the analysis of neighbourhood typologies presented in ***The Urban Characterisation Study (2009) Brighton and Hove City Council***  
<http://www.brighton-hove.gov.uk/content/planning/heritage/urban-characterisation-study>
2. The Forum secured DCLG funded consultancy support, via Locality, to undertake an SEA. This section draws on the statistical appraisal of the designated Neighbourhood Area provided in the ***Strategic Environmental Analysis for the Hove Station Neighbourhood Plan – scoping report (2017) AECOM***. More detail is provided in Annexe 3 of this report - Small Area Statistics



### Section 3 - Vision and Strategic Objectives

Note – this section to be edited to fully link the Introduction and the Policies set out in Section 4.

The overall **vision** for the Hove Station Neighbourhood Plan is:

***To facilitate the regeneration of the Hove Station Neighbourhood Area and realise its potential by creating a vibrant, coherent community which is a great place to live, work and relax in***

The plan aims to achieve the following **strategic objectives**:

- *A strong and diverse community;*
- *Mixed but complementary land uses although predominantly residential;*
- *Better connectivity and permeability through the area – especially across the railway divide;*
- *Prioritising sustainable travel and unlocking existing transport bottlenecks;*
- *Rich urban character drawing on historical design/architectural legacy;*
- *“Urban” high density: mid-rise development as standard with landmark high rise developments as signature projects at key locations;*
- *Housing with good space and sustainability standards based on national standards;*
- *New and improved social facilities, schools, nurseries, as needed for the increased population;*
- *Green, natural and attractive with spaces for communal activities;*
- *Reduced carbon emissions through low carbon new buildings, improved energy efficiency of existing buildings, sustainable and local generation and use of renewable energy;*

Our vision for the areas north and south of Hove Station, Development Area 6 of the City Plan (DA6), is that it will undergo wholesale redevelopment during the plan period (up to 2030). The remaining areas of the Hove Station Neighbourhood will be subject to less change and the plan sets out some minor, but important proposals that are essential for those areas. We are supported in our vision by the interest of the major landowners in the area in developing their land holdings, some of which represent the largest brownfield sites in the city.

We have had the benefit of seeing several major proposals involving three land owners and have had the opportunity to comment on those proposals as they are progressing. They are the proposals by

- MATSIM for an area south of the railway station to the South of Conway Street (Hove Gardens), which is moving towards a planning application in spring 2016.
- MATSIM subsequent phases of redevelopment of their land holdings south of the railway station, incorporating also a reconfiguration proposed by BRIGHTON AND HOVE BUS AND COACH COMPANY of the bus station and its land requirements in the area. The bus company suggest an initial four phases for reorganising their land holdings.
- MOUNTPARK to redevelop the Sackville trading estate together with the coal yard site, which together represents one of the major brownfield sites in the city.

Comment [RF11]: Needs to be updated

In total these proposals on their own would generate residential and employment uses substantially in excess of the allocations suggested in the City Plan;





The Neighbourhood Forum has had the benefit of master planning assistance by AECOM, funded by Government, which is over and above the work carried out by Forum members, notably David Kemp architects, who has suggested an outline design for the former Albion football ground and now Goldstone Trading Estate, the outline designs of LCE architects provided by MATSIM for the area south of the railway station and MOUNTPARK for their design for the Sackville trading estate / Coal yard area.

The key challenge for a master plan for the area has been to make sure that whatever timescale is required for developing the various land holdings that ultimately they fit together seamlessly. That means that transport links work well, that there is an overall recognisable signature to new development: high quality, a high degree of greening up, areas that people like to walk and cycle through that are pleasant, comfortable and safe. A particular challenge is our desire to make Hove Station the natural core of the area although the station is geographically offset to the east. It must be easily accessible as the centre of the new Hove Station Quarter. We believe that new development across the development areas needs to be accompanied by major environmental improvements to the front of the station area, to surrounding streets and to the links across and underneath the railway. We also believe that redevelopment of the area provides much needed opportunities to traffic calm the area.



## Section 4 - Policies

### 1. Land use allocations

As indicated in the City Plan, Development Area 6 (DA6) offers major opportunities for development over the plan period. On examining the area closely and by working with the major local land owners we have found that the opportunities are more substantial than previously assumed and that development is also more likely to come forward more speedily than anticipated in the City Plan. The policies of this plan aim to steer development so that it results in a well designed, coherent and integrated new quarter for the City. Unless policies refer specifically to DA6 they apply to the entire neighbourhood plan area.

**Policy 1: The area shown in the City Plan as DA6 should be comprehensively redeveloped in stages to create a new area, the Hove Station Quarter, which will have a strong relationship to Hove Station.**

Reason: There is a great opportunity for rejuvenation of this area which should take advantage of Hove Station as a sustainable transport hub for the city. Hove Station, although geographically off-centre should become the natural focus of the area. In addition there will be a wide range of facilities in the area with several focal points which will provide services primarily to people working and living in the area. These are likely to centre in clusters around the Conway street developments south of the railway; the Sackville trading estate and coal yard development and any potential development of the Goldstone retail park.

(Relationship to City Plan: This policy restates the importance of redevelopment in DA6 – but puts stronger emphasis on comprehensive redevelopment and puts a firmer focus on the role of Hove Station as a key part of the new quarter emerging.)

**Policy 2: Suitable land uses throughout the area shown in the City Plan as DA6 will be residential mixed with commercial, small retail, cultural uses including small workshops. Mixed uses such as ground floor office / commerce with residential above will also be suitable in a number of instances.**

Reason: Based on the ongoing engagement of the Forum with local land owners it is clear that substantially more residential units can be achieved than suggested in the City Plan, whilst maintaining the volume of offices and increasing smaller employment generating uses including cultural uses. As a result of redevelopment existing low intensity use of land will be used more effectively. An example of achieving better use of land is the phased reconfiguration of lands occupied by the bus garage. The two proposals for Matsim and Mountpark alone have so far proposed more residential units and floorspace than suggested in the City Plan. Fig 1 sets out a comparison.

**Comment [RF12]:** Does this conflict with Strategic policy DA6 which seeks employment focussed mixed use development?



		industries	flexible use above		sqm +
Retail	No replacement anticipated for Goldstone Trading Estate; (5080 sqm, Sackville Trading Estate)	1480 sqm retail	Potential see flexible use above		1480 sqm +

Fig 1: land use allocations

A guidance of the relationship between floorspace and employment density has been provided by HCA/Offpat guidance on employment densities published in 2010. This guidance takes account of recent trends in terms of the changing use of employment space, the main change being the more efficient utilisation of office space due to increased flexible working and hot desking. This has resulted in a decrease in the amount of floorspace per office worker that is assumed compared to earlier guidance.<sup>4</sup>

The guidance suggests the following ratio

- offices: 1 job per 10.5 m2
- industry: 1 job per 43 m2
- warehousing: 1 job per 65 m2

In view of the overall need for employment generating opportunities within the city and the need to make best use of land in this central urban area a key consideration will be the total amount of employment that can be generated in DA6. The Forum believes that the ambition of the city plan can be bettered with a more modern mix of employment opportunities than currently is the case.

**Policy 3: Following the removal of the designation of the coal yard for waste management purposes this land should be included in a wider mixed residential and commercial redevelopment as part of DA6.**

Reason: Following the Inspector’s decision on the Waste and Minerals Site Plan on the 7<sup>th</sup> Nov 2016, the designation for waste management purposes of the Coal Yard Site was removed. (para 89 of the report). This decision was a result of representations by the land owner and a 600 signature petition by local residents. This now provides a major opportunity to include the site for comprehensive redevelopment together with the Sackville trading estate site. These sites are now in one ownership and a comprehensive development scheme is in preparation.

(Relationship to the City Plan: this is a change already supported by the city council)

**Policy 4: Proposal to improve the intensity of land use in the DA6 area will be welcome.**

Reason: There is considerable scope for intensifying land uses in the area with resulting increases in employment and residential units. This applies both to the areas north and

**Comment [RF16]:** Suggest rewording this policy eg The former Sackville Coalyard is allocated for mixed-use employment and residential development.

**Comment [RF17]:** Is this necessary – does it add value to DA6 which promotes the efficient use of land?

<sup>4</sup> <https://www.gov.uk/government/publications/employment-densities-guide>



south of the railway. An example of extensive low employment density uses can be found between the railway line and Newtown Road on the former Clarke's bakery site.

(Relationship to the City Plan: this builds on the city plan policies but highlights the local opportunities for the intensification of land uses.)

**Policy 5: The current bus depot, south of the railway, should be rationalised and modernised to achieve a more effective use of land.**

Reason: Following discussions with the Brighton and Hove Bus and Coach Company, proposals have emerged that indicate opportunities that rationalise and modernise the bus station and associated uses. Such rationalisation could free considerable land areas for mixed development.

