


# HAILSHAM NEIGHBOURHOOD PLAN

**HAILSHAM NEIGHBOURHOOD PLAN**
**REFERENDUM VERSION**
**MARCH 2020**

**HAILSHAM TOWN COUNCIL**

*When the Monks came up from old Marshfoot,*
*Each man to ring his bell.*
*And they rang with zeal, and rang with skill,*
*And they rang the changes well.*

*And the Monks would listen to Michelham Tower,*
*For those bells were of good renown.*
*And few there were that could compare,*
*With Saint Mary's of Haylesham Town.*

The PLANNING AWARDS 2018
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FINALIST

The Hailsham Neighbourhood Plan was shortlisted in the Neighbourhood Planning category at the 2018 Planning Awards

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Hailsham Neighbourhood Plan
Referendum version: March 2020

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The Hailsham Town Crest includes a ball of twine and rope 'dolly', representing the rope making industry in the town. This neighbourhood plan includes a series of entwined rope images, reflecting this period in the town's history.

Note: This document has been formatted for double-sided printing. This explains any blank pages between chapters.

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**Dedication to Councillor Glenn Moore**

The Neighbourhood Planning Committee dedicates this Plan in Memory of Cllr Glenn Moore whose sole purpose for having a Plan in place was to "Make Good" for the residents of Hailsham. His planning knowledge and expertise was invaluable to ensure our Plan is fit for purpose.

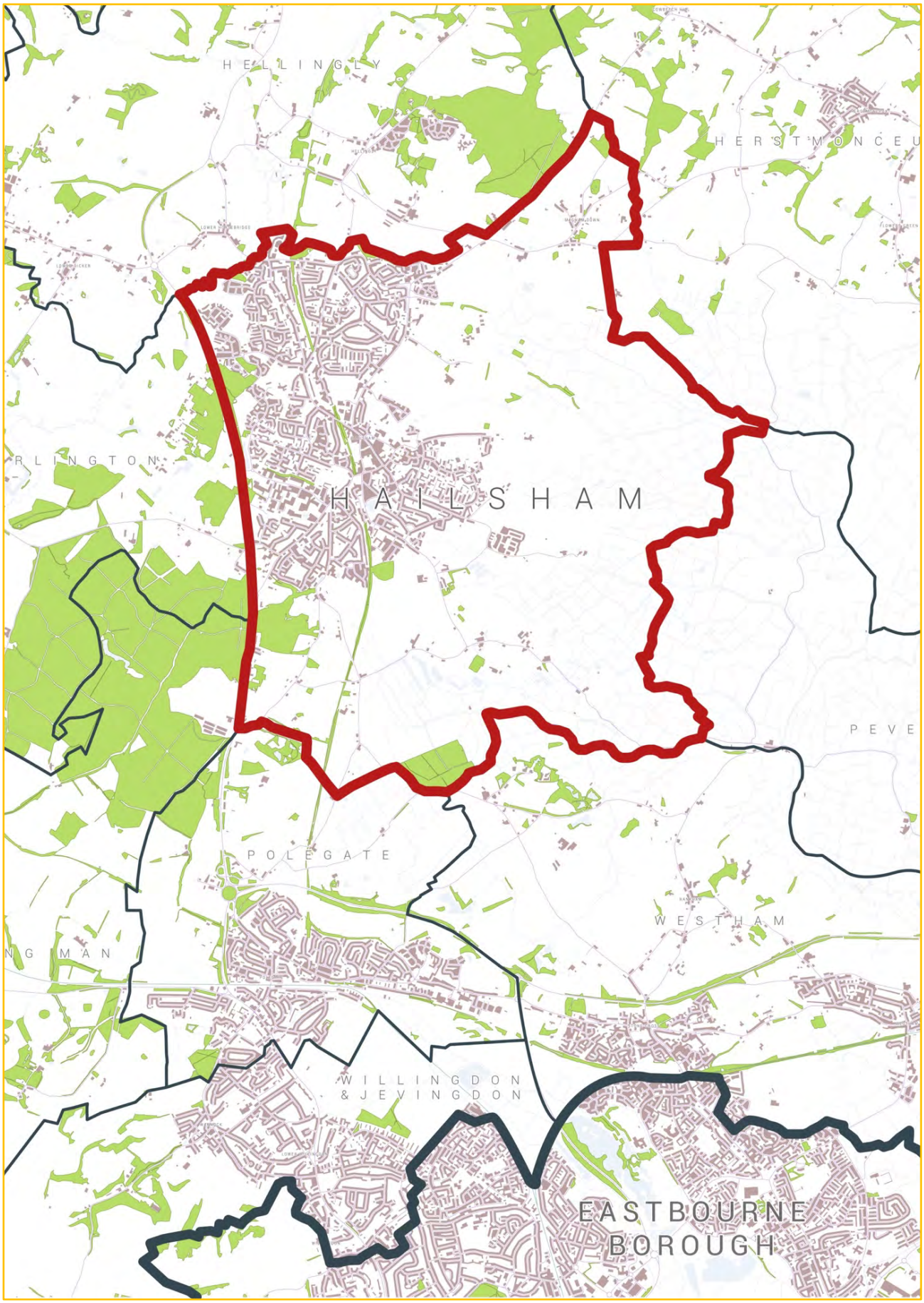



*Figure 1: The Hailsham Neighbourhood Plan area, which follows the Town Council boundary*

# 1. Introduction



## 1.1: A plan for Hailsham

This is the referendum version Hailsham Neighbourhood Plan. It covers the town and parish of Hailsham, as illustrated in Figure 1. It sets out the local community's aspirations for Hailsham over the period to 2028[1] and establishes policies in relation to land use and development. These are policies that will influence future planning applications and decisions in the area. But the Neighbourhood Plan is much more than this. It represents the community's manifesto for the area, bringing together more than just traditional planning matters.

The purpose of neighbourhood planning is to give local people and businesses a much greater say in how the places they live and work should change and develop over time. Neighbourhood planning is designed to give local people a very real voice in deciding the look and feel of an area, from determining the location of shops, offices and schools for example, to identifying sites and development standards for new housing.

The Neighbourhood Plan for Hailsham is helping to bring residents and businesses together as a stronger, more inclusive community. The Town Council has spoken to many people through the process of making this Plan and has real pride in the way the community has come together. It is clear that the community is passionate about Hailsham and the Town Council hopes the Neighbourhood Plan will influence change that makes it a better place to live, grow up, work and do businesses.

This Plan has been informed by consultation with the community on the issues and opportunities in the area, a vision for the future of Hailsham and policy ideas for getting there. A draft version of the Plan was also subject to a formal eight-week consultation period (Regulation 14). Comments and responses received through that process, from residents, businesses, statutory consultees and others, were reviewed and informed the submission version of the Plan, which was subject to independent examination. The Examiner recommended that the Plan proceed to referendum, stating:

*"Overall **this is a hugely impressive neighbourhood plan** which seeks to fundamentally influence the way that new development is developed. It strives to deliver high quality places, based on a clear strategy of ensuring connectivity and high-quality design. I commend the Town Council for the ambition and the clarity of purpose that it has shown. The plan document itself is fit for purpose, is well laid out, can be read easily and makes good use of illustrations and photographs… Generally, the document is Hailsham specific, having locally distinct policies which are based on evidence and a sound understanding of the existing character of the town. It draws upon good urban design principles and how they contribute to place making."*

[1] This timeframe was set to align with the Wealden District Local Plan that was being prepared at the same time as this Neighbourhood Plan but which has since been withdrawn from examination. The Neighbourhood Plan however makes use of the evidence prepared in support of the Local Plan and it is thus considered an appropriate timeframe for Plan-making purposes.

## 1.2: Structure of the plan

Following this introduction the Plan comprises thirteen further sections. These are:

- Section 2: 'Hailsham Today', presents an overview of the area covered by the Neighbourhood Plan, what the adopted Development Plan and the emerging Wealden Local Plan says about it, key issues and comments raised during consultation.

- Section 3: 'Hailsham Tomorrow', presents the vision and objectives for Hailsham, as well as overarching principles guiding sustainable development.

- Sections 4 – 12: These sections present the policies, associated projects and ambitions for Hailsham. These are presented along the following lines:

    - Part A: Policies, projects and ambitions related to the Neighbourhood Plan area as a whole and covering matters such as design quality, green space and transport.
    - Part B: Policies, projects and ambitions relating to areas of potential future growth around Hailsham.
    - Part C: Policies, projects and ambitions relating to the town centre.

- Section 13: 'Community Infrastructure Levy', outlining the approach to spending of monies received by the Town Council through the Community Infrastructure Levy payable by developers.

- Section 14: 'Next steps' outlines the current stage in the plan making process, and what the future steps are.

Within Sections 4 – 12 each topic area includes some introductory and explanatory text followed by one or both of the following:

***Policy Box***

The Neighbourhood Plan establishes land use and development management policies for Hailsham. These are contained in policy boxes, like this one.

***Projects / Aspirations Box***

The Neighbourhood Plan covers more than just traditional planning matters as it presents the community's vision for the area. Items that the community are seeking, but that cannot be delivered through planning policy, are identified and contained in project / aspiration boxes, like this one.

**It is important that the Plan is read as a whole. All policies should be viewed together and not in isolation in the preparation and consideration of planning applications.**

## 1.3: Who has prepared the plan?

The Localism Act 2011[2] gave communities the power to develop neighbourhood plans, to be progressed by Town and Parish Councils or neighbourhood forums as opposed to the local authority.

Work on this Plan has been led by Hailsham Town Council who established a committee of Council members and interested residents to consult upon and develop the Plan.

Through work on the Plan the committee endeavoured to engage, enthuse and energise Hailsham residents and the wider community, including businesses and other stakeholders and organisations, to have their say on the town's future and help shape the Neighbourhood Plan.

## 1.4: What is in the neighbourhood plan?

Neighbourhood Plans can take many different shapes and forms. They can set out detailed policies and allocate sites for development, they can present generic principles for an area and they can focus on a particular theme or issue. There is no prescribed format.

Based upon the work undertaken, including the engagement and consultation exercises, we think there are opportunities in Hailsham to influence the quality of future development, to improve the look and feel of the town centre, the shops and services within it, to enhance the quality of green spaces, access and movement around the town. Locally specific policies and proposals in the Neighbourhood Plan will influence the nature of future change.

## 1.5: What is not in the neighbourhood plan?

Existing planning policy for the area is set out through a combination of national planning policies (see the National Planning Policy Framework: NPPF[3]) and the Wealden Local Plan[4].

These provide strategic policy directions, including the number of new homes that need to be provided over the plan period, and where. Where a particular issue or subject is not covered in the Neighbourhood Plan, the NPPF and Wealden District Council's Local Plan will provide the policy framework for shaping and determining planning applications.

It is important to note that this Neighbourhood Plan does not allocate sites for new development. Rather, it is Wealden District Council as Local Planning Authority who identify locations for growth in and around Hailsham through their Local Plan. It is a requirement of legislation that the Neighbourhood Plan conforms with the Local Plan. The adopted Core Strategy identifies land for growth to the north and east of Hailsham. The replacement Local Plan (now withdrawn) and evidence underpinning this suggested that further growth and development will take place around Hailsham in the future. The Town Council has taken the pragmatic view that if change is to happen, then the Neighbourhood Plan is the vehicle for shaping this such that it is done in the 'right way' and brings benefits to the Hailsham. The Neighbourhood Plan is very much an opportunity, not a threat, and fleshes out how future change should come forward to benefit Hailsham as a whole.

[2] http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted

[3] https://www.gov.uk/government/publications/national-planning-policy-framework--2

[4] The current 'Development Plan' comprises the Core Strategy (2013), saved Local Plan policies (1998), the Affordable Housing Delivery Local Plan (2016) and the East Sussex County Council Waste and Minerals Plan (2017). A revised Wealden Local Plan was submitted for examination purposes in January 2019 and subsequently withdrawn.

## 1.6: What is the process for preparing the Neighbourhood Plan?

There are a number of stages involved in preparing a Neighbourhood Plan. Broadly, they include:

a) Initial consultation to identify issues, concerns and areas of focus for the Neighbourhood Plan.
b) Collection of 'evidence' on the issues and potential options, ideas and strategies to be progressed through the Plan.
c) Production of and consultation on emerging policy ideas.
d) Drafting of and consultation on a preferred strategy for the Neighbourhood Plan.
e) Review of the Neighbourhood Plan to see whether it is general conformity with the strategic objectives of the development plan and prepare a version for pre-submission consultation
f) Submit and test the Neighbourhood Plan through an independent examination process.
g) Subjecting the Neighbourhood Plan to a local referendum.
h) Adopting ('making') the Neighbourhood Plan as a policy document – if more than 50% of people vote 'yes' at the referendum.

More information on the neighbourhood planning process can be found on the MHCLG website[5].

This Plan has been subject to examination and is now at the referendum stage.

If the Plan is successfully 'made' the Town Council will monitor the effectiveness of the policies and use of CIL funds to deliver projects identified in the Plan. In time, updates to the Plan may be consulted upon to ensure that it remains up to date and relevant. This includes a commitment to reviewing the Plan and updating it as necessary as and when a new Wealden Local Plan is adopted.

[5] https://www.gov.uk/guidance/neighbourhood-planning--2

# 2. Hailsham Today



## 2.1: The study area

Hailsham is the largest of the five main towns within Wealden District. It sits amongst the lowland forests and marshes of the Sussex Weald and is a gateway to the South Downs National Park. Hailsham is a market town – its charter was granted in 1252 – and its history can be traced back to the Domesday Book. The Parish has a population of about 24,600 people, the majority of whom live in the town. The town has experienced significant expansion since 1945.

The town's traditional industry was in rope making. Today, industrial areas at Diplocks Way and Station Road, as well as commercial premises in the town centre, comprise the main areas of employment in the town.

The town is located approximately 5km north of Polegate and 15km north of Eastbourne, which is the nearest large town. These towns were previously connected to each other by rail, though the route through Hailsham was removed as a result of the Beeching report. In its place is now the Cuckoo Trail: a green walking and cycle route running north south through Hailsham. Main road connections to and from the town comprise the A22 and A27.

Close to the town is the Pevensey Levels: a low-lying wetland of national and international conservation importance. It is designated as a Site of Special Scientific Interest, a Ramsar Site, and Special Area of Conservation. It comprises an extensive drainage network and is vulnerable to the effects of climate change and eutrophication. The environment of the Pevensey Levels needs careful management.

The following issues have been identified through a combination of the consultation exercises, analysis and research undertaken to underpin the Neighbourhood Plan:

- Historically poor quality large scale developments which have failed to create locally distinctive places or enrich the existing built heritage of the town.
- Lack of comprehensive cycling and pedestrian infrastructure, with high dependence on private car journeys.
- No train station and poor access via public transport to national train services at Polegate across the town, acting as a barrier to residents to accessing employment, education, services and facilities.
- A deficit of high quality, attractive public green space provision in some urban areas of Hailsham.
- Under provision of retail and commercial space to meet the needs of local businesses, or attract sustained inward investment from national high-street retailers.
- Lack of leisure and recreational facilities which are well connected or responsive to local need/demand.
- Underinvestment in key services and infrastructure.
- Higher than average long-term health conditions and areas of social deprivation within Hailsham.
- Meeting the needs of an ageing population.

Figure 2 summarises some of the key challenges for the Neighbourhood Plan.

**24,647:**

Population of Hailsham Parish
(source: ONS mid-year estimates, 2014)

**+15.7%:**

Anticipated population growth across Wealden District 2013 - 2028
(source: ONS mid-year estimates, 2014)

**2,945:**

Number of homes to be delivered across Hailsham over the period of the Core Strategy (2006-2027)

Note: the now withdrawn replacement Local Plan set a housing figure of 3,521 new homes for Hailsham up to 2028.

The majority of people in employment in Hailsham travel to work by car or van
(source: Census, 2011)

**5km:**

There is no train station in Hailsham. The nearest station is in Polegate, which is 5km away as the crow flies.
(source: measured using Google maps)

**90%:**

Percentage of all shoppers in the town centre use the supermarkets
(source: Hailsham Residents Survey, 2016)

**63%:**

Percentage of respondents to the Hailsham residents survey who said the mix of town centre shops, banks, restaurants and other services was not sufficient
(source: Hailsham Residents Survey, 2016)

**7:**

There are 1,085* car parking spaces in Hailsham Town Centre. The land occupied by these spaces is equivalent to the size of seven football pitches.
(source: ESCC Parking Survey, 2017)

**29:**

Number of listed buildings in Hailsham Town Centre
(source: Historic England)

The condition of the Pevensey Levels SAC, Ramsar Site, NNR and SSSI is considered to be poor, but improving
(source: Natural England, 2017)

**2-3:**

Building heights across Hailsham are generally in the order of two to three storeys
(source: EMU analytics, 2017)

The northern part of Hailsham is deficient in neighbourhood scale accessible natural green space.
(source: Wealden Green Infrastructure Study, May 2017)

The proportion of people in "very good health" in Hailsham is lower than that across Wealden District and the wider south East region as a whole
(source: Census, 2011)

* Number of parking spaces includes those at Tesco and Asda

*Figure 2: Hailsham facts and figures*

## 2.2: The Local Plan

*"The Wealden Plan's proposals for the scale of urban expansion in Hailsham has been debated at great length by the Town Council. The consensus has come down on the side of pragmatism, and this Council has in its response, presented an argument that whatever level of development is allocated to Hailsham, it can only come if the full requisite level of supporting infrastructure is delivered alongside it."*
Cllr Glenn Moore – Chair, Neighbourhood Planning Committee

The neighbourhood planning regulations state that, for neighbourhood plans to be 'made', they must demonstrate how they satisfy what are called the 'basic conditions'. These include being in general conformity with the strategic objectives of the Local Plan. For Hailsham, the Local Plan is that prepared by Wealden District Council[6].

The current Local Plan for Wealden ('The Core Strategy') was approved by full council in November 2012 and formally adopted in February 2013. It covers the period 2013 to 2027. The production of the Core Strategy and the evidence underpinning it were effectively prepared before publication of the NPPF (in 2012).

The Inspector who examined the Core Strategy recommended that it be adopted subject to making a number of modifications, including the introduction of a clear commitment to commencing an early review of the Core Strategy. That review was being undertaken by Wealden Council at the same time as this Neighbourhood Plan was being prepared. However, the new Local Plan was withdrawn from examination in February 2020. Additionally, work by Wealden Council on the Strategic Sites identified in the Core Strategy was submitted for examination in 2014 and eventually withdrawn in 2015, with the District Council instead deciding to progress with work on the new Local Plan. Given that the new Local Plan has been withdrawn the 2013 Core Strategy, plus those policies 'saved' from the previous Wealden Local Plan adopted in 1998 are used for determining planning applications. A non-statutory Local Plan was prepared by Wealden District Council in 2005 but this carries little weight. <u>This means that the current Local Plan policy framework for Hailsham is limited. It is thus essential to have a new Plan in place to steer development and investment in Hailsham.</u>

The Neighbourhood Plan refers as appropriate to existing policy. It has also made use of the evidence base prepared to inform work on the recent Local Plan review. It thus seeks to present a 'future-proofed' strategy for Hailsham.