(Relationship to City Plan: this is a local issue not covered in the City Plan)

**Policy 6: Ancillary small-scale retail uses may be appropriate where it is considered that facilities are required to support new residential and office developments. New large retail floorspace (over 1,000sqm) will not be considered appropriate in the area;**

Reason: The City Plan sets out a clear shopping hierarchy which this plan reflects. Retail units, cafes etc will be acceptable in the area where they are seen to support the needs of local residents and workers. Logical areas for new clusters would be in the Conway Street area, south of the railway, in the Sackville Road trading estate area and, when re-developed, in the Goldstone Retail Park.

(Relationship to City Plan: reaffirms the City Plan approach to major new shopping in the City)

**Policy 6A: New cultural facilities including arts and crafts workshops will be encouraged, especially in the northern end of the DA6 area.**

Reason: to ensure replacement of existing workshops with modern facilities.

(Relationship to City Plan: reflects )

**Comment [RF18]:** Suggest replacing with 'part' or 'section'

**Policy 7: All relevant development proposals for DA6 need to conform to the overall concept plan for the area, as set out in Part II, Section 6 of this document, to ensure area-wide transport linkages, unifying design and location of services**

Reason: It is essential that all new developments respect the framework set for the master plan for the area so that the area will function as a whole for the benefit of all concerned.

(Relationship to the City Plan: this is a local issue similar to responding to a development brief.)

**Comment [RF19]:** This is imposing a potentially onerous requirement which may not be viable or deliverable (thus will need evidence)

**2. Design Framework**

This section sets out the physical requirements of new developments in the area including heights, access, street level design and landscaping to achieve a high quality living and working environment.

**Policy 8: Densities for residential development are expected to be 100 dph and above. No upper limits provided the other policies of the plan are met.**

Reason: These are the type of residential densities which have been achieved recently in the City, where even higher densities up to 300 have been recorded.  
(Relationship to the City Plan: This reflects the policy and supporting text set out in City Plan policy CP14, Housing Density, page 189 of the 2013 deposit version.)

**Comment [RF20]:** Is the forum satisfied this can be achieved throughout the whole of the neighbourhood area OR should this be amended to indicate it only relates to the DA6 area?

**Policy 9: The mix of new housing in terms of sizes and type is expected to reflect the city wide housing demand and will need to encompass a range of unit sizes from studios to multi bedroom houses.**

Reason: The new Hove Station Quarter will be expected to be a lively area providing a wide range of accommodation ranging from single occupancy to family housing. The policy supports the demand profile set out in the City Plan which suggests that *an estimated 65% of the overall need/demand (for both market and affordable homes) will be for two and three bedroom properties (34% and 31% respectively); 24% for 1 bedroom properties and 11% for four-plus bedroom properties. In terms of the demand for market housing, the greatest demand is likely to be for 2 and 3 bedroom properties (35% and 36% respectively); while for affordable housing the majority of the requirement is likely to be for one and two bedroom homes (46% and 33% respectively) although there is also likely to be a considerable requirement for three or more bedroom sized properties* (para 4.210, page 212 of City Plan, 2013 deposit version)

(Relationship to the City Plan: this policy simply reflects the City Plan policy on Housing mix, Policy CP19, page 209 ff, 2013 deposit version)

**Comment [RF21]:** Is this needed – would it be better addressed via City Plan?

**Policy 10: Mixed uses either horizontally or vertically divided will be appropriate subject to the limitation of any adverse environmental and noise constraints.**

Reason: Reflecting the expected vibrancy and animation at ground floor level mixed uses will generally be supported in the area. This could apply to offices or shops at ground floor with residential above or artists' workshops embedded in residential areas. Adequate safeguards to minimise noise transmission and other environmental nuisance will need to be put in place.

(Relationship to City Plan: This is a local policy)

**Comment [RF22]:** Is this needed? What is the added value of this policy given DA6 seeks mixed use. This would not override strategic employment policies so would not apply to the protected employment sites.

**Policy 11: Designs should make good use of land and create high quality, well landscaped spaces. Strong emphasis should also be placed on the design of the street environment to achieve a high quality public realm with a strong emphasis on planting. Wide pavements should be provided that are also capable of accommodating multi-user spaces. As part of the design of new schemes significant numbers of trees including street trees need to be provided.**

**Comment [RF23]:** How does the forum envisage this policy to be applied to individual schemes? Is the Forum expecting landowners to hand over land to the public highway?

**Comment [RF24]:** How is this to be defined/quantified?



Reason: the area provides many opportunities for a more efficient use of land at higher densities. However this will only provide a good living and working environment if there is high quality design with careful attention paid to landscaping, both vertically and horizontally.

When Hove expanded from the 1830s onwards a good quality streetscape including street tree planting was seen as an essential part of a residential area. This tradition of street tree planting, which is one of the defining features of many of the streets in Hove, will need to be retained in the new Hove Station Quarter.

Several studies commissioned by the City Council set out general detailed guidance on design including the BHCC Public Space Public Life Study<sup>5</sup> and the associated 2010 Streetscape Design Guidelines e.g street trees and planting (pages 26-29)<sup>6</sup> and developers are expected to familiarise themselves with this guidance. Part II of this Plan, section 7, 4 gives examples of some typical design elements, which would be welcome in this area.

(Relationship to City Plan: This reflects policy CP13, page 189 of the City Plan, 2013 deposit version and Policy CP12, page 185 of 2013 deposit version which deals with urban design, but more general than this policy. Furthermore: The street tree planting policy relates to CP13, bullet point 6, page 188 of the 2013 deposit version.)

**Policy 12: All flats and houses will be required to have access to usable private outdoor amenity space including balconies and terraces;**

Reason: Access to open space is nowhere more important than in high density developments. This is essential for the health of occupants and the overall attraction of the area to future occupants.

(Relationship to City Plan: As far as we can ascertain this is a local policy, which should be reflected at a city wide level.)

**Comment [RF25]:** How does this differ to policy HO5? How does this policy add value?

**Policy 13: Where larger developments are proposed these should be designed either in smaller parcels or phases or consideration should be given for architectural solutions to break up the bulk and add visual interest to the developments;**

Reason: Due to the large land holdings by a few land owners in the area large-scale proposals are likely to come forward for development. This policy aims to encourage a variety in design with different materials and detailing within an overall design framework. There are many examples where such variety avoids monotony and helps create a vibrant area.

(Relationship to City Plan: This relates to policy CP12, page 185 of 2013 deposit version, but the idea of parcelisation is local.)

**Comment [RF26]:** How is this defined?

**Policy 14: Development will be expected to provide a sprinkling of smaller, landscaped areas to provide for play and breakout both north and south of the railway. In particular provision needs to be made for pocket parks at either end of Conway Street as well as in the Sackville Trading Estate area on redevelopment.**

**Comment [RF27]:** How is this defined?

**Comment [RF28]:** How is this shown in section II masterplan given policy 7 which in effect imposes it upon future development? Do the pocket parks have to be public or can they be private? Is there a plan/map allocating new open space in Conway Street as a pocket park? If not what teeth does this policy have / is it robust enough to refuse an application for failing to deliver?

<sup>5</sup> <http://www.brighton-hove.gov.uk/content/parking-and-travel/travel-transport-and-road-safety/public-life-public-space>

<sup>6</sup> [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/transport/Streetscape\\_Design\\_Guidelines.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/transport/Streetscape_Design_Guidelines.pdf)

Reason: While there is no need for a provision of a park within the development area due to the proximity to Hove Park and Hove Recreation Ground, it will be necessary to provide for play and breakout areas throughout the Hove Station Quarter in view of the high densities anticipated in the area. Well landscaped smaller areas will provide much needed relief in the future urban structure. Such areas could integrate play equipment, seating areas and water features as part of a well designed streetscape. The routes to and from these areas will need to enable the safe and independent movement of families and children as part of their design. An indication where such areas could be located is shown on the concept plan in Part II: section 6

**Comment [RF29]:** This fails to reflect the requirements of CP16 and CP17 of the City Plan Part One which seeks open space to meet generated demand.

(Relationship to City Plan: The reference to smaller landscaped areas reflects policy CP16, p 194 of the 2013 deposit version. No larger public open space is suggested in the area bearing in mind the proximity of Hove Park and Hove Recreation Ground.)

**Policy 15: Taller development needs to ensure a high level of amenity and visual and environmental animation at ground floor level to achieve a high level of attractiveness.**

**Comment [RF30]:** What is the forum seeking? What should a development management officer require when assessing individual schemes?

Reason: The experience of developments at ground floor level to users and passers by is most important and at least as critical to the success of a development as the overall physical structure.

(Relationship to city plan: Local policy)

**Policy 16: Reflecting the low car space requirement and ambition for essentially car-free developments, space saved should primarily be dedicated to useable and attractive public space, although provision for necessary activities such as load, servicing, and visitor parking should be made.**

**Comment [RF31]:** What is meant by the inclusion of this word? Is car free housing/development viable for developers and acceptable to highways/transport team?

(Relationship to city plan: Local policy)

**Policy 17: All development should 'front' the street, in order to create enhanced activation of the public realm, greater natural surveillance and enhanced safety. In the DA6 area, the provision of greater permeability through the creation of new streets should allow for this to happen. Buildings which 'back onto' the street will not be considered acceptable.**

**Comment [RF32]:** Is this feasible and where is the Forum seeking new streets? Are they shown on a plan/map

Reason: In the wholesale redevelopment that is anticipated to create Hove Station Quarter it will be essential to design the area and the various links in a way that guarantees the safety of movement of all local residents and workers.

(Relationship to city plan: Local policy)





### **Tall buildings**

The Brighton and Hove Tall buildings study of 2003<sup>7</sup> stated that Hove Station, although not as well serviced as Brighton Station is still of citywide transport significance and is also integrated with major bus routes. The areas surrounding the station are also less constrained by conservation issues with a number of industrial sites to the west and several existing tall residential blocks immediately to the south west. The report suggests that the combination of existing tall buildings, transport links, and limited conservation constraints makes the Hove Station node one of the best opportunities for intensification through tall buildings in the city<sup>8</sup>. The report concludes with a vision of the Hove Station area as follows:

The approach sequence from Hove Station to the seafront is characterised by an unfolding view experience around the station and along tree lined streets of primarily residential terraces. High quality tall development around the station itself would potentially significantly enhance the public realm and create an enhanced arrival experience to the area. More intense development would also increase the levels of activity and vibrancy of the station area. Large council tower blocks surround parts of the station but are separated and dominate the skyline. There is significant potential to create a more unified skyline by filling in some gaps and utilising a more clustered approach to tall development, especially in the adjacent industrial estate.<sup>9</sup>

Following the study the Council adopted a supplementary planning guidance on tall building (SPG15), where the area adjacent to Hove Station was identified as a node for taller developments (ie 8-15 storeys).<sup>10</sup> The City Plan picks up this theme and indicates that Hove Station area is one of those areas where buildings higher than 6 storeys are acceptable.

In view of this general policy acceptance of taller buildings in the area it is essential that the cumulative impact of such buildings create an interesting and appealing townscape both as an arrival destination and when viewed from outside the area especially from the north, from where the buildings will be more visible due to the fall of the land. The current vista of the 10 storey council blocks in Clarendon Road from say Hove Park is monotonous and unattractive.

There are several concerns about building heights that need to be addressed including how they fit in to the surrounding low-rise mainly Victorian buildings and structures and how any large buildings can work together to create an attractive vista. Heights to the north of the railway line need generally to be different from those to the south. To the South of the Railway a precedent for high buildings has been set by the 10 storey residential blocks of Clarendon Road Estate. City policy accepts that building heights of 8-15 storeys might be acceptable in the central parts of this area. This reflects the fact that the lie of the land is such that considerable heights are acceptable without adversely affecting surrounding areas. It will be critical to shape proposals in such a way that the higher buildings together generate an attractive silhouette and that higher buildings are therefore clustered.

<sup>7</sup> Gillespie Brighton and Hove Tall buildings study 2003; [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/ldf/Tall\\_Buildings\\_Study\\_Final.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/ldf/Tall_Buildings_Study_Final.pdf)

<sup>8</sup> Paras 14.4.2, 14.9.3, 15.6.4 all emphasize the same message

<sup>9</sup> Page 101 of the same report

<sup>10</sup> [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/localplan2001/15\\_SPGBTall\\_buildings.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/localplan2001/15_SPGBTall_buildings.pdf), para 5.2 provides a definition of taller buildings, while section 8 defines the nodes for taller buildings

**Policy 18: In the Neighbourhood Plan area, building heights will generally be limited to six storeys, with a number of exceptions.**

- i. To the north of the railway taller buildings may be acceptable in locations that allow them to act as landmarks and aid wayfinding. Sample locations include the junctions of Old Shoreham Road/Sackville Road and Old Shoreham Road/Newtown Road and the south eastern part of the area closest to the railway.
- ii. Other development fronting the eastern side of Sackville Road should respond to the scale and rhythm of the Victorian housing opposite.
- iii. Any redevelopment of the Goldstone Retail Park might include a higher building at the north eastern corner as long as there is visual permeability of the site when viewed from Hove Park.
- iv. To the south of the railway buildings, development may take advantage of the lower topography by bringing forward taller buildings (up to 15 storeys or above) at occasional points within the area, as long as they are designed in such a way as to collectively minimise overshadowing and visual permeability north-south. The plan will support these taller buildings if they avoid the uniformity of the type we see in the Clarendon Towers and instead create an undulating and interesting roofscape with higher buildings merging as a composite when viewed from outside the area in particular from the north. Hence buildings of up to 8 storeys will generally be acceptable in this area with a preference for these to 'peak' at around 15 storeys or above in the centre of the area towards Fonthill Road and close to the railway;

(Relationship to the City Plan: Policy CP12, page 184 of the 2013 deposit version, sets out general expectations on heights of buildings. Hove Station area is one of those where buildings higher than 6 storeys (18m) are acceptable.)

### 3. Social and other infrastructure

The city plan in its infrastructure section sets out developments needed in the city to deal with needs such as schools, open spaces and a range of infrastructure requirements arising from anticipated developments up to 2030. For DA6 there are a few special requirements expected based on the anticipated level of the development as set out in the City Plan. The Infrastructure Delivery Plan (dated May 2012), which is contained in an Annex to the City Plan lists the following:

- District Heating / Combined Heat and Power (CHP technologies) linked to new developments (highlighted as 'important'), page 42 of the Annexes volume, deposit version 2012;
- Community composting for all development areas, page 49 of the Annexes volume, deposit version 2012;
- Increase in school places provision and educational floorspace (highlighted as 'essential'), with additional classroom needs at four Hove / Portslade schools emphasized. Page 49 and 50 of the Annexes volume, deposit version 2012;
- Local Employment and training places through local employment agreements in partnership with Brighton & Hove Local Employment Scheme (BHLES). Page 58 of the Annexes volume, deposit version 2012

**Comment [RF33]:** Suggest removing 'limited' because unduly 'limiting' development is to be avoided within a plan.

**Comment [RF34]:** Is the forum suggesting that outside the DA6 area, for example around Stoneham Park, the City Council should be seeking six storey development? If the policy is only to relate DA6 how is this policy adding value in view of CP12 of the City Plan Part One?

**Comment [RF35]:** Important to note that there is an updated version of the Infrastructure Delivery Plan dated June 2017 (updated Annex 2 to the CPP1) which should be taken into account rather than the 2012 version.



- Enhanced public realm and measure for upgrading with improved access to include: walking/cycling links, green public realm and townscape, pedestrian routes and links between areas. Design standards and delivery as set out in The Public Space, Public Life vision and the Streetscape Design Guidelines. Page 62 of the Annexes volume, deposit version 2012.
- Appropriate safe and sustainable transport infrastructure including public realm, pedestrian improvements and/or renewal and ongoing maintenance of appropriate lighting infrastructure to serve all new developments. Page 63 of the Annexes volume deposit version 2012.

### **3.1 Need for School**

There has been a considerable debate about the need for any allocation of land from within the area for a new school in particular. Whilst there is a good overall match between population and the provision of school places across the City, specific pressures are felt in BN3, 4 and 5 areas (broadly speaking the area of Hove below the railway line). The Local Education Authority has dealt with that pressure to a degree by building additions to schools not least the additions to the school at Haddington Close / Malvern Street.

Whether the current pressure will continue or whether we have reached a peak in demand is impossible to say at the present time.

The City Plan is most vague in the infrastructure appendix about how to respond to the min additional 525 residential units suggested for DA6. There are currently no specific plans on how to handle this. For the Hove Station Neighbourhood Plan it therefore makes sense to assume that we have to consider planning for the provision of the entire planned new residential component rather than just for the additional units over and above 525. As set out earlier in this plan we can expect a minimum of 1330 new residential units within the plan period. Using the Council's standard calculation based on an average distribution of dwelling types, tenure and number of affordable homes it is suggested that this would result in 200 primary and 170 secondary pupils. As far as primary schools are concerned a 2FE (Form Entry) school is now considered by the EFA as the smallest financially viable unit. This means an intake of 60 pupils per year (420 for the school as a whole). The demand generated by the proposed residential component of the HSNP would therefore be less than half needed for a new school. It is highly unlikely that there will be a doubling of the numbers of new units (ie 2660 units), which might justify a 2FE school. There is therefore concern about the suggestion of providing a new school in the area not least because of the wider uncertainties of take up etc in other surrounding schools. If a new school was proposed then the council would not be allowed to run it (although the council would probably be expected to build it). Any operator would need to be chosen and probably approved by the Secretary of State and there may be local issues that impact on operators seeking to run a new school.