The adopted Core Strategy identifies land to the north and north east of Hailsham for growth and development (See Appendix A) The now withdrawn Local Plan, which covered the period up to 2028, had set ambitious growth targets for Hailsham, including around 3,521 new homes, of which approximately 2,720 were to be delivered on growth sites on the periphery of the town[7]. These include those sites in the adopted Core Strategy, as well as additional sites to the east and south of the existing built-up area. Growth to the north of Hailsham falls outside the Parish boundary, and thus the Neighbourhood Plan area. Although the Neighbourhood Plan cannot directly establish policies for this area it is important to consider the implication of this area as it directly abuts and thus impacts upon the town.

[6] see http://www.wealden.gov.uk/Wealden/Residents/Planning_and_Building_Control/Planning_Policy/Wealden_Local_Plan/Wealden_Local_Plan_Submission_Library.aspx

[7] Following withdrawal of the Local Plan these figures are, at the time of writing, subject to future change.

The now withdrawn Local Plan also recognised the potential for windfall development to come forward across Hailsham on sites within the built-up area. Policy WLP7 of the now withdrawn Local Plan made allowance for 300 new homes within the town centre on windfall sites and a further 501 new homes elsewhere within the Hailsham development boundary (which includes some land outside the Neighbourhood Plan area).

Although the Local Plan has now been withdrawn, it does indicate the likely direction of travel and a clear need for new growth and development in and around Hailsham.

This Neighbourhood Plan does not seek to provide a development and growth figure for Hailsham, nor does it seek to identify sites or allocate land for development. Rather, it accepts as its starting point that some form of development will take place in the future and that it is important that this is done in the right way to bring as many benefits to Hailsham as possible. The Neighbourhood Plan thus seeks to establish place-based principles and policies to ensure that development comes forward in such a way that helps to create successful places.

Both the existing Core Strategy and the now withdrawn Local Plan are, quite rightly, concerned with the impact of development in the district on the Ashdown Forest (to the north of Wealden), and the Pevensey Levels, immediately to the south and east of Hailsham. Associated with this are concerns about infrastructure delivery and, in particular, provision of waste water treatment works to serve the proposed scale of growth in Hailsham. If this infrastructure cannot be delivered Wealden District Council note that this is likely to trigger further reviews of the Local Plan.

Given the current status of the Local Plan, this Neighbourhood Plan includes some policies and principles that might otherwise be included in the Local Plan. This is to avoid a gap in policy for Hailsham.

## 2.3: What you told us

The consultation exercises undertaken at the outset of the Neighbourhood Plan process identified a range of issues of importance for addressing in the Neighbourhood Plan. In particular:

- It is clear that residents consider that investment in infrastructure provision, particularly in regard to **traffic management and improved public transport connections to rail services at Polegate**, must be a priority.

- Clear support was expressed for **enhancing the Cuckoo Trail and general non-car based connectivity across Hailsham**, linking communities to one another and to the surrounding countryside.

- A strong preference for **promoting higher quality design** which protects and enhances Hailsham's built character has been expressed through consultation responses.

- **Improvements should be made to the town centre**, which are sympathetic to the historic fabric of the town, but which also provide greater employment opportunities alongside an enhanced retail offer including a higher proportion of independent shops, a larger market selling local produce and more national high-street retailers.[8]

Although not all of these are 'land-use planning policies', they do represent the community's manifesto for the area and are embedded in this Neighbourhood Plan through a combination of the vision, objectives, overarching principles for sustainable development, policies and supporting projects. These are captured in the remainder of the Neighbourhood Plan.

For the purposes of clarity, Neighbourhood Planning policies are shaded in orange coloured boxes. Supporting projects which present the wider aspirations of the community, and which include priorities for directing CIL monies, are shaded in blue coloured boxes.

[8] Consultation undertaken by Hailsham Forward in 2013, which focused on the town centre, had similar findings.

*“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”*

Jane Jacobs

# 3. Hailsham Tomorrow



This section of the Neighbourhood Plan sets out the vision and objectives for the Plan area. It has been informed and tested through consultation and establishes the community's aspirations for the future of Hailsham. It is supplemented by a discussion of the overarching principles that will help guide sustainable development over the Plan period.

## 3.1: Vision

*By 2028[9] Hailsham will be recognised as a destination for leisure, shopping & culture. It will have embraced and harnessed its growth potential and benefitted from the necessary infrastructure to support and retain its strong sense of community, civic pride and social wellbeing. Hailsham will be established as a balanced, well-proportioned and prosperous town offering its residents a high quality of life.*

*The town centre will be an appealing and pleasant retail and leisure destination which attracts visitors from far and wide (many via public transport from rail services at Polegate) into the unique historic market town served by modern and desirable facilities and amenities. Growth will deliver excellent schooling choices and new further education opportunities, good medical provision and care services.*

*An improved core retail area will support a diverse mix of independent and national shops and businesses bringing with it strong employment prospects for the town. A network of enhanced and connected green spaces, centred around the cuckoo trail will support an active and healthy community. The wetlands remain an asset of recreation and well-being for the community of Hailsham. Together with improvements to pedestrian and cycling links across the town, Hailsham residents will benefit from a safe and healthier alternative to car-based travel.*

Key features of the vision are:

- Making Hailsham an attractive destination for leisure, shopping & culture
- Creating a connected and expanded mixed retail area
- Improved non-motorised transportation
- Connected green spaces for a healthy community

[9] The timeframe is aligned with the review of the Local Plan that was being undertaken in parallel to production of this Neighbourhood Plan.

## 3.2: Objectives

The objectives following from the vision are:

1. Development delivers the necessary facilities and infrastructure in accessible locations for existing and new communities alike.
2. Existing pedestrian and cycling routes are preserved and enhanced. The Cuckoo Trail will be improved as a multi-functional route for tourism, travel and recreation, further linking Hailsham to its surrounding communities.
3. New developments will create well connected, attractive cycling and pedestrian routes, providing seamless integration with the existing urban areas and public green spaces to encourage a reduction in car based travel.
4. Existing habitats and green infrastructure networks are protected and enhanced through sensitive development to encourage local habitat improvement and creation.
5. The character and setting of Hailsham's conservation area, statutory listed buildings and locally listed buildings are protected by fostering a high-quality design approach which promotes design innovation and reinforces the distinct local character areas of Hailsham.
6. Improve local air quality and provide reductions in carbon emissions by supporting local renewable energy generation.
7. Encourage the appropriate re-development of previously developed land to help meet housing need and encourage the regeneration of Hailsham Town Centre.
8. Protect and encourage the development of retail and commercial spaces which meet identified local need, to support new and existing small businesses and local retailers whilst also attracting inward investment into Hailsham.
9. Support existing retailers in Hailsham and encourage a diversification of the retail and leisure offers in the town to attract new shoppers and visitors.

The policies, and projects, within this Neighbourhood Plan intend to deliver on these objectives.

The next section of the Neighbourhood Plan outlines a set of overarching principles which have been developed to respond to the key issues identified from the community engagement and consultation and will form an important role in the delivery of the vision.

## 3.3.: Overarching Principles

***Making Hailsham a great place:***

This Neighbourhood Plan is forward looking. It embodies the principles of sustainable development and it seeks to direct and shape growth and change such that it enhances quality of life and place for current and future generations: such that Hailsham becomes a really great place. This means looking at the way the town as a whole works and learning from development that has and has not worked well in Hailsham.

The benefits of 'great places' are illustrated in Figure 3. It is clear that accessibility (for all people, of all ages, incomes and abilities), provision of a wide range of services and activities, and proximity to these and other people, as well as good design and a mix of uses, is central to the creation of successful places.

The Neighbourhood Plan has been influenced by sustainability credentials established through LEED[10], particularly those within the Neighbourhood Pattern and Design section of the 'Neighborhood Development' (ND) reference guide[11], which is intended to help inform well planned development and approaches to the design and layout of new places as well as the regeneration of areas. Although originating in the US, LEED is recognised globally as the standard to adhere to when seeking to demonstrate resource efficient development and creation of sustainable places. The ND reference guide emphasises, amongst other items, the importance of walking and cycle friendly places, good public transport provision and mixed-use development with the provision of community facilities which integrate well within neighbourhoods.




*Figure 3: The benefits of a great place[12]*

[10] LEED, standing for Leadership in Environmental and Energy Design, is a certification programme developed by the US Green Building Council (USGBC). The Neighborhood Development rating system was developed in conjunction with The Congress for New Urbanism and the Natural Resources Defense Council.

[11] USGBC et al, LEED 2009 for neighborhood development with global alternative compliance paths, Updated October 2010

[12] Graphic sourced and adapted from the PPS Group. See: https://www.pps.org/a-thriving-future-of-places-placemaking-as-the-new-urban-agenda/

***Hailsham; The ten-minute town:***

Hailsham is a relatively compact town. All everyday uses are within a five to ten-minute walk, cycle, or bus journey of the home. But current infrastructure provision does not support travel by these modes. The design of roads and streets is unbalanced and weighed heavily in favour of travel by car. The town currently suffers from traffic problems. If the status-quo is maintained this will only worsen as more development comes forward. Through growth, development and change over the next twenty years and beyond, it is important that this changes.

A key aspiration is for Hailsham to truly be the 'ten-minute' town (Figure 4), where people of all ages and abilities can easily access the services they need, including schools, healthcare, shops, leisure and cultural activities. But more than this, the town should change and develop in such a way that social networks are strengthened, that people can easily meet their friends and family, that the mix of housing provides for cohesive communities, and that people can work close to home.




*Figure 4: The ten-minute town*

***Re-balancing movement and land-use planning:***

To help move in this direction it is important to re-think the quality of streets and spaces in the town. The town is relatively flat and suitable for cycling, but cycling provision, beyond the Cuckoo Trail, is limited. New routes and connections are needed, that provide for direct links between the places people want to travel to and which, more importantly, are safe. Space for cycling should be made available on the main routes in and around the town, and safe crossings provided at junctions to avoid conflicts between vehicles and cyclists.

Walking and cycling can and should be the default choice for moving around in Hailsham. It is an aspiration that short trips, by foot and by bike, will become more common. This is good for the environment, for health and social well-being[13], and for the economy[14]. For longer distances, or for those who struggle to walk or cycle, then bus services should provide an attractive proposition. This means providing frequent services and good waiting facilities, coupled with junction priority and good quality vehicles, providing both comfort and the ability to use Wi-Fi. Travel by foot, by bike or by bus should be a delight. Good public transport supports a good walking and cycling network and should form the backbone of the movement strategy for the town.

But this needs to go hand-in-hand with changes to the way we currently use the car. The cycle of car dependency (Figure 5) needs breaking. Providing more road space and plentiful car parking simply encourages demand, creating additional traffic and supporting the growth of lower density development that is dependent on car movement. Whilst it is accepted that people will continue to travel by car, the Neighbourhood Plan aims to create the conditions that encourage safe, attractive and efficient travel by alternative modes, and which provide people with the choice and opportunity to travel by foot, bike or public transport: a choice that doesn't fully exist at the moment. Indeed, providing for good walking and cycling conditions, and improved public transport services, helps reduce congestion[15] and carbon emissions from vehicles, bringing environmental benefits.

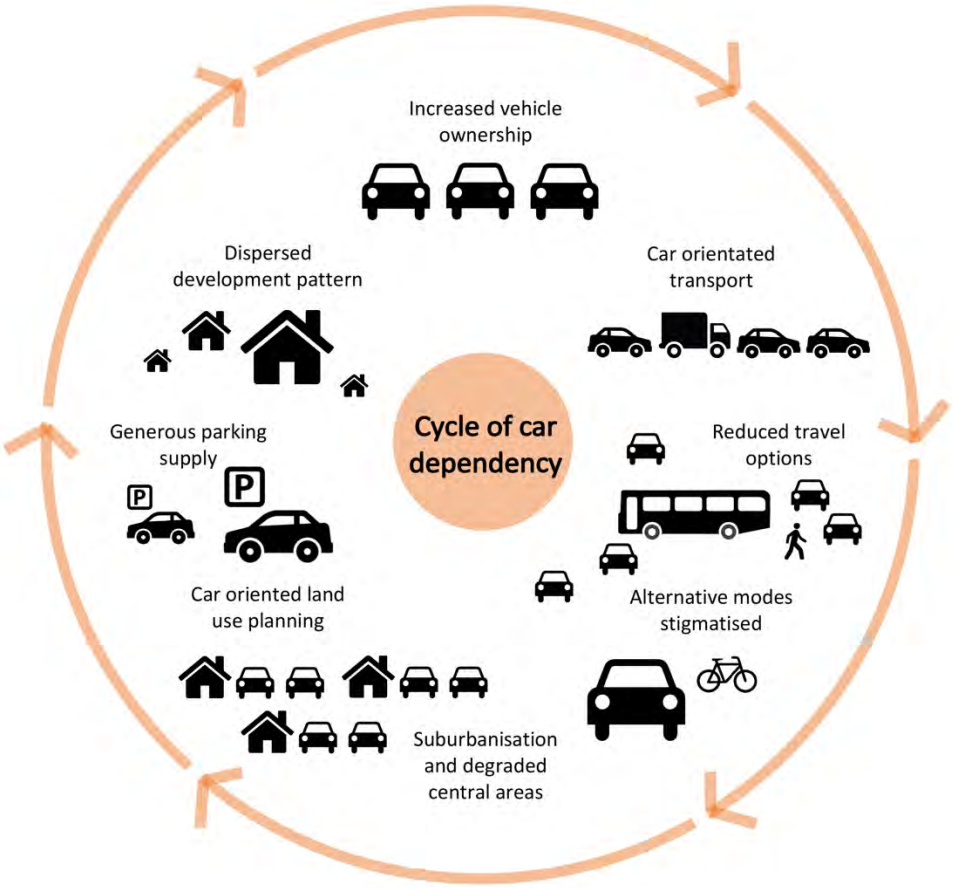



*Figure 5: The cycle of car dependency*

[13] See for example the Healthy Streets Initiative developed by Living Streets with Transport for London. https://www.livingstreets.org.uk/what-you-can-do/blog/healthy-streets-are-cycling-and-walking-streets

[14] See for example the Health Economic Assessment Tool (HEAT) developed by the World Health Organisation (Europe) which is designed to help conduct an economic assessment of the health benefits of walking or cycling by estimating the value of reduced mortality that results from specified amounts of walking or cycling http://www.heatwalkingcycling.org. Also see, London School of Economics, The British Cycling Economy; Gross Cycling Product, 2011 http://eprints.lse.ac.uk/38063/

[15] See research by Civitas for the European Union: http://h2020-flow.eu/news/news-detail/how-walking-and-cycling-reduce-congestion-flow-quick-facts-published/

For Hailsham, land use and transport decisions must be aligned, so that new growth knits into the existing urban fabric and which provides the conditions for walking and cycling. Streets should be redesigned to recognise that they are places too, that they comprise the majority of public space in the town and should therefore provide opportunities for people to meet, sit and enjoy. Equally, smarter approaches to parking should be made over time, with less surface car parking in the centre, providing scope for new shops and homes, public spaces and civic facilities.

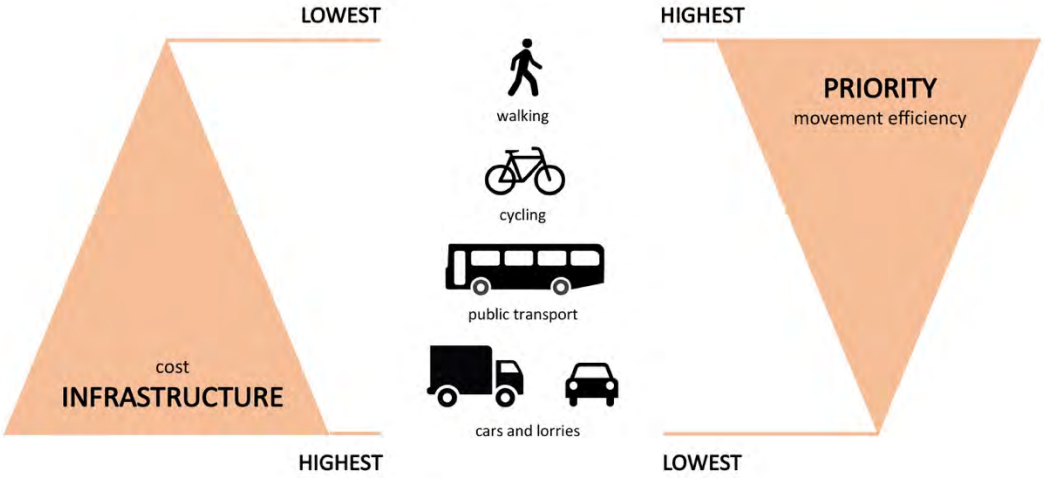



*Figure 6: Reprioritising transport modes and investment*

So, in Hailsham, we want to see real, attractive transport choices for all. Everybody will be able to get around, safely and enjoyably, by foot and by bike, and have access to frequent, fast and reliable public transport services. Sustainable modes of travel and investment in these will be prioritised (Figure 6).

***Putting good design at the heart of change and development:***

Good design has a major role in contributing to the quality of life and creating attractive, liveable places. Good design goes beyond the look of buildings and considers: the mix of uses and activities that help create lively and interesting places; the local character and distinctiveness of a place, reflected through its landscape and building materials for example; contributing to healthy lifestyles by making it easy for people to move by foot and by bike; fostering a sense of community through well designed, functional and attractive public spaces; and enhancing the quality of environment.

In short, good design will help create high quality, safe and successful places in Hailsham where people enjoy living, working and visiting. Successful places are those[16]:

- Having a complementary mix of uses and activities.
- Being fit for purpose, accommodating uses well.
- Encouraging easy movement.
- Including successful public space.
- Being able to adapt to changing needs and circumstances.
- Being efficient in how land and other resources are used.
- Having an appearance that is appealing and appreciated.
- Having a distinctive, positive identity and sense of place.

[16] Source: The Design Companion for Planning and Placemaking, Transport for London (Urban Design London), 2017. This document supports and extends national Planning Practice Guidance and is intended for use by all those involved in the planning and placemaking process to help secure higher standards of urban design and the delivery of better practice.

Hailsham should be an attractive place in which to live, work and visit, where it is easy to move around, where uses and facilities are within easy reach of the home, and where there is a strong sense of community supported by a wide mix and choice of housing.