The site identified at an early drafting stage of the plan (immediately south of the railway where the current Royal Mail depot is), does not seem ideal especially in view of the proximity to the railway (noise) and petrol station (potential evacuation issues). The forum has therefore concluded NOT to include a specific designation for a new school in the plan. This means that planning obligations to deal with the educational requirement of new residential units will be directed to other schools in the city to deal appropriately with the impact.

**Policy 19: A need for school places arising from additional housing will be funded via developer contributions through S106 or CIL.**

Reason: As population increases in the area in incremental stages schools accommodation will need to be found. The proposed educational needs arising from the anticipated development in the plan area will not justify a new school and funds will therefore need to be directed towards educational investment in other schools in Hove.

(Relationship to City Plan – the infrastructure part of the Annexes (deposit version 2012) lists requirements arising from development anticipated)

**Comment [RF36]:** What is the value added by this policy in view of policy CP7 of City Plan Part One?

**3.2 Other community facilities**

However, should there be a demand for school places for a free school or other community facilities such as a doctor’s surgery then the forum believes these can be accommodated within the volume of building proposed subject to demand and willingness by the market to provide such services.

**Policy 19A: Applications for community facilities such as Free Schools and Doctor’s surgeries will be considered a positive addition to the use mix in the Hove Station Quarter and will be considered favourably.**

Reason: Such facilities are subject to market demand and supply and cannot be effectively planned by the public sector.

**Policy 19B: Four locations within the plan area have been identified as suitable for community hubs in which a range of community facilities are expected to be located. These four areas will be around Hove Station, the western end of Conway Street, the northern end of the Sackville Trading Estate and the School Road area.**

Each hub might be different and respond to local needs and opportunities. Part II provides some more details. For example the area within the Sackville Trading estate could focus around new artists workshops; the area around Hove Station might include cycling facilities, an improved transport interchange and improved facilities located in the Old Station building; the School Road hub could aim at bringing back recently lost community facilities in the area.

**Comment [RF37]:** Is there a plan/map allocating these sites? What uses will these Hubs include? If a proposal for residential comes forward on one of the areas can it realistically be refused based on this policy? Greater clarity is needed so that a policy/development management officer, applicant and general public know what is being sought.

**Policy 20: Development should explore low and zero carbon decentralised energy opportunities, in particular combined heat and power and heat networks, and to either connect where a suitable system is in place (or would be at the time of construction) or design systems so that they are compatible with future connection to a network.**

Reason: In view of national CO2 reduction targets there are many advantages in creating as efficient heating systems as possible. The City Plan refers to the Brighton and Hove energy study carried out in the city which sought to identify the scope for district heating networks and lists Hove Station area as one of those.

(Relationship to City Plan: The potential for heat networks in Hove Station Area is set out in para 3.80, page 78 of the deposit version 2013 and is referred to in Policy DA6, A10, page 74 of the deposit version 2013.)

**Comment [RF38]:** How does this policy add value to policy DA6 criterion 10 of the City Plan Part One? Can it be deleted whilst working up such an approach within part II so that CIL monies could be directed towards delivering such a system?

**Comment [RF39]:** The latest version needs to be referenced

**Policy 21: To ensure that comprehensive redevelopment results in a high quality area for living and working where external impacts are mitigated as far as possible, developer contributions (S106 or CIL) will be required to contribute to the infrastructure requirements as set out in the Concept plan in Part II, Section 6.**

Reason: a number of requirements for example in terms of highways and utility infrastructure will be required to enable developments on site. The concept plan sets out highways linkages and desired connection for cycling, pedestrian and motorised traffic as well as a number of place making features, such as community hubs. These are seen to be critical to allow the area to be developed comprehensively in an attractive manner. (Relationship to City Plan: The city plan in policy CP7, page 156 of the deposit version 2013 sets out the type of contributions that will be required by developers)

**Comment [RF40]:** In view of the transport requirements/measures detailed have these all been discussed in detail with the Highway s/transport team and agreement obtained that they are deliverable? (eg has Andy Renault been consulted and accepted the listed improvements are deliverable?)

#### 4. Housing choice

In the design policies above (Policy 9) we have set out the framework for housing mix, which will strongly influence the design of new build in the area. In this section we seek to set a framework for tenure and for achieving affordable housing. The City Plan deals extensively with the issue of affordable housing in Policy CP20, page 214 ff of the 2013 deposit version. The HSNF believes that those policies are appropriate and will need to be applied locally.

**Comment [RF41]:** The latest version needs to be referenced

The City Plan suggests numbers of units as well as the potential mix for affordable housing across the city to be: *30% one bedroom units; 45% two bedroom units and 25% 3+ bedroom units.*

(Relationship to City Plan: This reiterates aspects of policy CP20, page 213 of 2013 deposit version)

Regrettably housing pressure in the city coupled with changes in government policy are now such that housing defined as being affordable (typically 80% of market price /rent) is beyond many people in the city that need housing. Equally difficult is also the uncertainty which accompanies many rental agreements with annual increases. This provides a most unsatisfactory mix of high prices and uncertainty. This is highly undesirable in particularly bearing in mind the comparatively low wages which many key workers in the city can command. HSNF therefore fully supports the efforts of the Council and a number of local developers to encourage durable and affordable housing for rent.

**Policy 22: The plan supports innovative approaches to affordable homes in the area and encourages the City Council and local developers to develop approaches that are durable and sustainable.**

Reason: Current definition of affordability and rental markets do exclude many people in the city that need housing. It is therefore essential that new models are developed especially in the rental sector.

(Relationship to City Plan: This stretches policy CP20, page 213 of 2013 deposit version.)



In this plan the Hove Station Quarter is estimated to provide at least 1,330 new dwellings. Size and tenure will largely be influenced by the market as well as the requirements of the city plan, which includes an affordable homes requirement. Regrettably housing defined as affordable is beyond the means of many people living and working in the city. In order to help create truly affordable dwellings primarily for long term rent pockets of land within the Hove Station Quarter will need to be set aside for housing that is affordable to people on the housing waiting list. These dwellings will make up a proportion of those required as affordable homes in the City Plan.

**Policy 23: Pockets of land both to the south and north of the railway line to create some 70 long term rental property affordable to people on the City's housing waiting list will be required to be offset against the affordable housing requirements for new developments.**

Reason: To seek to make available housing for local needs for people in housing need that cannot afford 'affordable' housing as defined by current planning practice.  
(Relationship to City Plan: this stretches the city plan policies and seeks to provide genuinely affordable homes in Hove Station Quarter)

Note – add here policy about High quality Housing Schemes for the Elderly

## 5. Parking

In the Council's supplementary planning document (SPD) 14, a zonal approach is developed which suggests that there is a central zone around Brighton Station with the Hove Station Area being a key public transport corridor zone. Car parking standards vary from zone to zone, with the lowest standards being in Central Zone. Bearing in mind the proposed intensification of use and creation of the Hove Station Quarter a Central Zone designation is more appropriate for the area.

**Policy 24: Parking provision in new developments in DA6 will need to comply with the standards set out in the Council's Supplementary Planning Document 14 for the Central Zone. Parking in the remaining parts of the Neighbourhood Plan area will need to meet the standards for Key Public Transport Corridors.**

**Reason:** DA6 with its proximity to Hove Station presents a major opportunity to reduce car dependency in the new Hove Station Quarter. Bearing in mind that low car ownership in Brighton is widespread and a choice for many then this is not an onerous requirement. Requiring fewer cars in the new developments will allow more housing as well as more green and open space around the developments. Supplementary planning document 14 (SPD14) suggests .25 car parking spaces per 1-2 bed room dwellings and .4 spaces for larger dwellings. The standard requires provision of Car Club spaces, spaces for electric cars and cycles, disabled user parking and parking for motor cycles.<sup>11</sup> Standards are also set out for all other relevant land uses.

(Relationship to City Plan: SPD 14 was adopted in October 2016 and will replace a number of detailed policies and it is believed that these changes will be inserted into Part II of the City Plan, still to be drafted)

An extract from the SPD 14 is shown below. For full details refer to the SPD directly.

<sup>11</sup> <https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Parking%20Standards%20SPD14oct.pdf>

Land Use	Parking Standard			
	Parking Type	Central Area	Key Public Transport Corridors	Outer Areas
C2 Hospitals	Car	Staff - 1 space per 5 staff	Staff 1 space per 3 staff Visitors 1 space per 3 beds spaces Staff - 1 space per 5 staff (Long Stay)	
	Cycle	Showers and changing facilities should be provided for all hospitals. Facilities should be provided on the basis to cater for a minimum of 10% of staff Visitor - 1 space per 10 bed spaces (Short Stay)		
	Disabled User Parking	0 to 200 bays - 3 bays or 6% of total capacity whichever is greater Over 200 bays - 4 bays plus 4% of capacity		
	Motorcycle	Major developments based on at least 5% of the maximum total car parking standard. Minor developments provision provided on a case by case basis.		
C3 Dwelling Houses 1 - 2 beds	Car	0.25 spaces per dwelling	0.5 spaces per dwelling plus 1 space per 2 dwellings for visitors	1 space per dwelling plus 1 space per 2 dwellings for visitors
		On-street residents permits restricted in CPZ areas based on consideration of the relevant factors	On-street residents permits restricted in CPZ areas based on consideration of the relevant factors	
	Car Club	Car club bays provided on a case by case basis for major development		
	Electric Vehicle	For schemes of 10 or more car parking spaces 10% of car parking provision to have electric vehicle charging provision		
		10% of car parking provision to have passive provision to allow conversion at a later date		
	Cycle	Residents - 1 cycle parking space per unit (Long Stay) Visitors from a threshold of 5 units - 1 cycle parking space per 3 units (Short Stay)		
		Disabled User Parking	1 space per wheelchair accessible unit plus 50% of the minimum parking standard for ambulant disabled people & visitors	
Motorcycle	Major developments based on at least 5% of the maximum total car parking standard. Minor developments provision provided on a case by case basis.			

Extract from SPD14

**Policy 25: New developments should aim to minimise car based travel, which will require travel plans as well as a range of other measures such as designated car club spaces to be allocated throughout the area in discussion with the city's car clubs and extensive cycle parking to standards as set out in SPD 14.**

Reason: Managing traffic flows in the area to optimise the use of land and make the area as attractive as possible will require a range of measures. Car club provision should include dedicated bays and vehicles, and only be included where an operator is prepared to provide them. Early dialogue and agreement with car club operators is therefore recommended. At the very least, (discounted) access to car club membership to encourage use of vehicles should be secured. Policy CP9, page 166 of the City Plan 2013 deposit version, provides the framework for such measures. (Relationship to the City Plan: repeats some of the requirements of policy CP9 and makes them more specific)

**Comment [RF42]:** The latest version needs to be referenced

**Policy 26: Developers will be encouraged to provide centralised car parking in the area which can also double up as commuter car parking.**

Reason: Good access to car parking, without parking dominating the entire area will require skilful design and layout of Hove Station Quarter. A better car parking facility than

**Comment [RF43]:** Is a car park area being allocated? If it isn't how does the forum envisage this being required in respect of individual schemes?



that at the station itself is desirable to free land in the vicinity of the historic station for more attractive uses. Equally it is desirable that land made available for car parking is also well used and easily accessible during weekends and that commuting spaces can be accessed by residents and visitors to the area. One or several central parking facilities woven into the new fabric and connecting to the station for example from the north via the proposed footbridge or rejuvenated bridge across Fonthill Road are desirable. The Concept plan set out in Part II, section 7, suggests one potential location for such a facility.

(Relationship to City Plan: Local policy)

## 6. Movement

Due to the byzantine rules governing Town and Country Planning it is not permitted to include transport and highways related proposals in the statutory part of the plan, although they are critical to the success of the overall planning of the area. One of the greatest challenges in developing the Hove Station Quarter will be to manage the traffic flows in and around the area in such way that effective access is provided whilst not placing excessive pressure on existing residents and businesses. The Forum believes that there are a number of measures that need to accompany the development of the Quarter to ensure that the high quality environment that is envisaged will materialise.

**Policy 27: New developments proposed will need to ensure that the Hove Station Quarter is easily accessible on foot and by cycle and can be traversed by those modes. It is also essential that developments ensure that motorised traffic can percolate through the area but that measures are taken in developing the area that severely limit the speeds of any through traffic.**

Reason: To manage additional traffic it will be necessary to make the area both north and south of the railway permeable to motorised traffic. This will for example relieve pressure on the Sackville Road / Old Shoreham Road junction and provide better circulation south of the railway. In Part II, section 7, we set out a number of approaches which will allow movement through the sites whilst controlling the environmental impact of such traffic. (set out how this links to the city plan..)

**Policy 28: A key issue for the development of the DA6 area are well designed connections between the areas to the north and south of the railway and also east-west permeability. Links are shown on the concept for a master plan. Developers are expected to sign up to public realm improvements as per the concept plan including phasing of the improvements to ensure they are provided.**

Reason: Good connectivity is key to the success of the area and the linkages shown on the master plan are required as development progresses.  
(Relationship to City Plan: Local Policy)

**Policy 29: Improvements to the local road/highway network will be sought in order to ensure that safe, efficient and sustainable movement is achieved for all road users. Particular focus should be given to Old Shoreham Road, Fonthill Road and Goldstone Villas.**

**Comment [RF44]:** Such an approach may not be acceptable. The forum need to provide clear allocations which form part of the NP and thus evidenced as appropriate (eg central car park, new public realm areas, community hubs, deliverable public realm improvements etc). How will developers sign up to the improvements if not via CIL?

**Comment [RF45]:** What is the forum envisaging? If the intention is for this to be via s106/CIL contributions then how does this policy add value to CP7 in CPP1? Otherwise how will it be applied to individual schemes?





Reason: These improvements are essential for containing the potentially negative impacts of new development in the area and to bring up existing infrastructure to a level of quality that will be commensurate with the new development.

(Relationship to City Plan: seeks to translate the expectations of CP9 to the local area)

## 7. Conservation

Large parts of the central and eastern part of the Neighbourhood Plan Area are designated conservation areas. Hove Station Conservation Area and Denmark Villas Conservation Area lie entirely within the Neighbourhood Plan Area. Most of the Drive Conservation Area and part of the Willett Estate Conservation Area are also within the area.

Hove Station Conservation Area focuses on Hove Station and stretches northwards across the railway to include the northern end of the footbridge and the now demolished ticket office. To the south it extends along Goldstone Villas up to Eaton Road, to the east it takes in Station Approach and the upper parts of Denmark Villas.

There were three listed buildings within the conservation area, one of which, the former ticket office in Hove Park Villas is now demolished. The two remaining listed buildings are:

- Hove Station listed grade II: this includes two station buildings and the footbridge across the railway: The original building facing Goldstone Villas in white render was constructed in 1865-6 in the Tuscan villa style. To the west is the passenger station building built in 1879. It is constructed in red brick with a grey brick plinth, stone dressing and quoins, a hipped bitumen-covered slate roof and modern plastic sheeting over the forecourt area, supported by the original cast iron columns.<sup>12</sup>
- Ralli Memorial Hall, walls and railings grade II; the design is in the Wrenaissance style, with red brick walls laid in English bond, a hipped clay tile roof with upswept eaves and a strongly moulded wooden dentil cornice.

Denmark Villas conservation area centres around Denmark Villas and abuts Hove Station Conservation Area in the North and extends to Eaton Road in the South.

The Drive Conservation Areas centres around The Drive from Eaton Manor in the north to Eaton Road in the south.

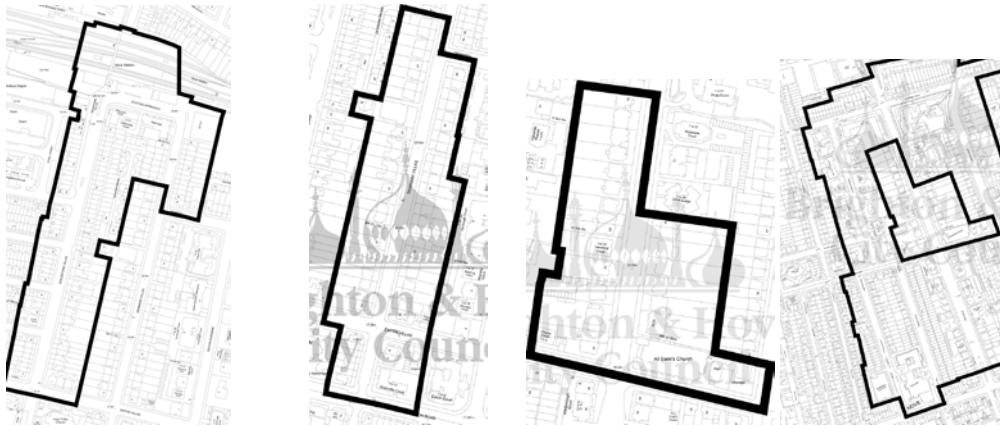
The Willett Estate Conservation Area is mainly to the east of Neighbourhood Plan area and abuts Denmark Villas and The Drive conservation areas.