***Complete neighbourhoods:***

Neighbourhoods are only 'complete' when they include the full range of supporting uses and facilities, including, for example, schools, healthcare, parks and place spaces. Provision of such uses is important to quality of life, of helping to create a sense of community and belonging. Areas lacking such facilities, or where they are poorly designed, are unwelcoming or inaccessible, can have long-term financial and social costs. Providing them in a timely manner, and where they are well integrated with development, is important to good planning.

During the consultation undertaken for this Neighbourhood Plan, respondents highlighted the importance of providing these uses. Policies in this Plan include a requirement for new areas of growth and development to provide such uses. As the Wealden Local Plan is further refined, the associated Infrastructure Delivery Plan will scope out the detailed infrastructure requirements for Hailsham in liaison with infrastructure providers, the costs and timing of delivery.

***Habitat Regulations***

Located close to the south and east of Hailsham is the Pevensey Levels SSSI, Ramsar Site and Special Area of Conservation. Further afield are the Lewes Downs Special Area of Conservation and the Ashdown Forest Special Area of Conservation and Special Protection Area. All are sensitive environments. The Conservation of Habitats and Species Regulations 2017, known as the Habitat Regulations, requires the consideration of the likely significant effect of development on areas such as these[17] and, if necessary, an appropriate assessment. For development in and around Hailsham to be considered acceptable, the competent authority must undertake a full Habitat Regulation Assessment which concludes that the proposal does not have a likely significant effect or that an appropriate assessment shows it will not adversely affect the integrity of the site.

(Note: see policy overleaf)

[17] These regulations do not apply to the SSSI

***Policy HAIL HRA1: Habitat Regulations***

Development either supported or proposed by policies or projects contained within the Hailsham Neighbourhood Plan, or any other development that may come forward in the Neighbourhood Plan area, may only be permitted if it can be concluded that the proposals, either alone or in combination with other plans or projects, will not adversely affect the integrity of a European site. Any proposals for development must be accompanied by information to allow the competent authority to complete a full Habitat Regulations Assessment of the impacts of the development.

To ensure that development does not adversely impact the Pevensey Levels Special Area of Conservation and Ramsar site, proposals for development may only be permitted where there is sufficient capacity at the relevant Waste Water Treatment Works or alternative foul water drainage solution. Where impermeable surfaces are proposed within the hydrological catchment area then mitigation, such as sustainable drainage systems, will be required to control the quality and volume of surface water run-off to a level that will avoid an adverse effect on the integrity of the SAC and Ramsar when considered both alone and in combination with other Plans or projects.

The vision, objectives and overarching principles outlined in this section of the Plan frame the policies which follow.

# POLICY SECTION A:
# NEIGHBOURHOOD PLAN AREA-WIDE POLICIES

This section of the Neighbourhood Plan presents policies that apply across the town and Parish as a whole. They relate to:

- Design quality
- Active travel
- Green space and biodiversity
- Employment
- Community facilities
- Tourism
- Air quality and renewable energy generation

*“Some men see things the way they are and ask Why?*
*I dream things that never were and ask*
*Why Not?”*

George Bernard Shaw

# 4. Design quality

## 4.1: High quality design and local distinctiveness

The achievement of high quality design is a core principle of the NPPF. It states, at paragraph 124, that *'good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities'*. The importance of design of the built environment and its contribution to making better places for people is emphasised. It goes on to note that *'Neighbourhood Plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development'* (paragraph 125).

Hailsham has grown over time, with the historic core gradually being surrounded by newer residential and commercial development. Initially, the growth of the town responded to its location and cultural heritage, the surrounding landscape and built form, and with the use of traditional materials that reflected the geology of the wider area. These elements help shape the character of the built form.

Local characteristics should be identified through site analysis plans prepared as part of any planning application or development framework, and be used to frame a positive place-based response. Positive features that should be referred to are outlined in the Hailsham Character Area Assessment[18]. These include:

- Mix of local materials and combinations of these in older developments (and some newer examples), creating diversity and interest (see Figure 7).
- Fine grain, human scale buildings within the historic core of the town, which allow for flexibility of use.
- Well-proportioned residential areas successfully integrating green space, landscaping and vegetation, as well as residential buildings set-back from the highway which provide both a sense of openness and privacy.

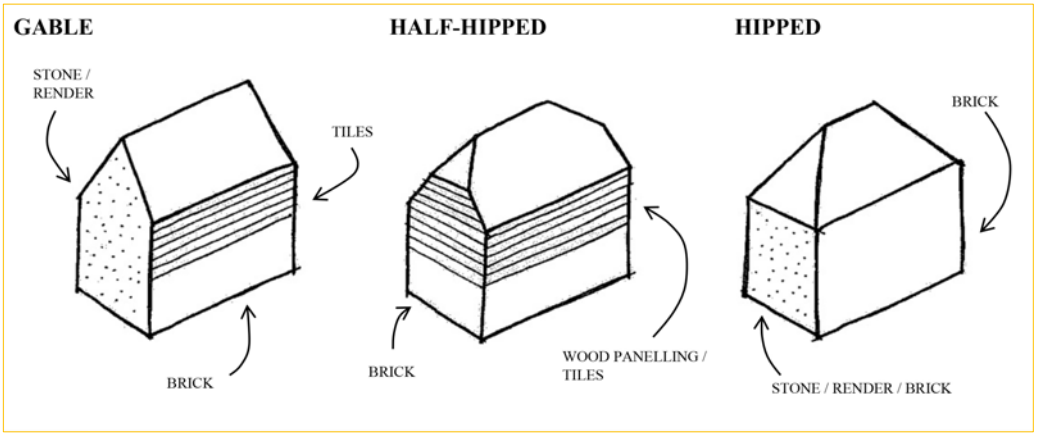



*Figure 7: Diagram illustrating the combination of building materials and roof-types common in Hailsham*

[18] Hailsham Character Area Assessment, prepared on behalf of Hailsham Town Council, July 2017

Equally, aspects of the built form that detract from the quality of place in Hailsham have been identified. Such approaches to development should be avoided in the future. They include:

- Narrow street widths and front gardens in newer developments, with a lack of privacy and greenery.
- Vehicle dominated layouts with left over green spaces that have limited use and function.
- Poorly arranged parking, particularly in residential areas, that is not used in the way it was intended and results in people parking on the pavement.
- A lack of diversity and appearance of modern house types and limited use of materials.
- Poorly designed and equipped playing spaces in newer developments.
- Presence of blank gable ends fronting the street.
- Areas of surface parking which undermine the historic urban fabric of the town centre.

A design–led response to development, referencing good practice principles[19], will help create successful places. Where new development is proposed in Hailsham it should be of a high-quality, irrespective of scale or use (Figure 8).



*Figure 8: Example images of high quality new housing*

[19] See, for example:
Building for Life, Built for Life, 2015 http://www.builtforlifehomes.org/go/building-for-life-12;
The Design Companion for Planning and Placemaking, Transport for London (Urban Design London), 2017; (continued overleaf)
Manual for Streets, Department for Transport and Department for Communities and Local Government, 2007 https://www.gov.uk/government/publications/manual-for-streets;
Manual for Streets 2, Department for Transport, 2010, https://www.gov.uk/government/publications/manual-for-streets-2
Global Street Design Guide, Global Designing Cities Initiative with the National Association of City Transportation Officials, 2016, https://globaldesigningcities.org/publication/global-street-design-guide/

***Policy HAIL D1: High Quality Design***

New development will be expected to comply with the following requirements where it would be relevant to the form of development being proposed:

All new development in Hailsham should contribute to the creation of high quality places through a design-led approach underpinned by good design principles and reflecting a thorough site appraisal. All buildings, spaces and the public realm should be well-designed and display a high level of architectural quality which responds positively to local context.

Proposals for new development should seek to optimise the capacity of the site by responding appropriately to the scale, character, materials, grain and architectural rhythm of the existing built form. Proposals should also demonstrate how they respond to the landscape, local and longer-views, the environment and historic assets. Design that incorporates opportunities to enhance biodiversity, including green walls, roofs and SUDs, are encouraged.

Development should integrate well with existing neighbourhoods, positively contributing to the public realm and street environment, creating well connected, accessible and safe places. Development should provide for a rich movement network and choice of routes.

All development within residential and mixed-use areas, including town and local centres, should have active frontages, particularly at street level, and provide a clear distinction between areas of public and private realm.

Proposals for new development should demonstrate how they respond to and enhance the amenity value of an area through consideration of matters such as overlooking, natural light, micro-climate, outlook and amenity space. Proposals for new residential development are encouraged to meet the nationally described space standards[20] and the necessary dwelling mix, privacy, daylight and sunlight for future occupiers wherever appropriate.

New buildings should be designed with flexibility and adaptability in mind, so that they can respond to changing social, environmental, economic and technological needs. New development should be designed such that it does not prejudice future development or design of adjoining sites.

In residential neighbourhoods and mixed-use areas, the townscape impacts of any large floorplate developments should be minimised through incorporation of finer grain frontages that wrap around the larger unit. This approach also applies to large surface and multi-storey car parks as well as any servicing areas. Wrapping the larger unit with development should allow for a mix of complementary activities.

Applications for major developments are encouraged to demonstrate how they respond to best practice through submission of a Building for Life 12 assessment (or a later equivalent). Reference to the Wealden Design Guide SPD (or any later equivalent) and the Hailsham Character Area Assessment should also be made.

Planning permission will not be granted for development of a poor design that does not respond to the opportunities for improving local character and quality.

[20] Department for Communities and Local Government, Technical Housing Standards – nationally described space standards, March 2015 (Updated May 2016)

## 4.2: Small scale development

Many of the development sites that come forward in Hailsham over the Plan period are likely to comprise smaller sites and infill developments within the existing built-up area. Equally, existing properties will continue to be extended and modified. This type of development also impacts on the quality of place and local amenity. Applications for such development in Hailsham should demonstrate how they respond to the local context and do not unduly impact upon neighbouring amenity. The Wealden Design Guide SPD (November 2008) outlines acceptable approaches to residential extensions and should be considered when preparing and determining planning applications.

***Policy HAIL D2: Small scale residential development and householder extensions***

Applications for small-scale and infill development involving the reuse and redevelopment of previously developed land within the built-up area of Hailsham (as defined by the Wealden Local Plan (1998) or as subsequently superseded by an adopted Local Plan) are welcomed.

Applications will be supported subject to the following criteria being met:

- It is demonstrated that the proposed development is in keeping with the character of the existing built form (including the historic environment), expressed through density, scale, height, massing, materials and frontages.
- The proposed development does not result in an adverse impact on residential amenity of the area, particularly in terms of noise, privacy, overshadowing and access to natural daylight.
- The proposed development does not result in the loss of local amenity green space, nor adversely impact on biodiversity.
- The proposed development is accessible from the adopted highway and incorporates pedestrian access.

Proposals for small scale development, including extensions to existing buildings, must be of a high standard of design, responding to or improving the site and surrounding area. All applications are encouraged to refer to the guidance in the Wealden Design Guide SPD (or any later equivalent) and the recommendations in the Hailsham Character Area Assessment.

## 4.3: Innovation and variety

Innovative design, that raises the standard of design in Hailsham, but which also promotes and reinforces local distinctiveness, is welcome. Contemporary design approaches may be acceptable where it responds positively to context.

***Policy HAIL D3: Innovation and Variety***

Development proposals that establish bespoke design solutions and residential typologies are actively encouraged.

Schemes that respond to and reinterpret local design cues, including those outlined in the Hailsham Character Area Assessment, and which demonstrate an imaginative sense of place whilst respecting the surrounding context are welcomed.

## 4.4: Self and Custom-build housing

The Neighbourhood Plan encourages self and custom-build housing in appropriate locations across the Parish. Where areas of land are identified for self-build, either as part of a major development or through other smaller scale or windfall development, good design principles will apply.

Masterplans and plot passports should be prepared that provide the parameters within which these new homes can be designed and built, allowing for individual interpretation but within a framework that establishes the grain, scale and rhythm of new development.

Plot Passports (see example extract in Figure 9) are a summary of the design parameters for any given plot, helping private homebuilders understand what they are allowed to build on the plot. They capture key information from the planning permission for the site, design constraints and procedural requirements. The passports clearly show permissible building lines within which the new dwelling can be built as well as height restrictions and other details such as parking requirements. Aspects such as materials, roof styles and fenestration are usually left for the plot owner to decide.

***Policy HAIL D4: Design for self and custom build homes***

Where land is proposed for self or custom house building comprising 10 dwellings or more a site masterplan and individual plot passports are encouraged to be prepared, ideally at outline planning application stage for approval of the Local Planning Authority. Together, these will establish the form of development, establishing building parameters such as heights, footprints, set-backs, densities and parking requirements.

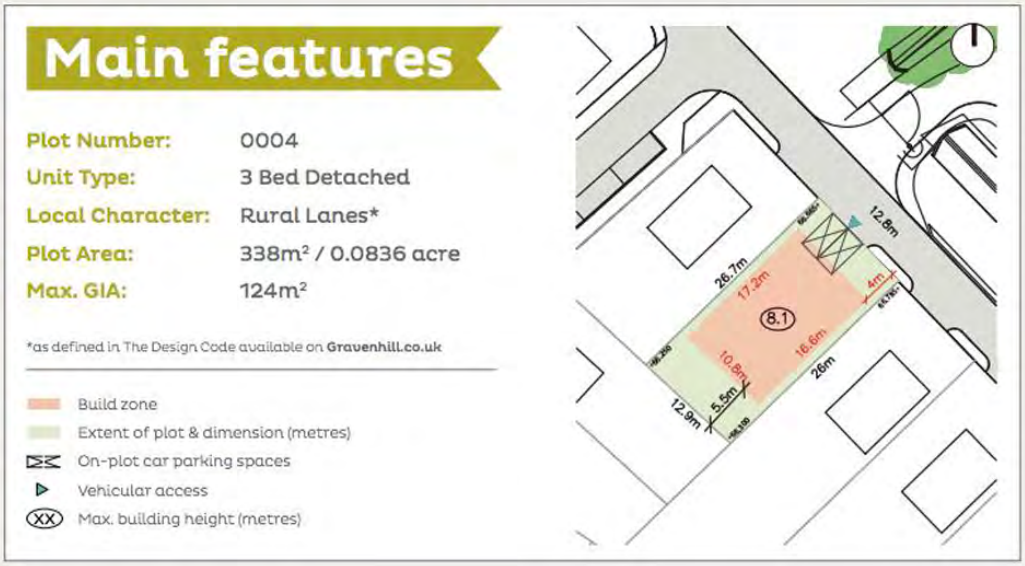



*Figure 9: Example extract from a site regulating plan and associated plot passport*[21]

[21] Example extract from Graven Hill self-build scheme, source: http://righttobuildtoolkit.org.uk/csbt_location/exact-match/#

## 4.5: Parking in residential areas

The quality and provision of car parking can be a major determinant on the quality of place, particularly in residential areas. If it is not provided in the right place, it is unlikely to be used properly. The location and provision of parking should respond to good urban design and placemaking principles[22], with on-plot and on-street parking provided in close proximity to the home. Rear courtyards should be avoided.

Where parking is provided on-street, consideration should be given to using different materials to define the use of different areas. Where possible, unallocated on-street parking provision, which is more land-efficient than parking courts, should be provided. Applications for proposals in areas of new growth are encouraged to present a street hierarchy and cross sections as part of the pack of submission material, demonstrating how parking will be provided on street. Robust street widths that allow for on-street parking but which also incorporate street trees and landscaping, and are designed to reduce speed in residential areas, will be viewed favourably (see example Figure 10). Parking standards published by East Sussex County Council should also be referred to[23].

***Policy HAIL D5: Residential Car Parking Design***

Parking within new residential development will be designed such that it is conveniently located and overlooked so that it can be used in the way it is intended for, avoiding informal parking that undermines the quality of the street environment. Parking should be unobtrusive, with garages (where proposed) set back from the building line and street trees used to soften the visual impact of parked cars, particularly on street. Proposals for rear or separate parking courts will not be permitted, unless alternative provision is impracticable.

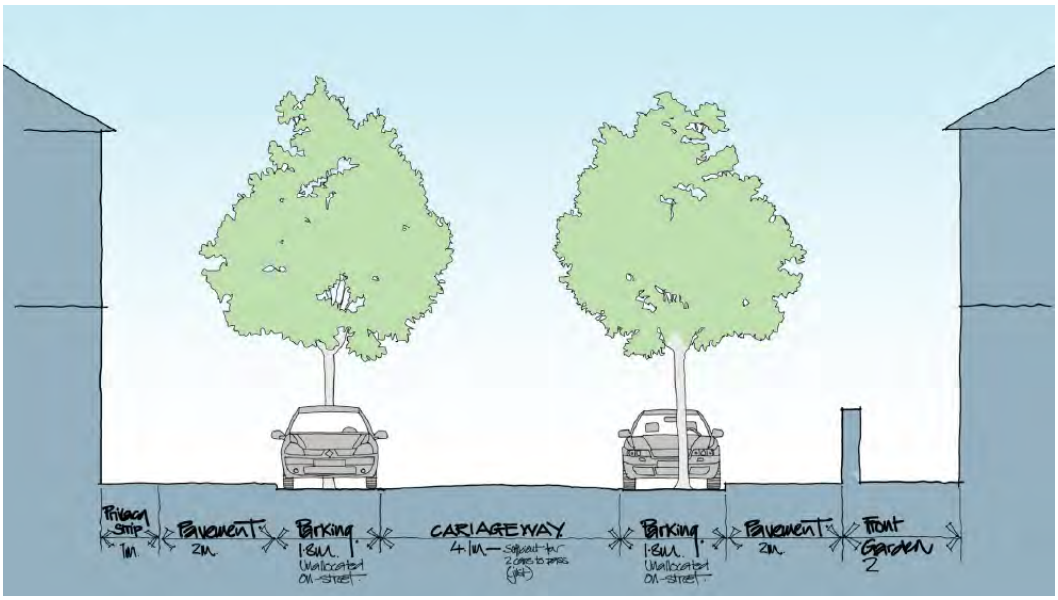



*Figure 10: Example cross section through a robust, landscaped street type providing for on-street parking[24]*

[22] See online resource: http://www.spacetopark.org and associated report: URBED, University of Edinburgh and Design for Homes, Space to Park, 2013

[23] East Sussex County Council, https://www.eastsussex.gov.uk/environment/planning/applications/developmentcontrol/tdc-planning-apps/, accessed February 2018

[24] Source: URBED, University of Edinburgh and Design for Homes, Space to Park, 2013

## 4.6: Design Review

The NPPF states (at paragraph 129) that Local Planning Authorities should have access to and make use of tools and processes to assess and improve the design quality of development, including design review arrangements. Design review is a way of assessing the design quality of new developments by an independent panel of experts to help support high standards of design. Guidance on the Design Review process can be found via the Design Council Cabe[25] and Design South East[26] websites.