Within the Neighbourhood Plan area the following buildings are listed:

Holy Trinity Church, Eaton Road; 2-36 Cromwell Road including attached railings and walls; 3,8 (incl walls and gates) and 14 (incl front area garden walls) Eaton Gardens; A large number of properties on the west side of The Drive; Church of St Barnabas, Byron Street; the Methodist Church, Portland Road.

<sup>12</sup> A detailed description can be found on the Historic England site at <https://www.historicengland.org.uk/listing/the-list/list-entry/1187584>

Apart from these buildings there are several locally listed or historic buildings and structures in the area. The current register includes: the Station pub (originally Cliftonville Hotel)<sup>13</sup>; Europa House, the former Nonconformist chapel, built 1878<sup>14</sup>, Fonthill Road railway bridge, assumed built in 1840<sup>15</sup>, The Dubarry buildings, designed in 1930<sup>16</sup>, 101 Conway Street Flint Cottage, dated 1886<sup>17</sup>, Tennyson Court along Sackville Road, built 1887-88<sup>18</sup>, The Poets Corner, Montgomery Street, built in 1886<sup>19</sup> and The Drive and Eaton Gardens, built in 1963<sup>20</sup>.



Plan showing from left to right the Hove Station Conservation Area, Denmark Villas Conservation area, The Drive Conservation area and Willett Estate Conservation Area (Note OS reproduction reference needed!)

A full description of the Hove Station conservation area can be found in the B&HCC Character Statement for the area approved as supplementary planning guidance in 1997, from which the descriptions of the listed buildings above are copied.<sup>21</sup> Details for the Denmark Villas Conservation area can be found here,<sup>22</sup> details for The Drive Conservation area here<sup>23</sup> and

<sup>13</sup> The Station details: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Goldstone%20Villas%2C%20100%2C%20The%20Station%20Pub%20v2%20180615.pdf>

<sup>14</sup> Europa House details: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Goldstone%20Villas%2C%20Europa%20House%2C%20Hove%20v2%20180615.pdf>

<sup>15</sup> Fonthill Road Railway Bridge: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Fonthill%20Road%2C%20Railway%20Bridge%20v2%20180615.pdf>

<sup>16</sup> Dubarry building: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Fonthill%20Road%2C%20Dubarry%20Building%20v2%20180615.pdf>

<sup>17</sup> Flint Cottage details: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Conway%20Street%2C%20101%2C%20Flint%20cottage%20v2%20180615.pdf>

<sup>18</sup> Tennyson Court details: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Sackville%20Road%2C%20Tennyson%20Court%20Hove%20General%20Hospital%20v2%20180615.pdf>

<sup>19</sup> The Poets Corner: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20Montgomery%20Street%2C%2033%2C%20Poets%20Corner%2C%20Hove%20v2%20180615.pdf>

<sup>20</sup> Eaton Gardens details: <http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/LLHA%20The%20Drive%20%2B%20Eaton%20Gardens%2C%20Eaton%20Manor%2C%20Hove%20v2%20180615.pdf>

<sup>21</sup> [https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation\\_Area\\_Hove\\_Station\\_Dec\\_2015.pdf](https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation_Area_Hove_Station_Dec_2015.pdf)

<sup>22</sup> [https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation\\_Area\\_Denmark\\_Villas\\_Dec\\_2015.pdf](https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation_Area_Denmark_Villas_Dec_2015.pdf)

<sup>23</sup> [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation\\_Area\\_The\\_Drive\\_Dec\\_2015.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation_Area_The_Drive_Dec_2015.pdf)



details of the Willett Estate Conservation Area here<sup>24</sup>. The character statements for Denmark Villas, The Drive Conservation Area and the Willett Estate Conservation Area were all adopted as supplementary planning guidance in 1997.

No further work has been carried out by the council since 1997 for example in producing an enhancement strategy or investment strategy for this conservation area. The small improvements that have taken place, such as the paving and access for the car wash on the grounds of the first station building have instead cemented a most unsatisfactory use to be located within the curtilage of a grade II listed building.

It is not expected that there will be many changes along the Denmark Villas part of the Hove conservation area during the plan period. However the area comprising the two station buildings and the footbridge are expected to be subject to some change in the context of the community hub proposals. In particular the area now occupied by the car wash presents a major opportunity for an improvement in the area, to strengthen its attraction as part of the centre of the new Hove Station Quarter:

**Policy 30: Proposals for change of use and /or improvements to the original station building will be considered favourably if they contribute to increasing the attraction of this part of the centre of the new Hove Station Quarter and help improve the public realm;**

(Relationship to City Plan: Local policy)

The Goldstone Villas part of the Hove Station conservation area is unlikely to experience any change to the frontages along Goldstone Villas. However to the rear of the buildings, facing Conway Street, there are major opportunities for enhancements and improvements, some of which have already taken place. Developments taking place in the Conway Street area will present an opportunity to act as a catalyst for improvements to the rear of the Hove Station conservation area.

**Policy 31: Developments in the Conway Street area will be expected to contribute to public realm improvements along Conway Street especially those areas abutting the Hove Station conservation area.**

(Note – such improvements are to an extent dependent on the rationalisation of the bus depot as set out in policy 5.)

(Relationship to City Plan: Local Policy)

The listed buildings at the station together with the Station pub (old Cliftonville Hotel) are of modest design, scale and height and will be preserved as such. However the existence of these buildings should not jeopardise modern, high quality, development in the vicinity especially if such development will help to substantially upgrade the area. The challenge will be to accept an element of contrast, which brings out the best both in the old and the new architecture in the area.

**Policy 32: When considering overlooking and other impacts of new development of the Hove Station Quarter on the Hove Station core of the conservation area a strong**

<sup>24</sup> [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation\\_Area\\_Willett\\_Estate\\_Dec\\_2015.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Conservation_Area_Willett_Estate_Dec_2015.pdf)

**Comment [RF46]:** How does this policy add value to policies DA6, CP12 and CP13 of the City Plan Part One?



**emphasis will be placed on the significant improvements and public realm investments that will arise from such new developments.**

The purpose of this policy is to make clear that in this area conservation issues such as impact and overlooking are not absolutes but need to be balanced against the benefits of a substantial uplift of the area and improvements to the public realm arising from new developments.

(Relationship to City Plan: Local Policy)

**Comment [RF47]:** What is the forum seeking, for example is this saying public realm improvements can override impacts of a proposal development (overlooking is acceptable provided public realm is enhanced)? Does this comply with national policy?

## 8. Environmental treatment in the Plan Area

Creating Hove Station Quarter will provide a unique opportunity to improve the rather run down environment in many parts of the area. This will connect with the history and origins of Hove Newtown and development of the Cliftonville area in the late 1800s, where high standards of public realm with good quality materials, street furniture and dense street tree planting were seen as essential to attract new residents. The new buildings in Hove Station Quarter should similarly set the tone for a high quality environment.

**Policy 33: In order to absorb environmental pressures arising from new developments in the DA6 area, these should contribute to improving the public realm in the surroundings of Hove Station in a manner that does justice to the existing conservation area. Developers will be expected to contribute to a number of improvements in the area as set out on the concept plan and schedule of projects in Part II, section 6.**

Reason: Apart from creating a better environment as an integral part of the new developments it will be important to deal with the anticipated increased environmental pressure in the area, not least through wear and tear, and to introduce high quality improvement measures. The areas which need improvements and where place making will be critical are shown on the master plan. The approach aligns itself with the suggestions made to the Council in 2007 by the Danish architect Jan Gehl in his report *Public Life, Public Space*<sup>25</sup>. Special attention will need to be paid to improve some of the Victorian structures, such as the undercrofts to the railway bridge (Fonthill Road) and the transition between the new developments and the adjoining conservation area.

(Relationship to City Plan: This develops further policy CP13, page 188 of the deposit version 2013.)

**Comment [RF48]:** As raised before have these been agreed with Highways (eg has Andy Renault been consulted and accepted the listed improvements are deliverable?)

Area DA6 is currently nearly devoid of greenery. It will be critical for the future quality of living and working in the area that as part of redevelopment substantial planting takes place in the area in particular street trees to help manage microclimate, absorb fumes and soften the built environment.

**Policy 34: Developers will be expected to plant street trees in and around the area at the rate of 1 street tree per residential dwelling or 1 per 100 sqm of non-residential floor space.**

**Comment [RF49]:** Is this deliverable in view of proposed high density largely flatted development? Has this general concept been considered by the Arboricultural team at BHCC?