In Hailsham, it is envisaged that, in the future, all major applications for development, as well as smaller schemes in sensitive or important locations, should be subject to design review. Schemes subject to review will include residential, commercial and mixed-use development proposals, infrastructure, community facilities, public realm and open space proposals. Design review should take place at the pre-application stage to help inform the design process and again following submission of the application, to help inform officer recommendations. The final proposals submitted should show how comments made during the design review have influenced the proposed development.

***Aspiration HAIL D1: Design Review***

Emerging schemes for major development, including proposals for any potential growth on the edge of the built-up area, should be assessed through design review. Design review of smaller schemes is also encouraged, including those in sensitive or important locations, such as the town centre and conservation areas.

It is envisaged that schemes will be referred to the Design Review Panel operated by Design South East (until such time as Wealden runs and operates a Design Review Panel). It is encouraged that design review takes place early in the process to allow scope for input into the emerging design. The final scheme submitted to the Council should include a report on the design review process and how the scheme has responded to this. Design Review of live applications is also encouraged.

[25] Design Council Cabe, Design Review: http://www.designcouncil.org.uk/what-we-do/cabe-design-review
[26] Design Review through Design South East: https://www.designsoutheast.org/about-design-review/

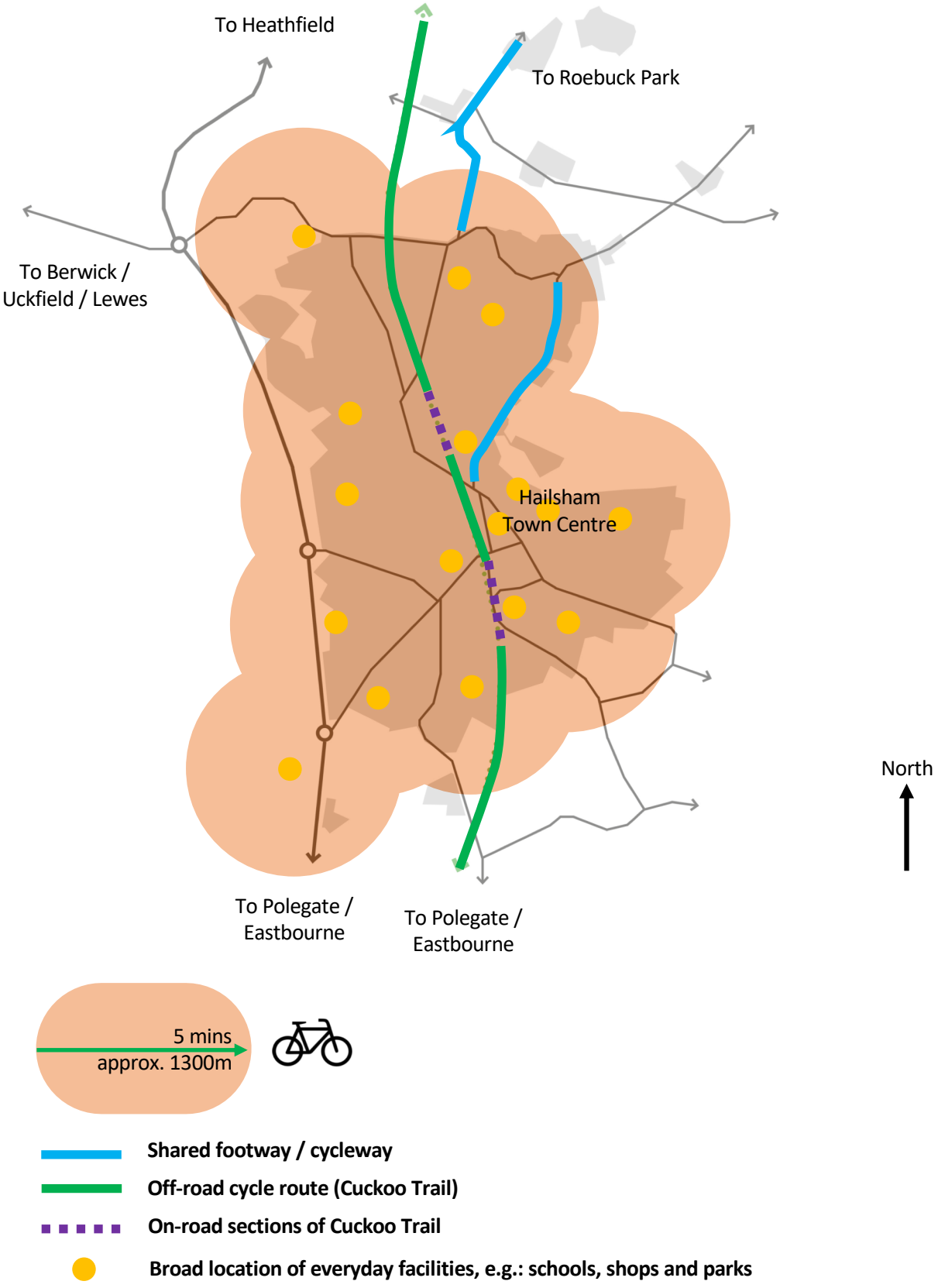



*Figure 11: Existing cycle provision and broad travel distances around everyday facilities in Hailsham*

# 5. Promoting active, smarter and sustainable travel



## 5.1: Walking and cycling

Consultation responses showed a desire to improve walking and cycling conditions, and associated facilities, in and around the Neighbourhood Plan area, providing travel choice and opportunity for all, irrespective of age or ability. There are significant social, economic, health and environmental benefits to be gained through a 'modal shift' from private vehicles to walking and cycling.

Although Hailsham is relatively compact and facilities and services are within a reasonable cycle distance of the home, cycle infrastructure in the town is limited (see Figure 11). The Cuckoo Trail is an excellent asset for the town, but more could be made of this: it is in some places, disconnected, requiring users to divert onto surrounding roads and residential streets, connections to the Trail are limited, there is limited lighting, and it lacks a main arrival point in the town centre: instead, users are mixed with the vehicle dominated environment around South Road and Station Road, which comprises one of the most congested parts of the highway network in Hailsham. Elsewhere, there are some limited cycle paths on main roads and advanced cycle stop lines at junctions around the town centre. The network does not comprise an attractive proposition for travel by bike.

Equally, some pedestrian routes and the quality of the public realm has been an afterthought. Many routes, particularly into the town centre, are discontinuous and unwelcoming. In short, all walking routes should reflect the 'Five Cs'[27]:

- *Connected:* good pedestrian routes which link the places where people want to go, and form a network
- *Convenient:* direct routes following desire lines, with easy-to-use crossings
- *Comfortable:* good quality footways, with adequate widths and without obstructions
- *Convivial:* attractive well-lit and safe, and with variety along the route
- *Conspicuous:* legible routes easy to find and follow, with surface treatments and signs to guide pedestrians

The Government's Cycling and Walking Investment Strategy[28], and the forthcoming East Sussex Walking and Cycling Strategy[29], which will include a Local Cycling and Walking Infrastructure Plan, point to the importance of and need for new infrastructure investment to support active travel.

New or improved walking and cycling infrastructure should reflect best practice principles, drawing on examples from The Netherlands and Denmark[30]. Alongside provision of safe street conditions and junctions for walking and cycling is a need to increase the provision of cycle parking in Hailsham, particularly within the town centre. Safe and secure parking facilities should be accommodated within the public realm, though designed such that

[27] As first recommended by the Department for the Environment, Transport and the Regions, Encouraging Walking, 2000
[28] See: https://www.gov.uk/government/publications/cycling-and-walking-investment-strategy, accessed February 2018
[29] See: https://www.eastsussex.gov.uk/roadsandtransport/localtransportplan/transportplans/, accessed February 2018
[30] The London Cycling Design Standards (Transport for London, 2014, updated 2016) includes guidance and advice for delivery of cycle friendly infrastructure based upon best practice lessons learnt from cities in The Netherlands and Denmark amongst others. This should be used as a guide for delivering improved cycling conditions in Hailsham. The document is available via: https://tfl.gov.uk/corporate/publications-and-reports/streets-toolkit

provision responds positively to the character and quality of the built environment. Covered cycle parking is also encouraged, particularly within new commercial development, which should also provide shower and locker facilities for cyclists.

High quality walking and cycling routes should be integrated within new developments. But the quality and attractiveness of the network is only as good as the missing links or gaps in the routes. The Town Council thus proposes that CIL payments received from development are directed to an improved town wide walking and cycle network for the benefit of existing and new residents. Key routes for improvement are those that make short, everyday journeys easy and enjoyable. This includes improving links to parks, the town centre, schools, healthcare and other community facilities (see Appendix B).

***Policy HAIL AT1: Active travel***

All applications for major greenfield residential and commercial development are encouraged to demonstrate how they support active travel through delivery of walking and cycling routes that reduce reliance on vehicular movement.

Where new walking and cycling routes are provided as part of new areas of development, they must be direct, safe and convenient to use. The layout of proposed new development should allow for the natural surveillance of routes through overlooking with active development frontages.

Proposals for new development are encouraged to demonstrate how they link into the existing footpath and cycle network, providing connections between residential, retail, leisure, commercial and community uses.

Proposals for commercial, leisure and community uses should support and enable active travel through inclusion of safe, secure and convenient cycle parking and changing facilities where appropriate.

Proposals for development that reduce the capacity or safety of existing active travel infrastructure, including footpath and pavement space, or which results in the removal of locally important facilities, will not be considered acceptable.

***Policy HAIL AT2: The Cuckoo Trail***

Proposals for development that enhance the quality of the Cuckoo Trail will be supported. Improvements may include:

- Incorporation of new links to and from the Cuckoo Trail for pedestrians and cyclists, integrating with an enhanced walking and cycle network across Hailsham.
- Creation of new active fronts within development along the route of the Cuckoo Trail which enhances safety and security through natural surveillance
- Provision of unobtrusive lighting along the Cuckoo Trail.
- Enhancing the environmental quality of the habitat, biodiversity and tress along the Cuckoo Trail.

Longer-term development opportunities that provide scope to reconnect missing links along the Cuckoo Trail, creating a seamless route, will be welcome.

## 5.2: Public transport

A good public transport network helps ensure access to jobs, health services, shopping and leisure facilities. For longer distances, beyond which people will normally walk or cycle, a good public transport provides a viable and sustainable alternative to the car. Public transport is also inclusive: it allows everyone, of all ages and abilities, to move around town.

Current public transport provision in Hailsham, taking the form of busses, is focused on the town centre and south west through the town to Polegate. Services are relatively infrequent and there are gaps in provision, particularly to the south east of Hailsham (see Figure 12). This area of Hailsham has amongst the highest proportion of households ranked as being within the indices of deprivation in the Neighbourhood Plan area[31]. It is in such areas that good public transport services are most needed. Equally, any potential future growth that might take place outside of the existing built-up area falls outside of the current catchments of good bus services.

During consultation, clear preference was expressed for improved non-car transport in Hailsham. In particular, improved public transport connections to Polegate railway station were mentioned as a key priority. The policies in this Plan encourage improved bus provision in Hailsham, with opportunities for new and extended routes being facilitated through future growth and development in Hailsham. Such provision will help fill the gaps in the current network.

A high-quality bus corridor between Hailsham and Polegate is currently being explored and promoted by Wealden District Council and East Sussex County Council[32]. The Town Council fully supports this and will continue to work with the District and County to deliver this. As part of such a route, the Town Council supports provision of a new Park and Ride site within Hailsham, which, subject to further assessment, would form part of a package of sustainable transport measures that aim to reduce the impact of car-based travel and associated congestion in the town centre.

***Policy HAIL AT3: Public transport***

Support will be given to proposals that:

- Help deliver improved public transport services through new or extended and more frequent routes.
- Incorporate high quality, attractive waiting facilities, including shelters that integrate live travel information.
- Help deliver and facilitate an express public transport connection to Polegate railway station.
- Are located in close proximity to public transport services and contribute towards improved connectivity to these.

Subject to need, proposals for major growth and development on the edge of Hailsham will be expected to accommodate routes for bus services, integrating with existing routes. Streets must be carefully designed to balance the needs of competing users and avoid conflicts between bus users, pedestrians and cyclists.

[31] Source: 2011 Census

[32] Provision of the Eastbourne/Hailsham Quality Bus Corridor was also promoted in the Wealden Core Strategy

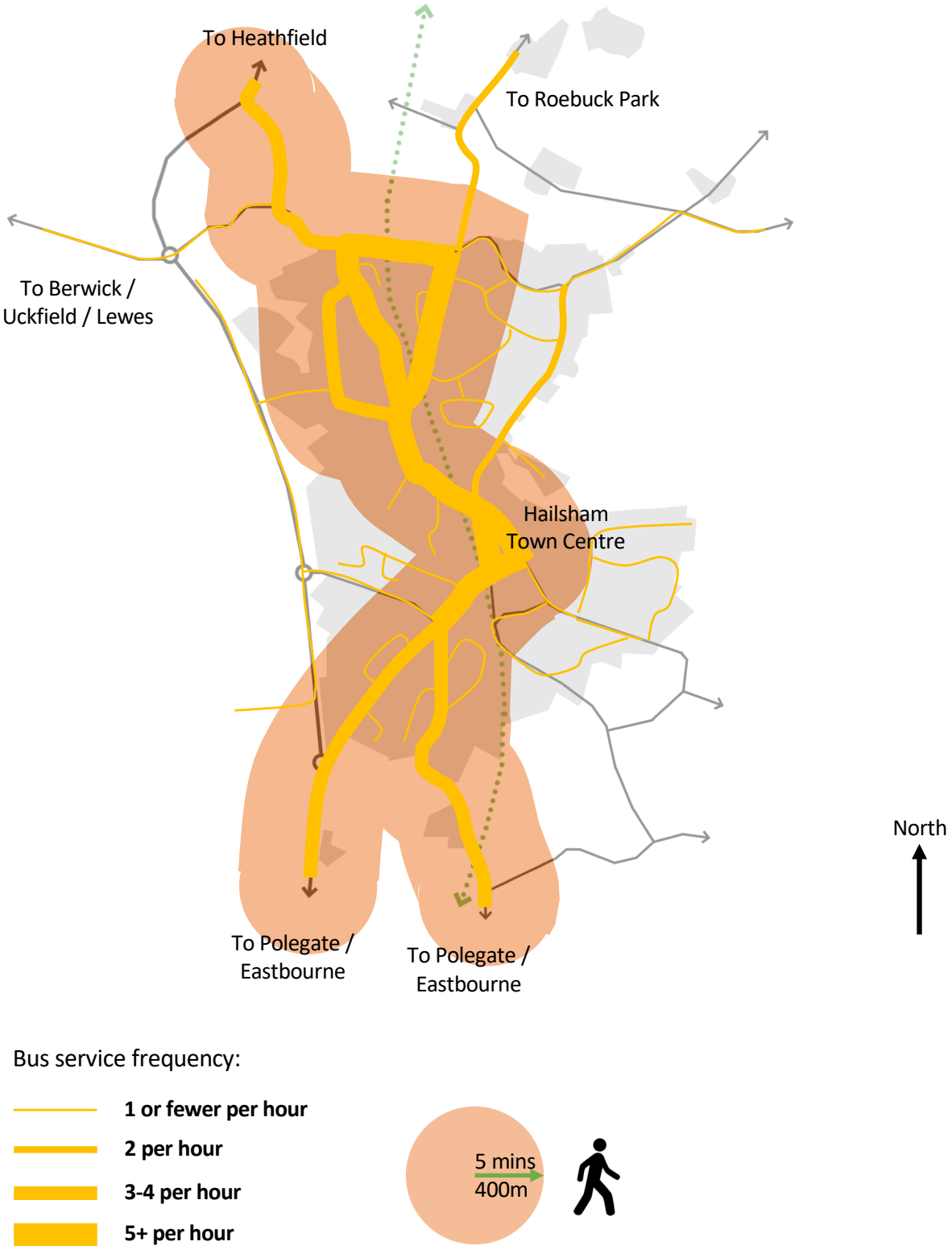



*Figure 12: Existing bus route frequency and catchments in Hailsham*

## 5.3: Projects

Through work on the Neighbourhood Plan a series of possible projects have been identified which the Town Council will continue to lobby for. Those related to active and sustainable travel measures are outlined in the shaded box below (Projects AT1).

As previously discussed, a priority project for the Town Council is delivery of a frequent, direct and high quality public transport connection between Hailsham Town Centre and Polegate railway station (see Figure 13). This should ideally link to Eastbourne as the nearest major town, providing an alternative and attractive means of travel to the retail offer, post-16 education and district hospital. The Town Council believes that this could potentially include a new Park and Ride facility, reducing the impact of vehicular traffic to and in Hailsham as well as on the strategic road corridors between the main towns. Delivery of this project, and all other projects identified, will involve ongoing discussion with the District and County Council, and with developers, through the planning application process, as well as with bus operators.

Public transport, walking and cycling should become attractive propositions for people to use. The quality of infrastructure, as well as routes and services, should be enhanced. This means, for example, wider and better pedestrian crossing facilities, improved street furniture and less street clutter, dedicated cycle lanes, comfortable and informative bus shelters.

The projects outlined also include opportunities for direction of funds payable to the Town Council through CIL.

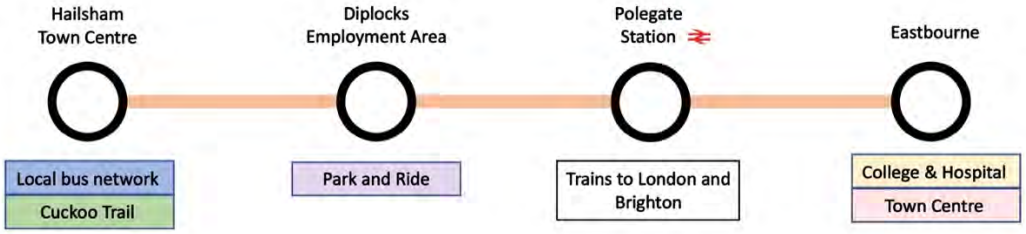



*Figure 13: Concept idea for high quality bus route between Hailsham, Polegate and Eastbourne*

***Projects HAIL AT1: Active and sustainable travel projects***

The Town Council will work closely with the District and County Councils to deliver a high-quality public transport service between Hailsham town centre, Polegate railway station and Eastbourne town centre. This should include feasibility work to investigate routing options. As part of such a route, the Town Council will lobby for a Park and Ride facility, subject to further assessments into the viability and feasibility of such a scheme. This will form part of the town-wide package of sustainable travel measures designed to increase accessibility for all and to relieve traffic and parking pressures on local streets. In addition, all bus stops across Hailsham should also be upgraded, to provide shelter and digital information. The Town Council will also support funding initiatives that support Community Transport services.

The Town Council will also look to develop a town-wide cycle strategy in association with the District and County Councils, providing safer routes and junctions and improved connectivity to local facilities and the Cuckoo Trail. The Town Council will liaise with East Sussex County Council in relation to the forthcoming Walking and Cycling Strategy.