<sup>25</sup> <http://www.brighton-hove.gov.uk/content/parking-and-travel/travel-transport-and-road-safety/public-life-public-space>



Reason: For the area to be functioning as a good quality quarter it is essential that adverse environmental impacts are managed and are kept to a minimum.  
(Relationship to City Plan: The policy reflects the sentiments of the City Plan chapter on An Attractive City, 183 ff, 2013 deposit version - [check](#))

In the wider Neighbourhood Plan Area substantial improvements to the public realm are needed for example along Portland Road and along Goldstone villas. Improved planting and seating are needed there.

**Policy 35: In order to mitigate the impact of the comprehensive redevelopment in the DA6 area, developer contributions will be sought to improve the public realm and street environment in the wider neighbourhood plan area. Examples of such improvements are listed in Part II, section 6.**

(Relationship to City Plan: The policy reflects the sentiments of the City Plan chapter on An Attractive City, 183 ff, 2013 deposit version - [check](#))

**Policy 35A: New development and change of uses will be expected to keep noise pollution down to a minimum.**

Reason: With the expected higher densities and intensive land use it will be important to carefully control additional noise emissions especially from sources such as delivery traffic.

**Comment [RF50]:** As raised before have these been agreed with Highways (eg has Andy Renault been consulted and accepted the listed improvements are deliverable?)

**Comment [RF51]:** How does this policy add value to policies SU9 and SU10 of Brighton & Hove Local Plan? What is is seeking that is not already sought?



**PART II:**

## Section 5 - Implementation

In preparing this plan the Forum has been concerned to ensure whatever phasing of development emerges that ultimately the various components tie together to create the high quality Hove Station Quarter that the Forum envisages.

Key to that success are the introduction of a number of connections that traverse the area to help pedestrian and cycle movements and a careful management of traffic flows arising from the developments.

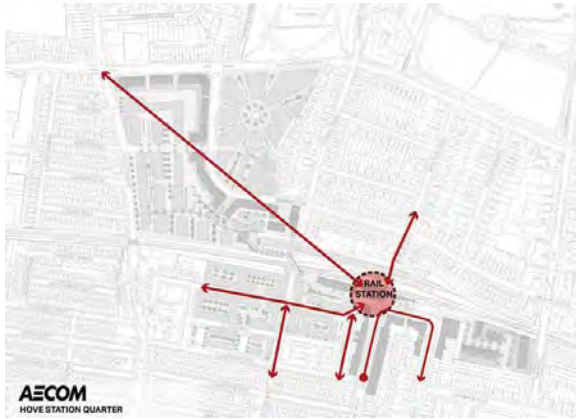
Key is also that a wide range of improvements to the public realm take place, both in terms of improvements to streets, high quality landscaping and a sequence of breakout areas to mitigate the impact of the high density development envisaged.

The Forum has been fortunate to be able to attract resources for a concept plan, which will be the precursor to a Masterplan for the area which illustrates the various linkages needed and additional components required for the area as follows:



This diagram shows current proposals (2015-17) and illustrates the principles of links and the creation of building blocks.

# HOVE station NEIGHBOURHOOD FORUM



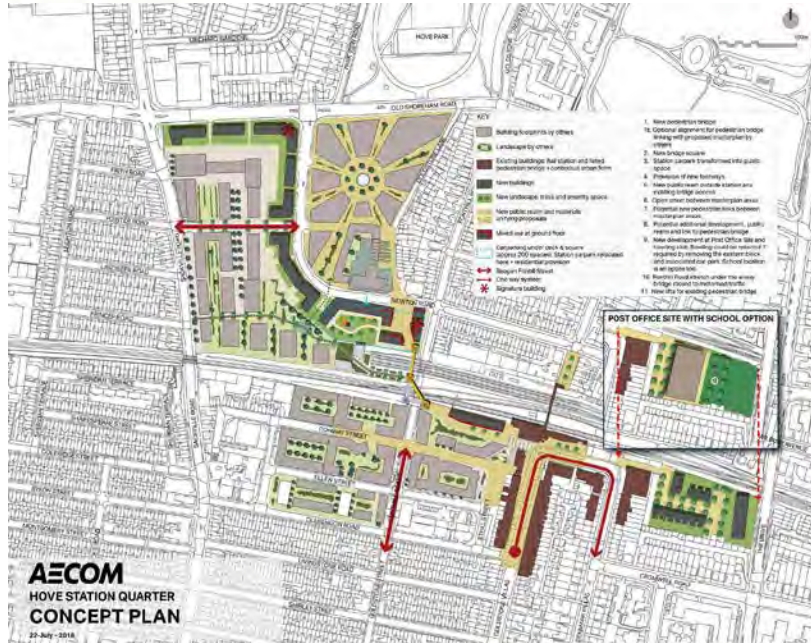
Hove Station is the centre of the new Hove Station Quarter and should be easily accessible from all parts of the surrounding area.



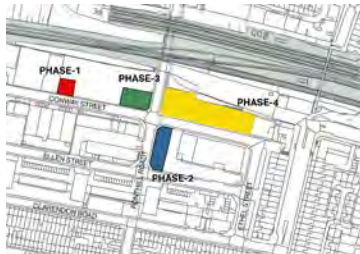
Environmental Improvements, breakout areas, pocket parks and attractively designed and safe links across the area will be key to a successful development of the area.



# HOVE station NEIGHBOURHOOD FORUM



A concept plan for Hove Station Quarter including proposals in 2015-17 for the areas north and south of the railway.



An indication of first steps of phased redevelopment of the Bus Station

Govia is planning to reorganise their bus garage to improve office and staff facilities and to reorganise bus standing areas. This would be the first steps in a wider reorganisation of the bus garage to free up the area east of Fonthill Road, north of Conway Street.

The Concept Plan contains a number of detailed suggestions and alternatives which are described in more detail below.

## 1. Linkages / Movement:

Principles:



For pedestrians and cyclists good linkages need to be provided across the area and to Hove station.

- The access to the station via the footbridge(s) needs to be made accessible for example to people with prams or in wheelchairs.
- Car based travel should be possible across the area but at low speeds. The approach to achieve this could include shared surfaces and pinch points that discourage rat runs. Considerations should be given to achieve speeds below 20mph through the area for example by shared surfaces or possibly small sections of private roads, where speeds can be set below 20mph.
- Surrounding residential roads will also need to be the subject of traffic calming measures to avoid undue traffic pressure arising from new development
- Pedestrian / Cycling links across area: access to station including footbridge(s)

#### Projects

The following projects are shown in the concept plan:

For pedestrian and cycle based movement a number of connections across or from the railway will require improvements or will need to be added:

- The upgrade or rebuild of the existing Hove station footbridge to accessible standard.
- Pedestrian and cycle access route from Hove station through to Hove Park
- A new footbridge across the railway to the current station car park as shown on the concept plan and / or
- A refurbishment of Fonthill Road railway bridge encompassing a widening of the pavements on either side.
- A wide sweep of steps from the station area down to the Conway street area
- The continuation of the segregated cycleway along Old Shoreham Road;
- Provision of missing footway provisions such as by the petrol station off Station Approach and provision of safe pedestrian crossing outside Hove Station for visually impaired.

For car based movement the following changes are proposed:

- The opening up of Fonthill Road / Goldstone Lane southwards to allow better permeability of the area including bus circulation following redevelopment of the bus station. (This is related to redevelopment of the areas between the high rise blocks of the Clarendon Estate);
- A link facilitating west to east movement from Sackville Road into Newtown Road
- The reduction of carriage width under the Fonthill Road railway bridge to provide wide pavements and single lane alternative movement of cars under the bridge.
- Shared surface roads along Conway Street and Goldstone Villas in the vicinity of Hove Station
- An improvement to the Sackville Road / Old Shoreham Road junction (see below)

Parking:

The concept plan suggests a rearrangement of station parking with a larger facility at the junction Newtown Road / Fonthill Road, with possible a 1-2 storey lower ground parking below a mixed use development;

In addition extensive public cycle parking especially at the station as a type of cycle hub is required.

To ensure that the area functions as intended once completed a number of management measures will need to accompany construction and the implementation of the various projects.