Within the town centre, support is given to creation of a possible new 'hub' along the Cuckoo Trail, comprising a welcoming arrival point and including an integrated visitor centre, cycle facilities, café and toilet. Such a facility will continue to be explored by the Town Council.

Public rights of way across the town and linking with the surrounding countryside will be retained and improvements to the quality and maintenance of the route sought, including new wayfinding. The provision of missing links within the network will be investigated, including provision of a safe walking and cycling connection across the A22 to Abbots Wood.




*Figure 14: Example image of rapid bus service*

# 6. Enhancing green space and biodiversity value



## 6.1: Natural and amenity green space

Hailsham benefits from green open spaces both within and around the existing built-up area. But access to green space is limited in parts of Hailsham: accessible greenspace is concentrated in the southern part of the urban area with more limited access to natural greenspace in the north[33].

Any proposals for major growth in Hailsham, including those to the edge of the existing built-up area, will be required to provide green space as part of proposals in line with open space standards in the adopted Development Plan (and any new standards that will be adopted in a new Local Plan). Combined with good walking and cycling routes, linking with existing neighbourhoods, the potential for increasing access to green space exists.

Within the built-up area of Hailsham there is a relatively high degree of accessible amenity green space. However, the quality and use of the space varies: in some places play equipment is limited and in others the space represents no more than mown grass. This includes large areas of road side verges and open spaces that offer the local community little more than a setting for the buildings themselves. Such spaces are often known as 'space left over after planning'. It has a limited role or function. It is considered that spaces within Hailsham could be made to work much harder, increasing their use and biodiversity value. Green verges and other under-used area of public space could be transformed into wild flower meadows, community gardens and allotments. Some of these aspirations can be delivered as part of proposed new developments. Elsewhere, they represent projects which the Town Council will actively pursue.

The public rights of way network around Hailsham provides access to the surrounding landscape and these will need to be maintained and improved during the life of the Neighbourhood Plan.

Abbots Wood and the Pevensey Levels are the two highest quality and most important green spaces in the area. Abbots Wood is though difficult to access as cut off from Hailsham by the presence of the A22 which forms a barrier to movement, particularly for those who do not have access to a car. New or improved links to Abbots Wood are sought.

[33] Chris Blandford Associates, May 2017, Wealden Green Infrastructure Study

***Policy HAIL GS1: Natural and amenity green space***

Subject to other policies in the Neighbourhood Plan, support will be given to proposals for new development that:

- Create new wildlife habitats, connect, enhance and retain existing wildlife habitats.
- Provide opportunities for gardening, wildlife and food production within existing and new residential areas, including the utilisation of underused roadside verges for wildlife habitat, where it is safe to do so.
- Provide good quality outdoor space including private and community gardens, as well as contributing to the provision of new tree cover.
- Improve links between Hailsham and the surrounding landscape, upgrading the quality of the multifunctional landscape along these routes and strengthening connections with the Cuckoo Trail.
- Enhance the quality of public spaces and the streetscape within the built-up area, including new tree planting, landscaping and sustainable urban drainage.

***Policy HAIL GS2: Open space within major development areas***

Where appropriate, natural and amenity open space will be provided within all major development sites in Hailsham in line with guidance and standards contained in the Wealden District Council Open Space, Sports and Recreation Assessment 2016-2028, or any subsequent standard set by Wealden District Council, which supersedes this document.

All green space will be designed such that is easily accessible from the proposed new development and well-integrated with new frontages overlooking the green space and providing a clear transition between the public and private realm.

***Projects HAIL GS1: Natural and amenity green space***

The Town Council will look to improve the quality of all existing amenity and natural green spaces across the Neighbourhood Plan area, including provision of well-equipped play space.

The Town Council will work with the District and County Council to explore how underused green spaces and roadside verges might be better used to increase biodiversity value, provide new wildlife habitats and space for local food production. Use of such space for community gardens is encouraged.

The delivery of safer access to Abbotts Wood will be explored with the Highways Authority.

The Pevensey Levels is a highly sensitive location and afforded the highest levels of protection through the Ramsar convention and the EU Habitats Directive. Any future proposed growth and development around Hailsham will need to demonstrate that there are no adverse impacts on the integrity of the Pevensey Levels and build in appropriate mitigation measures where required, particularly in regard to hydrological impacts and biodiversity value.

Should proposals for development on the edge of the existing built-up area of Hailsham come forward then applicants will be required to consider how areas of landscaping and biodiversity might be provided such that they provide sustainable and managed areas of natural space between the proposed area of development and the Pevensey Levels, and do not increase recreational pressures on the SSSI. Existing Core Strategy policy WCS12 (Biodiversity) should be responded to.

The Town Council would like to see conditions applied to the granting of any planning applications in these areas such that the natural spaces provided are protected in perpetuity and do not lead to any additional disturbances from increased access to the Pevensey Levels.

Given groundwater conditions in southern Wealden there may be occasions where both minor and major development proposals will need to consider and address flooding and drainage issues in detail. Advice on drainage requirements and potential strategies for incorporation within development has been prepared by East Sussex County Council[34]. Applicants for development are encouraged to use this tool.

The Pevensey and Cuckmere Water Level Management Board should also be consulted in regard to discharge consents where proposed development will drain into the Pevensey Levels or River Cuckmere.

The Pevensey Levels and adjacent high ground are areas of high archaeological potential. This should be investigated and considered as part of any applications for development.

***Policy HAIL GS3: Pevensey Levels***

All applications for development adjacent to the Pevensey Levels will need to demonstrate that there are no detrimental impacts to the setting and quality of the Pevensey Levels.

Applications for any large scale residential development adjacent to the Pevensey Levels will be required to provide green space along the non-built-up edge of the growth area, creating an area of natural green space to be protected for biodiversity and ecological purposes. They should comprise natural green space and incorporate SUDs, holding ponds and other natural drainage features as appropriate to the site. Such provision should not result in any additional recreational pressures on the SSSI.

[34] See: https://www.eastsussex.gov.uk/environment/flooding/sustainabledrainagesystems/ accessed February 2018

# 7. Employment



Hailsham is an important employment centre with a range of jobs in manufacturing and services. However, the Wealden Revised Floor Space Calculations for Employment Land Provision Report (ELP), 2010, states that:

*"There is still a need for an 'economic step change' across the District to support economic growth, particularly in the south, and to reduce levels of economic deprivation, improve wages and provide a range of employment opportunities."*

The Wealden Economy Study[35] suggests that a large proportion of the existing stock of premises for employment across the District is sub-optimal and will likely need to be replaced in the future. It goes on to recommend that good quality and affordable office space should be provided, providing opportunities for new businesses to set up as well as scope for individuals who currently commute out of the district to instead work from home or work for businesses locally.

***Policy HAIL EMP1: Providing for a mix of employment opportunities***

Opportunities that provide for local employment opportunities within the Plan area, including small scale social enterprises, small and medium size businesses, and live work units, are welcome, particularly where they reduce out-commuting.

Applications that diversify the business offer in the main employment areas (for B1, B2 and B8) uses are encouraged.

Opportunities to provide flexible employment space and support small and medium sized businesses in the town centre and existing employment areas will be welcomed

Applications for new business-related development should improve the quality of the environment and should accord with best practice design principles. New employment proposals will be subject to design, landscape and transport assessments.

The findings of the 2016 Hailsham residents survey[36] found that there is a need within Hailsham for new business start-up space and small business parks. Opportunities to increase the range and quality of jobs on offer and help develop work skills should be key priorities. Stimulating economic regeneration and investment is important to bring about a necessary step change for the local economy. The draft SELEP Creative Open Workspace Master Plan also encourages investment in and support for creative industries[37].

[35] Regeneris Consulting for Wealden District Council, Wealden Economy Study, December 2016, updated March 2018
[36] http://www.hailsham-tc.gov.uk/wp-content/uploads/2015/07/HTC-Oct-2016-Newsletter-for-web.pdf
[37] South East Local Enterprise Partnership (SELEP), September 2017, Draft South East Creative Economy Network; Towards a SELEP Creative Open Workspace Master Plan, http://www.southeastlep.com/images/uploads/resources/Item_9c_-_SECEN_creative_workspace_masterplan_v5.pdf accessed February 2018

Hailsham has a higher level of self-employed people compared to regional averages. Providing more start up business space could be a good opportunity to stimulate economic growth and to harness local entrepreneurial spirit. Provision of such uses, including opportunities for home working, can support the future sustainability of development, reduce commuting and car usage, and encourage business development.

# 8. Community facilities



The provision of infrastructure is critical to ensuring that local residents have access to essential services and facilities to maintain a high standard of living. In particular, provision of social and community facilities, including schools, healthcare, sports halls and community centres, which are well located and integrated with other local and town centre uses, will help contribute towards a sense of place and identity. Locating such uses in easy access of the home and co-located with other activities will help increase access and use by the whole community. These uses and facilities will help meet the needs of the growing community as well as benefiting existing local residents.

Whilst the provision of social and community infrastructure within any area of major new development should principally be focussed on addressing the needs of that development, they should also complement and, where possible, respond positively to the needs of existing communities upon whom development will impact. This will help strengthen community cohesion.

***Policy HAIL CF1: Community facilities***

Applications to enhance and provide additional community facilities will be supported. Community facilities for the purposes of this policy include education, healthcare, childcare facilities and community halls.

All facilities should be easily accessible to everyone, and provide for good walking and cycling connections, and where possible, be located close to public transport. Proposal for new development should provide for the appropriate level of parking provision.

Where social and community facilities are to be provided as part of any major mixed-use development proposal the Local Planning Authority will need to be satisfied with regard to the phasing and delivery of these uses. Wherever possible, new community uses should be delivered during the early phases of development to help build a sense of community and integration with existing surrounding communities.

Flexible multi-functional buildings that allow for the widest possible use and activity will be supported.

The loss of existing community buildings (Use Class D1) will be resisted unless it can be demonstrated that demand within the locality for the facility no longer exists or that suitable alternative provision is made elsewhere.

The capacity of remaining cemetery space in Hailsham is limited. It is estimated that the capacity will be used up within the next fifteen years. The Town Council intend to work closely with Wealden District Council to identify the most appropriate and effective strategy for providing additional capacity in the future. This will need to consider the necessary size and most suitable location for additional capacity, the needs for different types of burial and cremation, car parking and accessibility, and proximity to existing cemetery provision.

***Projects HAIL CF1: Cemetery space***

The Town Council will commence a review of the options to provide additional cemetery capacity in Hailsham and work with partner authorities to deliver this in the most effective way.

# 9. Tourism



Hailsham is a gateway to the South Down National Park. It also benefits from proximity to the Pevensey Levels, the Ashdown Forest to the north, Eastbourne and the coast to the south. Pevensey and Herstmonceux Castles are close by, and the Cuckoo Trail, which runs north south through Hailsham, forms part of the wider walking and cycle network connecting with the South Downs Way and High Weald Area of Outstanding Natural Beauty. Knockhatch Adventure Park, Arlington Stadium, Michelham Priory and the Observatory Science Centre in Herstmonceux are also within reach of Hailsham. Within the town itself, the interactive Hailsham Heritage Trail offers an insight into the town's rich and eventful history. Despite the presence of these assets and attractions the town is not fulfilling its potential, with the full economic benefits of the tourism industry and day-trippers not being captured.

Applications for uses and interventions that seek to strengthen the role of Hailsham as a centre for the tourism industry are welcome. This includes promoting leisure and cultural uses within the town, strengthening the retail offer, and enhancing the quality of the public realm and visitor experience. Equally, opportunities that strengthen the presence of the Cuckoo Trail and its integration with the town and, in particular, the town centre, are sought.

Alongside this, and as part of a Place Branding strategy (See Town Centre section), the potential for maximising the economic benefit of tourism and attracting inward investment in this sector will be explored.

***Policy HAIL TOU1: Tourism***

Sustainable development that improves the quality and diversity of existing tourist facilities, attractions, accommodation and infrastructure, including green infrastructure, will be viewed favourably. Applicants for new build development will be required to demonstrate that:

- the siting, scale and design has strong regard to the local character, historic and natural assets of the surrounding area; and
- the design and materials are in keeping with the local style and reinforce local distinctiveness and a strong sense of place.

The loss of tourist facilities to other uses will not be permitted unless:

- it can be demonstrated that the tourist facility is no longer viable, having being actively marketed for a period of twelve months; or
- the proposed alternative use would provide equal or greater benefits for the local economy and community.

Where appropriate, tourist development outside the built-up area will be assessed in terms of its visual, landscape and transport impacts, and long term measures to encourage sustainable travel, environmental stewardship and overall good site management may be required.

# 10. Air quality and renewables



Through consultation concern was expressed with regard to air quality in Hailsham[38]. Poor air quality can cause both short-term and long-term effects on health and many people are concerned about pollution in the air that they breathe[39]. In Hailsham, rates of reported asthma and respiratory problems are, on average, higher than those recorded for East Sussex as a whole[40].

Improving air quality is a national concern[41]. To help combat worsening air quality this Neighbourhood Plan promotes a package of sustainable travel measures as well as the concept of walkable neighbourhoods, with infrastructure and facilities provided close to the home, and a mix of uses and activities in the town centre. With walking, cycling and public transport promoted as a viable and attractive proposition to the car, the impact of vehicle emissions will begin to be minimised. This goes hand-in-hand with landscaping and the promotion of new street trees and an increased tree canopy across Hailsham.

Policies addressing other opportunities are presented below.

## 10.1: Electric vehicles

The Office for Low Emission Vehicles (OLEV) has prepared a UK-wide strategy[42] which seeks to ensure that by 2050 nearly every vehicle purchased in the UK will be an ultra-low emission vehicle. Pure electric or 'EVs' and plug-in hybrid vehicles are anticipated to take an increasing share of the new car and van market over the next 40 years. The use of electric vehicles is an important measure in reducing emissions locally with provision of necessary infrastructure essential. It is therefore important that new development responds to these changes.

Paragraphs 105 and 110 of the NPPF note that spaces for electric charging and other ultra-low emission vehicles should be provided, and that these should be in safe, accessible and convenient locations. Planning policies should be in compliance with and contribute towards EU limit values and national objectives for pollutants, taking account of Air Quality Management Areas and the cumulative impacts on air quality from individual sites[43].

[38] The National Atmospheric Emissions Inventory presents an interactive map of air pollutants, see: http://naei.defra.gov.uk/data/gis-mapping

[39] See Defra air quality website: https://uk-air.defra.gov.uk/air-pollution/

[40] Clinical Commissioning Group for Eastbourne, Hailsham and Seaford, Operating Plan 2016/17, April 2016. Also see: East Sussex Downs and Weald Primary Care Trust, November 2010 http://www.eastsussexjsna.org.uk/JsnaSiteAspx/media/jsna-media/documents/scorecards/2010_11/Hailsham_final.pdf

[41] See for example recent consultation undertaken by Defra seeking views on how to improve air quality through the reduction of nitrogen dioxide in towns and cities. https://www.gov.uk/government/consultations/improving-air-quality-reducing-nitrogen-dioxide-in-our-towns-and-cities. Improving air quality is also central to achievement of the United Nation Sustainable Development Goals http://www.un.org/sustainabledevelopment/sustainable-development-goals/

[42] https://www.gov.uk/government/news/uk-government-pledges-bold-ambition-for-electric-cars

[43] see NPPF, paragraph 181

In order to promote a greater role for plug-in vehicles the Town Council will support development proposals which seek to encourage the use of electric vehicles. Policy text in relation to the provision of charging points within new housing developments has been reviewed by East Sussex County Council to ensure a consistency of approach across all Neighbourhood Plans being prepared in the County.

***Policy HAIL AQ1: Charging points for electric vehicles***

Where it is appropriate for development to provide public parking, encouragement is given to a proportion of spaces being equipped to provided charging stations ready for immediate use by electric cars and vans.

Wherever possible public EV charging infrastructure, such as cabling, should be provided such that it can be expanded to provide additional charging stations for future use.

EV charging points should be positioned sensitively to ensure that there are no harmful impacts upon pedestrian circulation or the immediate appearance of the street scene and wider townscape.

New housing development should provide electric vehicle charging points. There should be at least one charging point per dwelling for houses and for flats which have an allocated car parking space. For flats which don't have an allocated parking space, provision should be made for a shared communal charging point.

## 10.2: Green buildings and renewable energy generation

Most carbon dioxide emissions come from heating, cooling and powering buildings. Reducing carbon dioxide emissions and other air pollutants will contribute to objectives to reduce greenhouse gas emissions and tackle the effects of man-made climate change.

Growth in population and employment is likely to make it challenging to reduce emissions. However, growth also provides a number of opportunities for securing reduced emissions, including the construction of highly energy efficient homes, the development of decentralised energy networks and retrofitting of existing homes to reduce their energy use and fuel bills

All development in Hailsham will be expected to make use of the best available sustainable design and technology. Proposals for development are expected to minimise the use of resources, mitigate against and be resilient to the impact of climate change. Current sustainability standards for new construction[44] should be used for assessing the sustainability of new, non-residential buildings. The Home Quality Mark[45] has been developed by BREEAM to provide an indication of the quality and environmental performance of a new home. Housebuilders are encouraged to use this assessment method.

[44] Including those established by BREEAM UK, Non-domestic Buildings (United Kingdom), Technical Manual SD5076 4.1, 2014, and LEED: see https://www.usgbc.org/leed

[45] see: http://www.homequalitymark.com

Buildings should be designed to maximise solar gain and incorporate technologies that maximise the use of energy from renewable sources. Proposals for new development are encouraged to incorporate the following:

- Solar photovoltaic panels
- Solar Thermal Panels
- Air Source Heat Pumps
- Ground Source Heat Pumps
- Biomass Boilers

The Town Council is particularly encouraging of proposals for new buildings that achieve zero or near zero net energy consumption (Passivhaus standard[46]).

The Town Council welcomes the opportunity to work with parties who would like to explore renewable energy schemes in Hailsham, particularly community-led micro generation projects. Where such schemes are brought forward they will need to comply with the wider policy framework, including landscape and design implications.

***Policy HAIL AQ2: Sustainable design and construction***

Applications for development are encouraged to demonstrate accordance with the appropriate BREEAM or LEED[47] standards in use at the time of submission. Encouragement is also given to schemes that meet Passivhaus standards.

Housebuilders are encouraged to register for assessment under the Home Quality Mark. This should show how resource efficiencies and climate change adaptation measures will be incorporated through aspects such as the layout of the proposed development, orientation, massing, landscaping and building materials.

Waste, recycling and storage areas should be provided. Equally, systems that reduce water consumption and allow for the reuse of grey water is encouraged. Where development is considered acceptable in areas at risk of flooding, the flood risk assessment should demonstrate that it will not increase the risk of flooding elsewhere and be designed to ensure the building is flood resilient / resistant (as appropriate) and will be safe for the lifetime of the development.