**Firstly: The DA6 area should be fully incorporated into one of the adjacent Controlled Parking Zones (either T, N or R) ahead of significant development coming forward.**

**Secondly: All development in the DA6 area should be essentially car-free, by which it is meant that residents will not be eligible for a Residents Parking Permit. In this way, it is intended to reduce vehicle congestion, parking pressure and create the opportunity for using the streets within the Plan area for things other than car parking. This policy does not conflict with Policy 24 which allows for a small amount of dedicated off-street parking.**

**Thirdly: Provision should be made for the Old Shoreham Road/Sackville Road junction to be reconfigured so as to allow a single stage pedestrian phase to be introduced. This may require new development at the junction to be set-back marginally to enable three running lanes in each direction (two ahead/left and one right turning lane). The footprint of any development of those plots adjacent to the junction will be constrained by this requirement.**

## ***2. Public Realm Improvements***

A wide range of public realm improvements are suggested in the concept plan: Upgrades will be needed across the area in terms of road surfacing, including the creation of shared surfacing at a number of points as set out above. Special attention will need to be focussed on the station forecourts (both station buildings) and the exit area of the station foot bridge at Hove Park Villas. Extensive street tree planting will be required as part of the developments as well as in surrounding streets to achieve a general environmental lift in the area. Improvements should include street tree planting along Goldstone Villas and Portland Road. The design of the links across the DA6 area will need to include breakout areas and pocket parks, small play areas, seating and water features and should be of highest possible standard as these features will determine the overall quality of the area.

## ***3. Community Hubs***

The concept plan for the Hove Station Quarter proposes 4 community hubs, one at the western end of Conway Street, one around Hove Station and one at the north eastern end of the area close to the Sackville Road / Old Shoreham Road Junction. A further hub is proposed near School Road at the western most part of the neighbourhood area.

Each hub will be different and respond to local needs and opportunities and intensive public involvement around the potential design of these areas can be expected. For example the area within the current Sackville Trading estate could focus around the proposed new artists workshops and a good design of the proposed square with associated facilities, street furniture, water features, public art etc; the area around Hove Station might include cycling facilities, an improved transport interchange, improvements to the footbridge and Goldstone Villas and improved facilities located in the Old Station building; the area at the western end of Conway Street could focus on involvement of various existing community facilities and the



detailed design of a pocket park. School Road hub could aim at bringing back recently lost community facilities in the area;

#### 4. Design benchmarks

Hove Station Quarter will be high density and detailed design and careful planning of green space will be of essence to ensure a high quality living standard in the area. Some of the images set out below provide some benchmarks:

Living streets and sustainable urban drainage:



Inspired street-scape:



Greening a high density area

## HOVE station NEIGHBOURHOOD FORUM



### **5. Implementation**

Hove Station Neighbourhood Forum will Work with local residents and businesses, land owners and developers and the council to bring about the phased comprehensive redevelopment of the area known as DA6 to create a new Hove Station Quarter.

To implement the various projects needed to tie together the area and create a functioning urban quarter additional funding will be needed. Some of this will come from developer contribution, but the Forum realises that there will also need to be contributions from public funding such as regional funds to complete the necessary infrastructure improvements.

In addition it will be critical for the council to actively participate and leverage its assets in the area to enable the changes to take place.

Creating a functioning and integrated area, both south and north of the railway will require substantial funding spent on the public realm, the costs of which need to be shared by all for the benefit of all



## **Section 6 A High level Assessment of Transport Implications**



## Section 7: What should the City Council do?

This plan is put forward by the Hove Station Neighbourhood Forum. Its main aim is to help bring about a transformation of the area around Hove Station into a new city quarter – Hove Station Quarter. The policies and proposals for implementation are based on lengthy and detailed discussions over several years with local residents, businesses, land owners and developers. The Forum has engaged with the City Council, which has a number of roles, as planning authority, as Housing Authority, as Education Authority, as Highways Authority and of course as land owner.

For the plans to succeed all parties will need to work together and the council holds several keys to a successful implementation of the plans.

- As the planning authority, the council will need to agree that the Neighbourhood plan is in conformity with the City Plan. It then will need to consider the policies in the neighbourhood plan when determining planning applications and use its influence to help implement the various aspects of the plan.
- It will need to help in attracting regional funds for those parts of necessary infrastructure improvements that cannot be funded by developer contributions and that are necessary to unlock the development potential in the area.
- As a land owner it will need to be proactive in terms of bringing its own land holdings forward into the development process and cooperate with the major land owners in the area to bring about successful developments.
- As the housing authority it will need to explore how their existing estate in the area can be best improved and how new models of genuinely affordable homes can be achieved in the area.
- As a highways authority it should help finalise the proposals for linkages and smooth movement for pedestrians, cyclists and cars through the area. It also should designate DA6 as a central zone for the purposes of car parking and a number of other transport and parking related measures. For example the plan suggests a central parking facility for local business and residents that can also accommodate commuter car parking and the Forum will need active help to develop this idea.
- As a planning authority to assist us in developing the master plan for the area.
- To ensure that the communication with various partners works efficiently, the Forum believes that there needs to be a Development Board, where the Council speaks with one voice.



## **Annex 1: City Plan policies relevant to the Hove Station Neighbourhood Plan**

To discuss length – current version 35 pages long – complete once final version of City Plan, Part I, is available

[Available as separate document????](#)



## Annex 2: Small Area Statistics

### Community Profile Key Statistics - Census 2011

		HSN Area		Brighton & Hove	
		People	%	People	%
People	<b>Population</b>	<b>12,318</b>		<b>273,369</b>	
	Female	6,172	50%	139,418	51%
	Male	6,146	50%	133,951	49%
Age	0 – 17	2,199	18%	44,345	16%
	18 – 64	8,858	72%	193,332	71%
	65 and over	1,261	10%	35,692	13%
Ethnicity	White	10,823	88%	243,512	89%
	Non-white	1,495	12%	29,857	11%
<b>Residents 16-74</b>		<b>9,601</b>		<b>210,792</b>	
Economic Activity	Full-Time working	4,377	46%	75,999	36%
	Part-Time working	1,180	12%	27,492	13%
	Self-employed	1,344	14%	27,241	13%
	Retired	676	7%	19,625	9%
	Unemployed	386	4%	7,818	4%
	Sickness / disability	447	5%	8,813	4%
	Looking after home / family	328	3%	7,249	3%
	Student	679	7%	32,870	16%
	Other	184	2%	3,685	2%
Housing Tenure	<b>Households</b>	<b>6,108</b>		<b>121,540</b>	
	Owned	2,926	48%	64,790	53%
	Shared ownership	36	1%	1,045	1%
	Social rented	584	10%	18,187	15%
	Private rented	2,489	41%	35,959	30%
	Living rent free	73	1%	1,559	1%
Car & Van Ownership	No cars or vans in household	2,459	40%	46,415	38%
	1 car or van in household	2,911	48%	51,727	43%
	2 cars or vans in household	658	11%	19,078	16%
	3 cars or vans in household	68	1%	3,294	3%
	4 or more cars or vans in household	12	0%	1,026	1%

Table 1: Key Statistics [Source: ONS]

The table below details further statistics of interest for the Hove Station Neighbourhood Area

		HSN Area	
		People	%
<b>Method of Travel to Work</b>	<b>Residents 16-74</b>	<b>7,079</b>	
	Work from home	487	7%
	Public transport	2,164	31%
	Motorbike	37	1%
	Driving a car	2,312	33%
	Passenger in a car	192	3%
	Bicycle	448	6%
	On foot	1,368	19%
	Other	71	1%
<b>Distance Travelled to Work</b>	Less than 2km	1,464	21%
	2km to less than 5km	1,764	25%
	5km to less than 10km	334	5%
	10km to less than 20km	580	8%
	20km to less than 60km	643	9%
	60km and over	889	13%
	Works from home	784	11%
	Other	621	9%
<b>Household Deprivation</b>	<b>Households</b>	<b>6,108</b>	
	Household is not deprived in any dimension	2,885	47%
	Household is deprived in 1 dimension	1,808	30%
	Household is deprived in 2 dimensions	1,024	17%
	Household is deprived in 3 dimensions	338	6%
	Household is deprived in 4 dimensions	53	1%
<b>Health Problem or Disability</b>	<b>Population</b>	<b>12,318</b>	
	Day-to-day activities limited a lot	883	7%
	Day-to-day activities limited a little	969	8%
	Day-to-day activities not limited	10,466	85%
<b>Language</b>	<b>Residents 3 and over</b>	<b>11,724</b>	
	English / UK language	10,513	90%
	French	58	0.49%
	Portuguese	39	0.33%
	Spanish	100	1%
	Other European Language	485	4%
	Russian	40	0.34%
	Turkish	28	0.24%
	Arabic	158	1%



	Asian Language	243	2%
	African Language	43	0.37%
	Sign Language	13	0.11%
	Other Languages	4	0.03%
	<b>Residents 16 and over</b>	<b>10,281</b>	
<b>All Qualifications held</b>	No qualifications	1,308	13%
	5+ GCSEs or equivalent	5,041	49%
	2+ A Levels or equivalent	3,709	36%
	Degree	3,834	37%
	Professional qualifications	1,939	19%
	Apprenticeship	309	3%
	NVQs	3,608	35%
	Other	5,414	53%

HL and MG 16 October 2017