Encouragement is given to proposals for development that maximise the opportunities for using on-site renewable forms of energy.

***Policy HAIL AQ3: High energy efficient buildings***

Development proposals which demonstrate that the proposed buildings have a net emission rate of zero or below, or are proposed to be certified Passivhaus buildings, are encouraged, and will be considered favourably subject to other policies.

[46] see: http://www.passivhaus.org.uk - Passivhaus is the world's leading fabric first approach to low energy buildings. The core focus of the Passivhaus standard is to dramatically recue the requirements for space heating and cooling, whilst also creating excellent indoor air quality and comfort levels

[47] See section 3.3 for information on LEED

***Policy HAIL AQ4: Renewables***

Applications for renewable energy schemes will be supported if they can demonstrate that they do not have a significant adverse effect on landscape and townscape character, biodiversity, heritage or cultural assets or amenity value.

Community initiatives which seek to deliver renewable and low carbon energy will be encouraged in appropriate locations.

New developments also need to consider any negative impacts they may have on the operation of existing buildings, including impacts on renewable or low carbon energy supply. Where a proposed development is identified as being likely to have negative impacts on renewable or low carbon energy supply on adjoining land, the applicant will need to undertake the relevant analysis to demonstrate and quantify the nature of the impact and justify this impact.

# POLICY SECTION B:
# POLICIES FOR FUTURE GROWTH

This section of the Neighbourhood Plan introduces policies that apply to any planning applications that may come forward in relation to major development and growth on the edge of the existing built-up area of Hailsham. This includes those sites identified in the Core Strategy and others which may potentially come forward through a new Local Plan.

*“Quality of place, it turns out, is less a frivolity and more a necessity.”*

Richard Florida

# 11. The growth of Hailsham



## 11.1: Masterplans and Development frameworks

The adopted Wealden Core Strategy allocates land to the north and east of Hailsham for new housing development. The Strategic Sites document that was to provide more detail on the form of development in these areas was withdrawn in 2015 with work on the new Local Plan commencing instead.

Evidence to the now withdrawn Local Plan identified a need for additional growth and development in Hailsham. Opportunities for development were identified to the south and east of the town, as well as additional expansion in the north (beyond that proposed in the Core Strategy).

Wherever development takes place, it should help deliver a comprehensive approach to development, particularly where opportunities for growth comprise a mix of different landownerships. Through work on the Neighbourhood Plan the view has been taken that any major development must be delivered in a coordinated manner, demonstrating good placemaking principles and generating benefits to the quality of place for existing residents.

The Neighbourhood Plan recommends that proposals for major development should be informed by the production of masterplans that comprise part of a development framework. This should place the site in its wider context and avoid narrowly looking at landownership boundaries. The development frameworks will help deliver comprehensive development. This approach applies to all land around Hailsham that might come forward for major development in the future.

Development frameworks should be prepared and agreed by the District Council prior to any application for development being submitted. Development frameworks should establish the design principles for the sites, including integration with existing areas and neighbourhoods, connections and linkages allowing movement for all, the location and mix of uses, and provision of community infrastructure and green space.

Development frameworks should help create places of distinct character and variety, responding to local building types and materials, how the place will be used and need to adapt over time.

Consideration should be given to a sensible and logical approach to phasing, such that new development works well from the outset, with the impact of ongoing development on new and existing residents minimised.

***Policy HAIL SD1: Development frameworks***

Applicants for development schemes for any major development of 50 dwellings or more on the edge of Hailsham are encouraged to prepare Development Frameworks for approval by the District Council prior to submission of any planning application. Where a site crosses multiple land ownerships, the different landowners are encouraged to work together to prepare a joint development framework that demonstrates how comprehensive development will be delivered.

The development frameworks should demonstrate how good placemaking can be achieved through establishment of:

- A clear vision and concept for the development.
- A development and land use plan showing the mix and type of development to come forward, including the broad locations of necessary supporting services, including local centres, health and education.
- Framework plans establishing the intended form and grain of development, character areas, densities and building typologies, which respond to local character and context.
- A movement plan establishing the street hierarchy and typologies, and sustainable transport measures prioritising walking, cycling and public transport.
- A green infrastructure plan setting out the network and typology of green spaces, links and areas of ecological importance.
- A phasing and delivery plan, demonstrating a logical pattern of development that helps build community with supporting facilities provided at the right time.

Development frameworks should outline how infrastructure (physical, social and green)[48] will be delivered and the mechanisms by which landowners will work together to deliver those infrastructure items. Provision of waste water treatment and appropriate drainage is essential and must be agreed with the relevant organisations, including the statutory water company and the Environment Agency, as well as the lead local flood authority and, in relation to the Pevensey levels, the competent authority for the purposes of the Habitat Regulations. All infrastructure shall be well designed and accord with best practice and design principles outlined in the development plan and other relevant guidance.

The Development Frameworks should be subject to a programme of community consultation and supported by a statement outlining feedback received during the process and how the framework has responded to this.

[48] Physical infrastructure includes highways, utilities, waste and water, social infrastructure includes schools, healthcare and play space, green infrastructure includes natural and semi-natural green space.

## 11.2: Design and placemaking principles

Proposals for major areas of development provide the opportunity to provide a mix of uses, including, for example, schools, healthcare, parks and playspaces. Such uses should be located such that they are in easy walking, or cycle, distance of the home, and do not result in additional and unnecessary traffic movements, either within the development area or on the existing highway network. Planning and design strategies that promote sustainable travel to school are encouraged.

Within each area the network of proposed new streets should be considered, identifying how this facilitates movement, connects with existing neighbourhoods, and which presents an optimal balance between different modes of travel, including provision of extended bus routes. New green spaces will also need to be provided, providing a combination of amenity space for local play, leisure and recreation, as well as natural green space which will help respond to the setting of and proximity to the Pevensey Levels. Green space should be delivered in accordance with the green space standards established by Wealden District Council.

Proposals for development on the edge of Hailsham should also create places of character and interest, responding both to the site-specific opportunities but also the positive characteristics displayed within the built form of Hailsham as outlined in the Hailsham Character Area Assessment, including, for example, the use of materials.

***Policy HAIL SD2: Design and placemaking principles***

Applications for any major development proposals for 10 units or more, including those to the edge of the existing built-up area of Hailsham, are encouraged to demonstrate how they respond to best practice through submission of a Building for Life 12 assessment (or a later equivalent). They should also show how they have responded to the recommendations in the Hailsham Character Area Assessment. Applicants should demonstrate how they meet the following design principles:

1. Achieve a high quality, attractive, accessible and safe environment;
2. Promote innovation in design so that contemporary and traditional design approaches are proposed where appropriate;
3. Achieve a high level of integration between the existing communities and new development and ensure that the new development is part of a cohesive whole;
4. Create a sense of place within each character area and reinforce local distinctiveness where appropriate;
5. Create a legible layout with buildings addressing road frontages, public area frontages and a coherent structure of buildings, open space and routes for movement (walking, cycling, public transport, private car);
6. Locate community uses and facilities, such as schools, healthcare and parks, to maximise potential for walking and cycling to these. Design measures that minimise journeys to school be car must be integrated within the proposed development layout.
7. Optimise the placemaking function of streets, allowing for public transport connectivity but without vehicles dominating the street environment.
8. Ensure that a mix of housing types and styles are provided across the site and therefore a diversity of building forms and a varied street scene;
9. Ensure that the edges of the sites, where development meets the surrounding countryside, is addressed sensitively in landscape terms;
10. Ensure that new development respects the scale, massing and proportions of buildings within the adjoining residential areas of Hailsham;
11. Secure attractive and clearly defined public and private spaces that will enable retention and enhancement of the existing landscape, trees and vegetation.

## 11.3: Maintaining design quality through to delivery

In addition to development frameworks, the preparation and submission of design codes are welcomed. These can either form part of the development framework, or comprise part of a planning application for any major development proposal.

Design codes can be used to provide greater certainty and control over design quality in the long term. The NPPF says that local authorities should consider their use where they could help deliver high-quality outcomes. The design codes should cover building heights, depths and widths, street typologies and landscape treatments. The code may also include details of façade treatments. The design principles underpinning the codes should reflect best practice as outlined in Building for Life 12 (or other subsequent updates or guidance).

***Policy HAIL SD3: Design codes and quality***

Prior to the approval of any reserved matters or grant of detailed planning permission the Council welcome the production of Design Codes for any major development proposal.

# POLICY SECTION C:
# POLICIES FOR HAILSHAM TOWN CENTRE

This section of the Neighbourhood Plan presents policies that apply to change and development in the town centre. For the avoidance of doubt, these policies apply to the town centre area as mapped in Figure 18.

*To all Citizens of Heylesham*

*We have granted and by this our charter have confirmed to our dear and faithful Peter of Savoy, Duke of Richmond that he and his heirs in perpetuity may have a market in his manor of Heylesham every week on Wednesday with all customs pertaining to such a market, so it be not to the detriment of neighbouring markets. A toll on chattels and beasts to be collected in the market place each Wednesday market.*

*King Henry III*

# 12. Hailsham town centre

## 12.1: Change and development in the town centre

Strong and successful towns have a strong centre. The National Planning Policy Framework encourages the use of planning to support "strong, vibrant and healthy communities" and improve the vitality and competitiveness of town centres.

***Town centre issues***

Analysis undertaken of Hailsham town centre for this Neighbourhood Plan shows that:

- **Built form:** The town centre benefits from a fine grain historic high street, but this is surrounded by larger scale retail and civic uses which contrast with the historic structure. The result of this is that the high street is surrounded by a 'transition area', where streets and frontages are fragmented and dominated by car-based infrastructure, before then moving into more traditional residential development. It is also notable that there are few green spaces within the town centre itself, though there is green space on the edge of the centre. The 'Town Square', adjacent to the Vicarage Walk shopping centre, comprises an important central public space in the heart of the town.

- **Car parking and frontages:** Surface car parking comprises the main use of land in the town centre, the presence of which, along with areas for servicing, has resulted in the fracturing of much of the town centre. Although parking is important to the operation of the town it represents an inefficient use of land in its current format. It also results in a series of traffic dominated spaces, which is particularly pronounced along North Street, undermining the pedestrian environment, welcome and visitor experience. The traditional street structure in the town centre benefits from strong and active frontages, with doors and windows opening onto the street, but there are also a series of exposed 'backs, often associated with the larger units and edges of car parks, which again, create unwelcoming and unattractive spaces (see Figure 15).

- **Historic environment:** As noted above, the high street is of a historic nature and retains strong and well activated frontages related to the street. There are many buildings of high quality in and around the town centre, including listed buildings along George Street, with the Church being an important local landmark. The scale and materials of many of the buildings reflect the local geology and generate local character[49]. Much of the town centre is designated as a conservation area. Although this doesn't preclude change and new development from coming forward, it does mean it must be of the highest quality. The quality and setting of the conservation area is though undermined by the fractured environment and poor quality of many of the frontages to the rear of the high street.

[49] Hailsham Character Area Assessment, prepared on behalf of Hailsham Town Council, July 2017




*Figure 15 Hailsham town centre car parking / servicing areas and the conservation area*

- **Movement and access:** The structure of the road network in Hailsham 'funnels' routes through the town centre, with resultant congestion at key junctions and high volumes of traffic along North Street. Movement at these junctions results in conflicts between pedestrians, cyclists and vehicles. This is emphasised by a review of traffic accident and collision data in the town centre for the past five years[50], showing safety concerns associated with (a) the junction of the High Street and George Street, (b) the junction of the High Street and Battle Road, and (c) pedestrian crossing points on main routes into and around the town centre. Linked to this last area of concern is the network of pedestrian routes which, in many places, are incomplete and unconnected (see Figure 16). Furthermore, the Cuckoo Trail is poorly integrated with the town centre: the main 'arrival point' for the Trail is the South Street car park, which is not conducive to pedestrian and cycle movement, and where traffic is at its busiest. The route from here and along North Street also suffers from high levels of traffic noise[51], which further undermines the quality of the environment.

- **Retail offer:** The Council's Town Centre and Retail Study[52] notes that there is under provision of convenience floorspace in the town centre compared to the national average, despite the presence of three large superstores. The study found that expenditure is leaking from the town. Equally, the proportion of comparison floorspace in the town centre is below the national average and only provides for basic or specialist needs, and that there is a high leakage of expenditure to towns such as Eastbourne and Brighton. It also suggests that although the area between the Vicarage Fields shopping centre (anchored by Waitrose) and the Quintins shopping centre (anchored by Asda) forms the heart of the shopping area, the public realm would benefit from investment and improvement. These are considered to be dated, do not offer the right format of units, and have a poor relationship with the street. Improvements to the quality of floorspace and street environment would enhance access and enjoyment of the town centre. Furthermore, it is suggested that the town centre would benefit from higher quality food and beverage establishments, supporting the day and night time economies. The presence of the market is considered a positive for the town centre.

[50] See http://www.crashmap.co.uk
[51] See English Strategic Noise Mapping data published by Defra: http://andjnewman.github.io/noise-map/leaflet-complete-noise.html
[52] Carter Jonas for Wealden District Council, Town Centre and Retail Study 2016, December 2016, http://www.wealden.gov.uk/Wealden/Residents/Planning_and_Building_Control/Planning_Policy/CoreStrategy/CoreStrategyLibrary/Planning_Evidence_Base_Economy.aspx

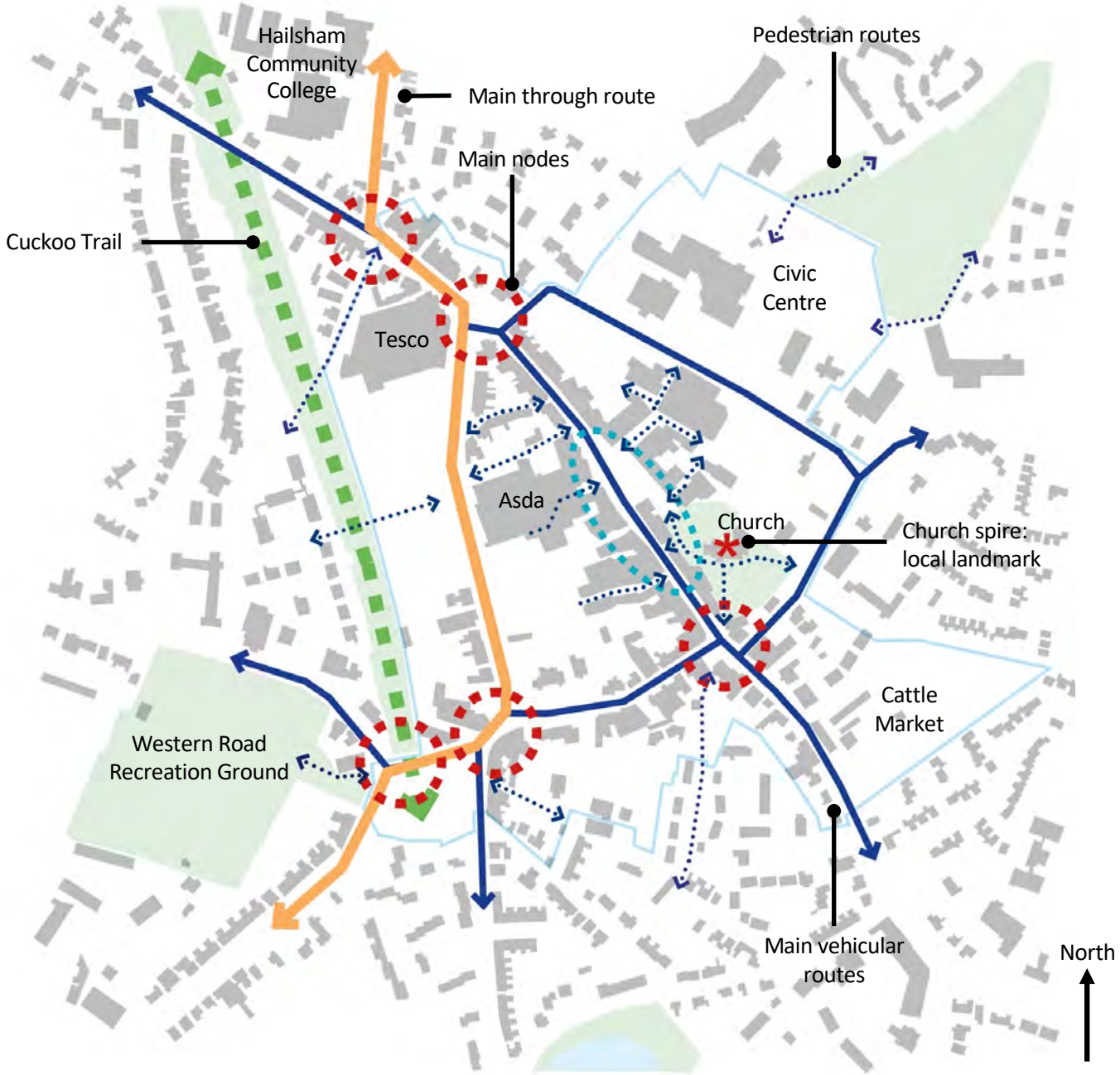



*Figure 16: Existing movement network in Hailsham town centre*

***Town centre opportunities***

The vision for the town centre is that it will be a thriving centre with a diverse range of facilities, uses and attractions, and where new development responds to the historic qualities of the built form. It is intended that the town centre is the beating heart of Hailsham, where public, economic and cultural life all come together.

The consultation undertaken for the Neighbourhood Plan expressed preference for a wider range of independent and high street retailers, as well as an expanded market. Provision was made in the now withdrawn Wealden Local Plan for 1,500 sqm (net) of new comparison retail floorspace in the town centre as well as 1,000 sqm (net) of convenience floorspace.

But new floorspace alone will not deliver the step change required in the town centre. The Council's Retail study[53] notes that the quality of the public realm in the town centre could be improved, as could connectivity to and within the centre. Streets and spaces account for the vast majority of public space in the town centre. Improving the quality of these will enhance the visitor experience.

A wider range of uses should also be encouraged to locate in the town centre, providing for a greater diversity and activity in the town centre throughout the day, drawing people in at different times of day and thus supporting retail and other commercial activities. Providing for some new residential development in the town centre will also help create life and activity, and offer a new housing offer for Hailsham.

The adopted Core Strategy seeks to improve the retail offer of town centres by, amongst other things, encouraging an appropriate mix of uses, including residential development, in the centres. The now withdrawn Wealden Local Plan made allowance for 300 residential units to come forward on windfall sites in the town centre over the life of the Plan. It also suggested that another 501 units might come forward on windfall sites within the Hailsham development boundary (which is slightly different to the Neighbourhood Plan boundary). The Neighbourhood Plan supports and encourages new development in the town centre, including delivery of new residential units. This could be realised through new mixed-use development, with commercial use on the ground floors and residential above[54].

Although this Neighbourhood Plan does not allocate specific sites for development it does establish key principles that applicants should respond to and which are intended to help deliver improvements in the town centre. Key opportunities for the town centre include:

- Strengthening east west connections to and through the town centre, linking with the wider green space network and completing the pedestrian network within the town centre, making these better connected, more convenient and comfortable to use, convivial and conspicuous[55].

- Maximising the Cuckoo Trail through improved connections to this and promoting complementary uses close to this that will enhance the user experience.

[53] ibid

[54] Research published by the Federation of Master Builders (Lichfields and Child Graddon Lewis for the Federation of Master Builders, December 2017, Homes on our High Streets: How to unlock residential development on our High Streets) suggests that, across the UK, 'there is significant untapped potential to create additional homes above shops, on or near the high street', including 'unutilised space above shops that could be more intensively used or redeveloped into additional housing units'. The research also suggests that realising this potential can do more than just deliver new homes, as 'revitalising our high streets through well planned and designed residential units could help rejuvenate smaller town centres'

[55] See for example the 'Five C' principles of creating good walking environments as outlined in 'Going to town: improving town centre access', published by the National Retail Planning Forum in 2002 and formerly comprising a companion guide to PPG6. The document can be accessed online: http://www.nrpf.org.uk/PDF/goingtotown.pdf

- Promoting public realm improvements and a network of enhanced public space, with improved street fronts as places where people enjoy being and feel safe in.

- Repairing fractured streets by exploring the potential to rationalise car parking space and bring forward new development opportunities that make more efficient use of the land and help bring vitality and life to the town centre.

- Rationalising major junctions to provide a better balance between competing users, making conditions safer for pedestrians and cyclists.

- Enhancing the quality of the town square as a multi-functional and lively space that is active and welcoming throughout the day.

- Optimising the use of land by exploring opportunities to bring forward more effective parking solutions that makes land available for new mixed, town centre uses and activities.

- Reflect and respond positively to the prevailing building heights in the town centre (See Figure 17) and heritage assets (Figure 20).

The policies outlined in this section are intended to help guide change and future development such that it contributes to a stronger and better functioning town centre. Alongside these a series of design principles are illustrated (Figure 19) and which applicants for new development should respond to in proposals. The principles reflect good practice in urban design and are intended to help create active and interesting places that can be enjoyed by all, and which help towns flourish by creating 'sticky streets' –those places where people want to go to and spend time in[56]. These principles also respond to the existing urban grain, the health and social benefits to be gained from human scale active places and well-articulated building fronts[57].

[56] See for example: https://www.planetizen.com/node/69454

[57] See for example, research published by Colin Ellard in Places of the Heart, 2015: https://aeon.co/essays/why-boring-streets-make-pedestrians-stressed-and-unhappy

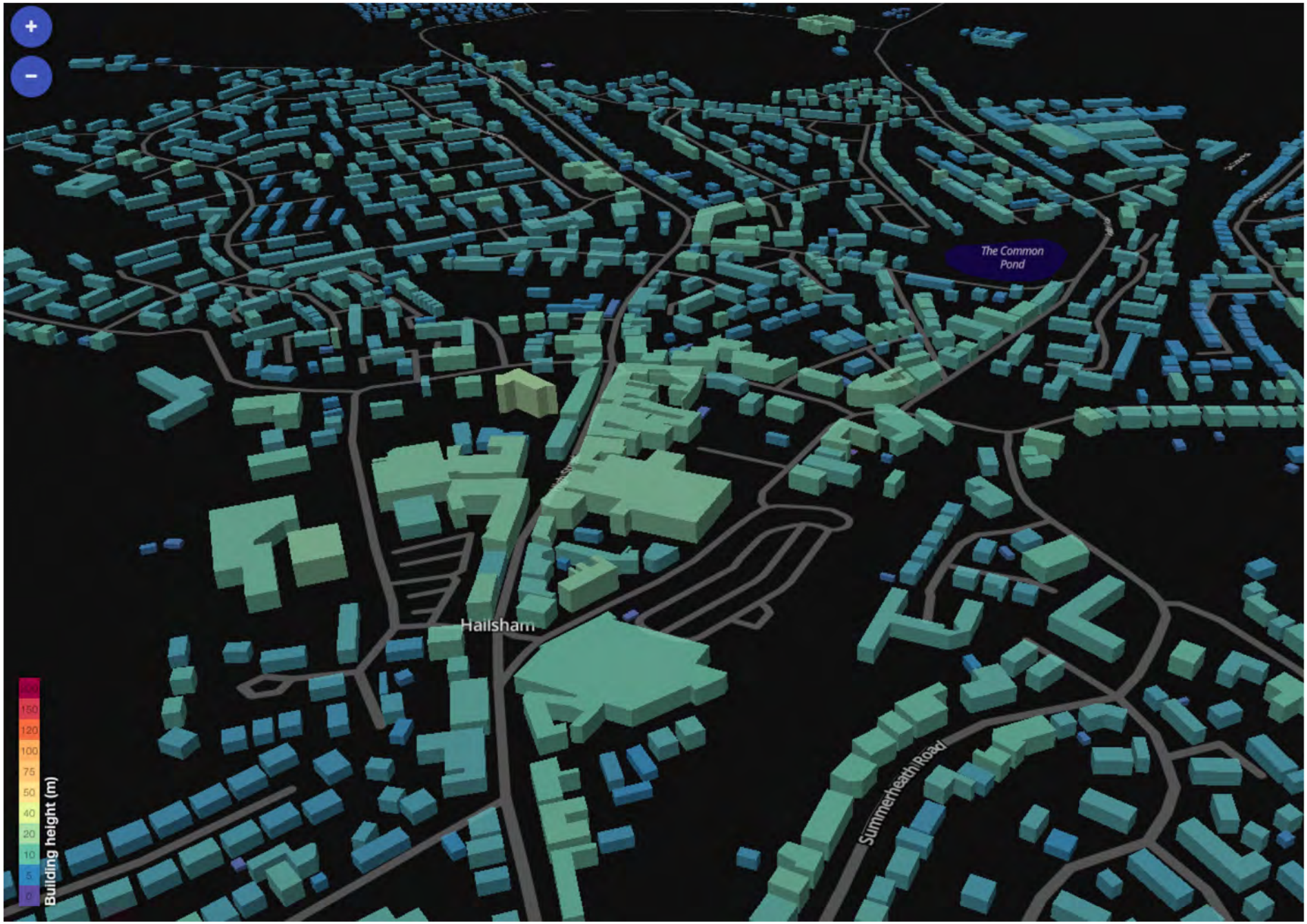



*Figure 17: Prevailing building heights in Hailsham Town Centre (Source: http://buildingheights.emu-analytics.net)*

***Policy HAIL TC1: Hailsham town centre***

Any proposals for new development in the town centre as shown on Figure 18 should, where it is appropriate, add to the vitality and viability of the centre, and enhance its image as a destination for shopping.

Proposals for new retail development and other complementary town centre uses within the town centre are welcome, particularly where they strengthen the retail offer and visitor experience. Suitable town centre uses include:

- Retail development (A1 & A2 use class)
- Leisure and entertainment (A3, A4 & D2 use class)
- Office development (B1 use class)
- Arts, culture and tourism (D1 use class)

Applications for town centre uses that contribute to the evening and night time economy, including leisure, cultural and community facilities are welcome. These will be required to enhance and diversify the offer within the town centre, subject to assessment of scale, character, location and impact of the proposed uses.

Proposals that contribute to an improved range and quality of office and business accommodation, including space for start-up businesses (use class B1) are encouraged. The use of empty and vacant floorspace on upper storeys is encouraged, particularly for office or residential use.

Applications for residential development are encouraged, particularly where they comprise part of a mixed-use scheme. Residential units within the primary shopping area will be provided on upper floors, with the ground floors comprising retail or other complementary uses.

Meanwhile uses[58] that provide for temporary use of vacant buildings are encouraged. Such uses will only be considered acceptable where they comply with the use classes outlined above.

Applications for new development will be required, where it is appropriate and relevant to the form of development proposed, to demonstrate how they:

- Respond to good practice design principles, including recommendations in the Hailsham Character Area Assessment.
- Strengthen the core retail area along the High Street.
- Optimise the use of land through the mixing of development and management of car parking provision.
- Facilitate new and improved pedestrian and cycle routes, particularly on an east west basis, at main junctions, and integrating with the Cuckoo Trail.
- Contribute to the delivery of an improved public realm within the town centre.

Applications for development that seek to enhance existing community facilities or provide new community facilities in the town centre will be supported. Proposals associated with community uses should:

- Ensure that all facilities are easily accessible to everyone
- Successfully capitalise upon opportunities to promote walking, cycling and public transport
- Offer an internal layout that will allow for the future adaptability of internal spaces to aid with the co-location of other appropriate community uses and functions

Development proposals will be required to be acceptable in terms of the impact of traffic generation and vehicle movements (including servicing arrangements) on the highway network and be both pedestrian and cycle friendly.

[58] For more information see: http://www.meanwhile.org.uk

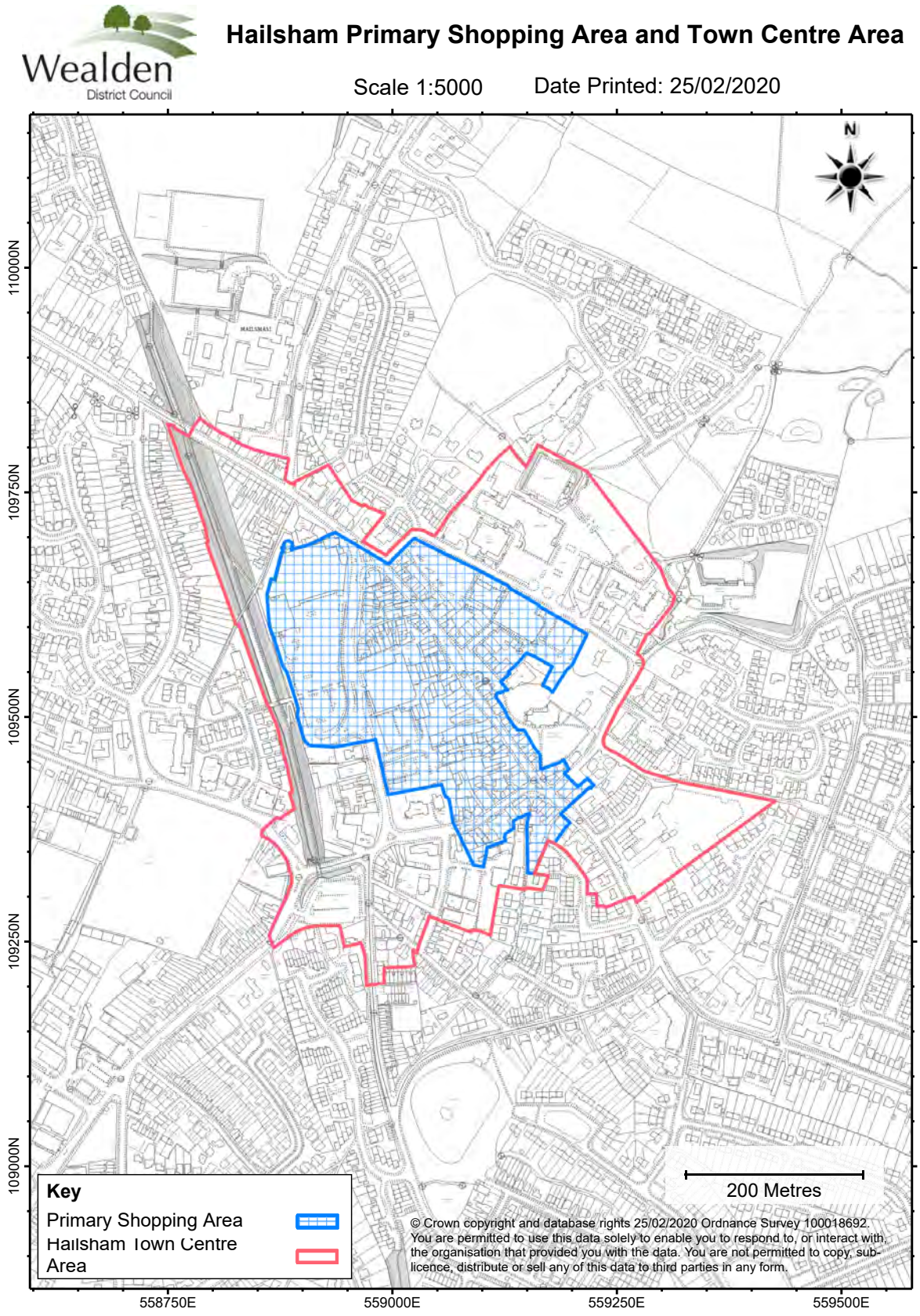



*Figure 18: Hailsham Town Centre Area and Primary Shopping Area*

***Policy HAIL TC2: Town centre design principles***

New buildings, as appropriate, will be required to reflect best practice design principles, responding positively to the character and qualities of the town centre. Key design principles for the town centre include:

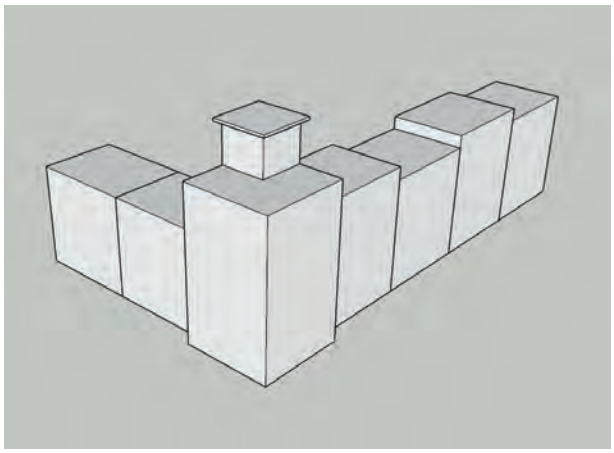
1. Active frontages and street level activity should be provided. Generous floor to ceiling heights at ground floor level should be provided to allow for flexibility and change of use over time.
2. The principal points of access to buildings should be from the main street on to which it fronts.
3. Buildings should respect the prevailing building height in the town centre. Where building heights vary this change should be subtle and step up or down by no more than half to one storey between buildings.
4. Proposals for new development should respect local context through continuity of the building line, responding to adjacent building heights, roof and cornice lines.
5. Buildings should be aligned with the back of the pavement edge and also provide space for activity within the public realm.
6. Corner buildings should be well articulated and blank gable ends avoided.
7. Blank walls and exposed back land areas, including servicing yards and car parking should be screened from view, preferably through the wrapping of these with active development edges. Alternatively, opportunities for green walls and artwork that enhances the quality of the townscape will be encouraged.
8. Development to the rear of existing buildings will be considered acceptable where it helps enclose space, define the public and private realm, create new active frontages, and would not unduly impact upon the operation of existing units.

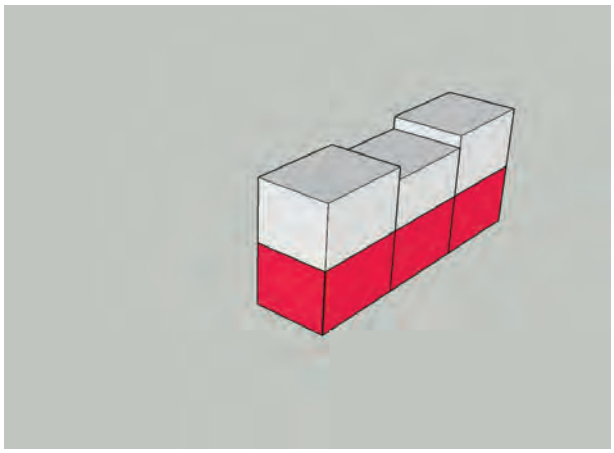
Applications will need to demonstrate how they reflect local vernacular through the scale and design for buildings and use of materials, contributing positively to the quality and character of the town centre, and the high quality historic townscape of the conservation area. Reference to the Hailsham Character Area Assessment should be made.

Where relevant, applications for new development will be required to respect the ability for markets and other events to operate in the town centre.

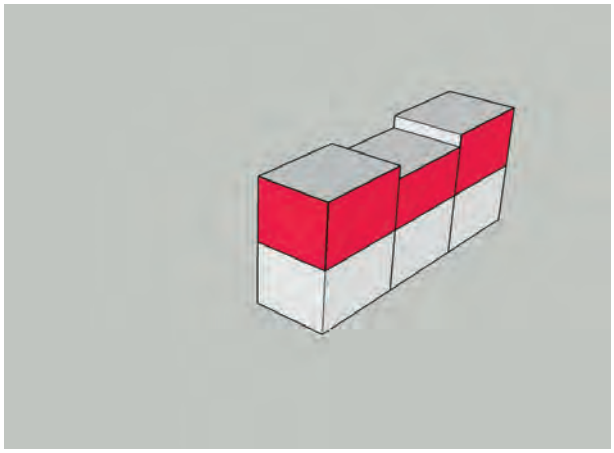
The design principles outlined on the following pages (Figure 19) provide guidance that should be reflected in proposals for development in the town centre wherever appropriate. Development proposals should also respond to heritage assets in Hailsham town centre, including the conservation area and listed buildings (Figure 20).

The Town Council will continue to work with Wealden District Council and other stakeholders to protect and, where possible, enhance the town centre conservation area, setting and quality of listed and locally listed buildings. Sensitive retrofitting and refurbishment of historic buildings for energy efficiency purposes will be encouraged.

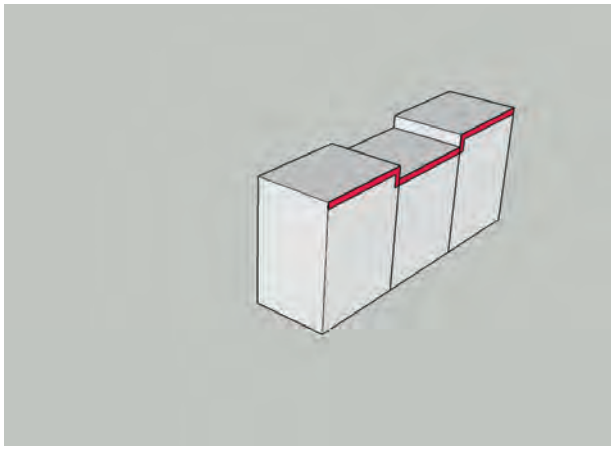




1. Design for active ground floor street frontages with generous floor to ceiling heights to allow for change and adaptability over time

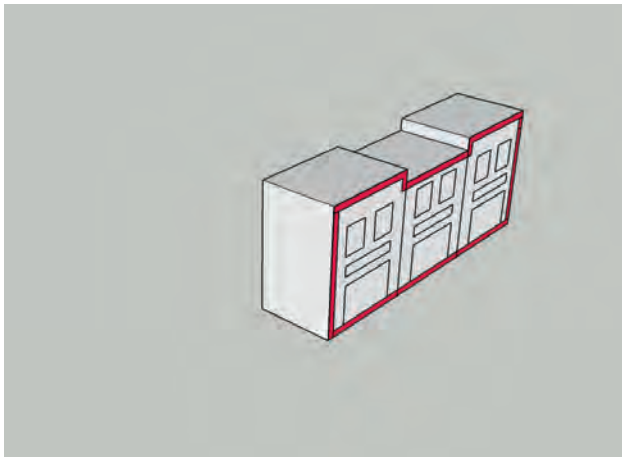


2. Plan for a mix of uses, including commercial and residential on upper storeys

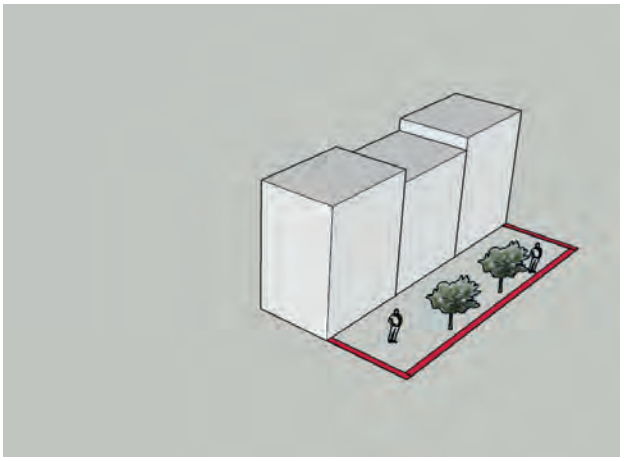


3. Respond to prevailing building heights and create subtle variations in height by stepping up by no more than one or half a storey between buildings

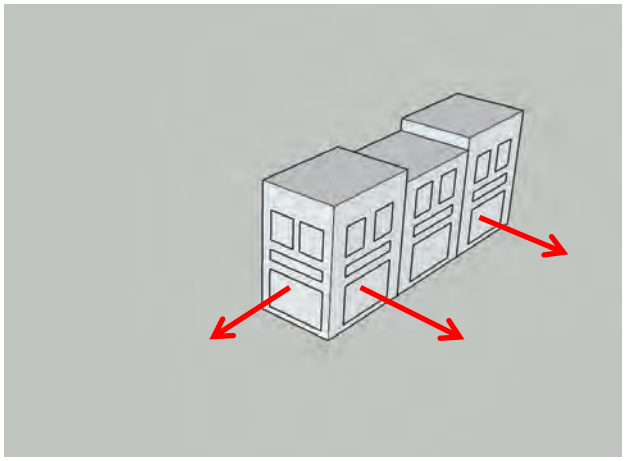
*Figure 19: Design principles for new development in the town centre (continued on next page)*



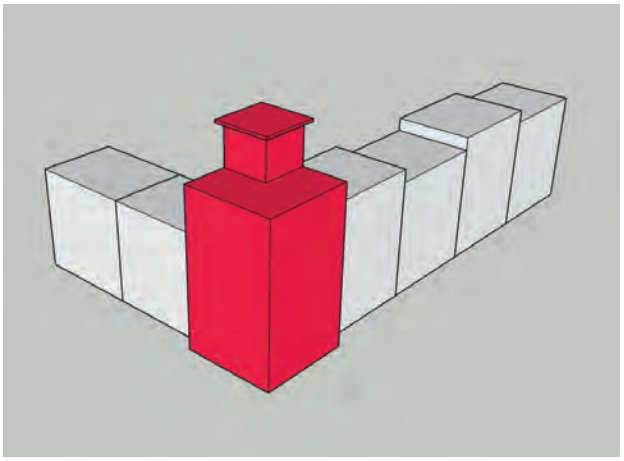
4. Create consistency in shop front design and through the use of local materials, including architectural details that unify the whole



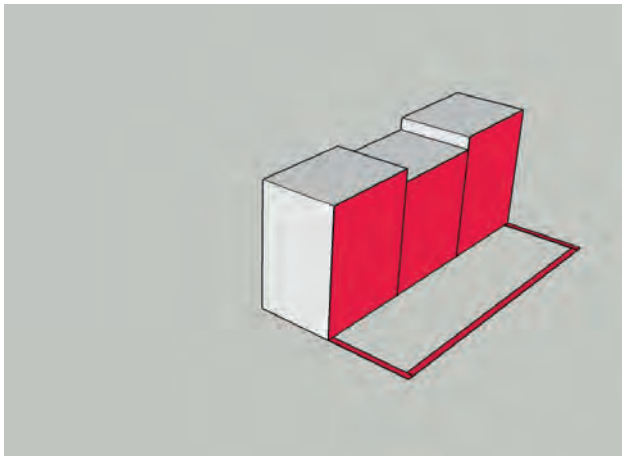
7. Set buildings back from the edge of the highway to create space for activity in the public realm



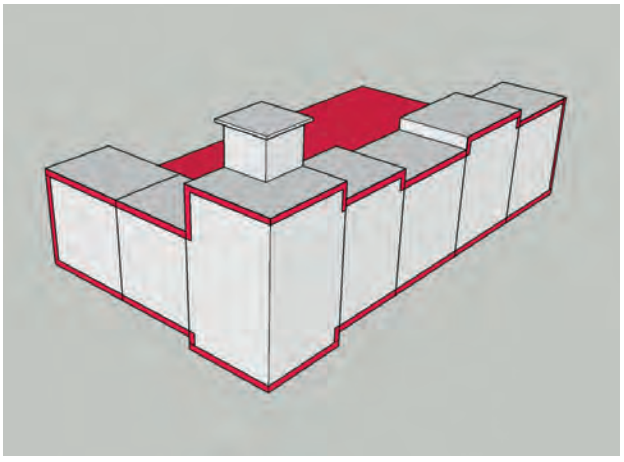
5. Doors and windows should overlook the street. Blank gable ends should be avoided



8. Important corners should be well articulated, helping to turn the street corner and link activities



6. Create a strong and consistent building line that responds to the street



9. Large format retail, car parks and servicing areas should be 'wrapped' with complementary uses that create active street frontages




*Figure 20: Listed buildings (and grade) within Hailsham Town Centre (source: https://dancooksonresearch.carto.com)*

## 12.2: Town centre parking

Surface car parking represents the main use of land in the town centre, occupying approximately 5.5 hectares of land. That is the equivalent of around seven football pitches.

Although provision of parking is important it could be provided in a more effective and efficient way. The same amount of parking could be provided through the use of decked structures for example, reducing the amount of land occupied and freeing this up for other uses that bring life and activity to the town centre, including new shops, businesses and residential use.

Although the overall number of parking spaces in the town centre should not be reduced, rationalisation of the space is promoted. Where the decking of car parking is proposed, it should be undertaken in such a way that improves the quality of the street environment. Areas of parking should be 'wrapped' with complementary uses that include active fronts at ground floor level.

The Town Council will continue to work with the District Council and Highways Authority to identify how and where parking could be rationalised, and a strategy put in place that promotes smarter parking arrangements, with accessible, well-designed parking provided in places that reduce vehicle movements in the town centre[59]. As technology develops and becomes more accessible, so data should be used to influence smarter parking strategies. Reference should also be made to the East Sussex County Council guidance on parking[60].

***Policy HAIL TC4: Town centre car parking***

Development should not result in an overall loss of public parking in the town centre.

Opportunities to rationalise town centre surface car parking are encouraged, to make more efficient use of land.

Where development proposals include decked parking provision the following will need to be demonstrated:

- That the proposal does not result in unnecessary traffic movement to, in and around the town centre
- That the proposal contributes to the quality of the street environment through integration of appropriate town centre uses that wrap the development and include opportunities for inclusion of active ground floor uses.
- Routes between the proposed development and town centre activities are clear, logical and well overlooked.

Development proposals will be supported that improve the quality of the street environment, particularly along North Street and Vicarage Lane, whilst not undermining the parking and servicing role provided along these streets.

Proposals for parking provision are encouraged to explore the opportunities for utilising site topography to accommodate multiple levels of parking. In such instances, the proposal will be required to demonstrate that local and long-distance views are not affected.

[59] The Town Council commissioned East Sussex County Council to undertake a survey of car park usage in 2017. Alongside this, interviews with businesses and visitors to the town centre were undertaken. This showed that many people make regular though short trips to the town centre, and that although people do drive, many visitors also arrive by bus or foot. Those arriving by foot spend less each time they visit the town centre than those arriving by other modes, but through multiple visits, often spend more over the course of a week than those travelling by car or bus.

[60] East Sussex County Council, https://www.eastsussex.gov.uk/environment/planning/applications/developmentcontrol/tdc-planning-apps/, accessed February 2018

## 12.3: Shopfronts and commercial frontages

There are a wide range of commercial business premises operating in the town centre. These include shops and offices, bars, cafes and restaurants and clubs. Inevitably, the quality of design of their frontages and associated signage varies considerably.

The quality of the shop fronts along the High Street and within the town centre as a whole has an influence on the appearance and attractiveness of the town centre. During consultation the visual appearance of buildings in the town centre was raised: many people thought that the upkeep and maintenance of the buildings could be improved, and that a consistent approach to signage and shopfronts would make an improvement to the experience of the town centre[61].

Poor quality signs and materials undermine the visual quality of the town centre and the historic qualities of the centre that the District Council is seeking to preserve and enhance through the conservation area designation. It is thus considered important that shopfronts respond better to local character, and bring a consistency of style to the town centre.

Equally, the use of shop signage on pavements should be limited to reduce clutter within the town centre. Any new signage on pavements that is associated with the business of the individual premises should have due consideration for the character and design of the street furniture in the wider area and should seek to enhance the public realm.

Existing guidance contained within the Wealden Design Guide SPD (or later equivalent) should be used to inform proposals for shop fronts.

The Town Council will pursue production of a town centre branding strategy to emphasise the special qualities of the town, to attract a wider range of businesses, visitors and investment. As part of this production of a "Hailsham style" shopfront design guide will be promoted.

The Town Council, in collaboration with other relevant stakeholders and pubic bodies, will explore opportunities to offer grants or other incentives to shop and landowners to promote the repair of damaged facades, reinstate lost historic features and install high quality traditional windows and shop fronts in the town centre.

***Policy HAIL TC5: Shopfronts***

Well-designed improvements to existing shopfronts and other commercial properties in the town centre are welcomed.

Proposals for new shopfronts and commercial properties should be designed such that they are well proportioned and enhance the character of the building, Hailsham Town Centre Conservation area and the town centre as a whole.

The protection of and reinstatement of original architectural features, where appropriate, is supported. This includes retention of existing or provision of new pilasters and cornicing.

[61] Similar responses were made to consultation undertaken by Hailsham Forward in 2013, with a third of all respondents noting that unkempt shopfronts make the town centre look untidy.

***Projects HAIL TC1: Town centre shopfronts and branding***

The Town Council will look to create a Hailsham specific shopfront design guide that brings unity of appearance to the town centre.

Alongside this the potential for a town centre branding strategy will be investigated by the Town Council, which will help market the town centre offer, attract businesses and visitors. This will be regularly monitored and updated over time.







*Figure 21: Examples of good shopfront design, responding positively to the building and setting*

## 12.4: Streets, spaces and the public realm

The public realm is defined as all the spaces between buildings to which the public has access. The importance and value of good quality public realm is well recognised[62].

In Hailsham town centre recent street works have sought to improve the quality of the public realm along the High Street, George Street and Vicarage Lane. However, many places remain traffic dominated and present an underwhelming environment and visitor experience. Efforts to improve the quality of the street scene are encouraged, including rationalising the amount of road space, through the narrowing of the carriageway for example, removal of unnecessary street signs that cause visual clutter, and extension of the current public realm works across the wider town centre to create a unified feel and appearance. The aim is to create an attractive and welcoming town centre environment that is open to and accessible for all, particularly for those on foot and bicycle.

The potential to provide new street tree planting is welcome, alongside the creation of new areas for people to sit and relax. In the short term, the Town Council will explore the use of Parklets[63] on a temporary basis to create new public space, before establishing a town centre-wide public realm strategy. Alongside this, blank walls and gable ends, the exposed backs of properties and unsightly service yards should be screened from view and their public face improved. The use of green walls and public art to enliven these areas is encouraged.

The Market Space is the main public space and gathering point in the town centre. It is an important nodal point between the High Street, shopping centres and Church, it is the location of the market and other public activities, and is where east west and north south pedestrian movements cross. However, the space is dated and provides limited opportunity for people to sit, relax and interact with each other. This is Hailsham's 'outdoor room'. Proposals that seek to enhance the quality of the public realm and provide for multi-functional use of the space throughout the week, and at all times, will be welcome.

***Policy HAIL TC6: Streets and spaces in the town centre***

Applications will be supported which contribute to an enhanced movement network by all modes, providing a comfortable and safe environment for pedestrians and cyclists, and improving access by public transport. Applications should help provide a network of well-designed social and civic spaces that support the cultural and economic life of the town.

Where appropriate, all proposed developments should contribute to an improved movement network and enhance the quality of public realm.

The placing of tables and chairs in the street will be acceptable (subject to license) where it does not prejudice highway or public safety, the movement of pedestrian and cyclists, the operation of street events or markets, the character of the conservation area or result in activities that cause harm to residential amenity.

[62] See, for example, CABE, The Value of Public Space, 2004: *"A high quality public environment can have a significant impact on the economic life of urban centres and is an essential part of any successful regeneration strategy. As towns increasingly complete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool. Companies are attracted to locations that offer well-designed, well-managed public spaces and these in turn attract customers, employees and services"*. Other sources include: The Heart Foundation, Good for Business; The benefits of making streets more walking and cycling friendly, 2011

[63] For examples and guidance see: http://pavementtoparks.org/parklets/















*Figure 22: Example images of well designed town centre streets and spaces*

## 12.5: Public realm projects

A series of public realm improvements were delivered in Hailsham Town Centre in 2017, improving pedestrian crossing facilities and footway provision in the High Street, Vicarage Road, Vicarage Lane and George Street. This also included improvements to some of the bus facilities. A further series of projects have been identified which the Town Council will encourage applicants to respond to. Not all of these are directly related to individual development schemes and instead represent projects that the Town Council will look to take forward in discussion with the District Council and other partners. This forms the basis of projects towards which CIL receipts might be directed to.

***Projects HAIL TC2: Town centre public realm***

The Town Council will look to pursue the following projects in Hailsham town centre:

Walking and cycling:

- Increase east west pedestrian permeability between the High Street and surrounding uses
- An increased number and improved cycle parking facilities should be provided at suitable locations throughout the town centre.
- Enhancements to the southern gateway to town centre by resolving the pinch point at the junction of Western Road, Station Road and the A295. This could involve a simplified road layout that helps improve walking and cycling connections with the Cuckoo trail and including a new visitor hub for the trail, incorporating cycle parking, a café and toilets. This would include improved wayfinding and connectivity with the town centre and adjacent recreation ground

Public transport:

- Integrate a high quality public transport service to Polegate within the town centre, with associated waiting facilities.
- All bus waiting facilities should be of a high quality, with improved waiting areas and digital information.

Public squares:

- Strengthen and expand the market square, with use of materials consistent with the new materials used along High Street public realm project. It should be designed as a multi-functional space to allow for markets and other activities, but also with opportunities for sitting and incorporating new tree planting

Streets:

- A street greening and tree planting programme, increasing the tree canopy within the town centre and integrated with water management and sustainable urban drainage systems. Key locations for the introduction of new planting include North Street and Vicarage Lane.
- A street decluttering programme to rationalise and remove unnecessary signs, poles, pillars and other 'furniture', reducing the visual pollution and barriers to movement these create.
- Temporary use of Parklets to create informal public spaces in the town centre. The Town Council will consider launching a competition to design Parklets.

Public art:

- Use public art and green walls to enliven exposed backs and blank walls within the town centre. In all instances these should be well designed and maintained to enhance the quality of place and are able to stand the test of time.

# 13. Community Infrastructure Levy



The Community Infrastructure Levy (CIL) is a charge levied on development which is payable to the local authority and is intended to be spent on infrastructure projects in the District that help address the demands placed on an area resulting from growth. This might include, for example, spending on new transport infrastructure, health and educational facilities, open spaces and sports facilities.

A portion of CIL is payable to the Town Council for spending on local projects in the Neighbourhood Plan area. When the Neighbourhood Plan is made the Town Council will receive 25% of all CIL monies paid to Wealden District Council. In regard to what this money can be spent on, advice published by My Community notes[64]:

*"The neighbourhood portion of CIL can be used for a wider range of planning issues than infrastructure as long as they are concerned with addressing the demands that development places on an area."*

The Wealden District Council CIL Charging Schedule came into effect on 1 April 2016[65]. All applications for development that are above the necessary thresholds will be subject to this charging schedule, or any subsequent updates to it. Associated with the Charging Schedule is a 'Regulation 123 List' which outlines the infrastructure items that the District will spend CIL receipts on. For Hailsham, these include improved public transport provision, health care and educational facilities.

Through consultation and work on the Neighbourhood Plan a series of projects have been identified which the Town Council intends to direct the neighbourhood portion of CIL towards. These are referred to through the neighbourhood plan, in the blue 'projects' boxes.

Alongside CIL, the District Council will continue to negotiate Section 106 agreements[66] with applicants which can provide funds or works to make development more acceptable in planning terms. The Town Council will liaise with the District Council as to the most appropriate form of Section 106 agreement relating to applications within the neighbourhood plan area.

In addition to future growth and development within the Neighbourhood Plan area, the adopted Core Strategy allocates a significant area of land to the north of the town for future development (this is also currently included within the Submission Local Plan). This falls within the neighbouring area of Hellingly Parish and although the neighbourhood portion of CIL from that area will be payable to Hellingly this growth will impact upon and place additional demands on infrastructure within Hailsham. The Town Council will continue to work with the District and neighbouring parishes to ensure that investment is targeted towards those projects necessary to facilitate cohesion and connectivity.

[64] My Community / Locality, 2017, Community Infrastructure Levy; Neighbourhood planning toolkit

[65] see: http://www.wealden.gov.uk/Wealden/Residents/Planning_and_Building_Control/Planning_Policy/CommunityInfrastructureLevy/Planning_Community_Infrastructure_Levy.aspx

[66] see: http://www.wealden.gov.uk/Wealden/Planning_and_Building_Control/Planning_Development_Management/Legal_Agreements/Planning_Legal_Agreements.aspx

# Appendix A: Development Plan Proposals Maps



The plan overleaf shows the Hailsham extract of the adopted Wealden Core Strategy.

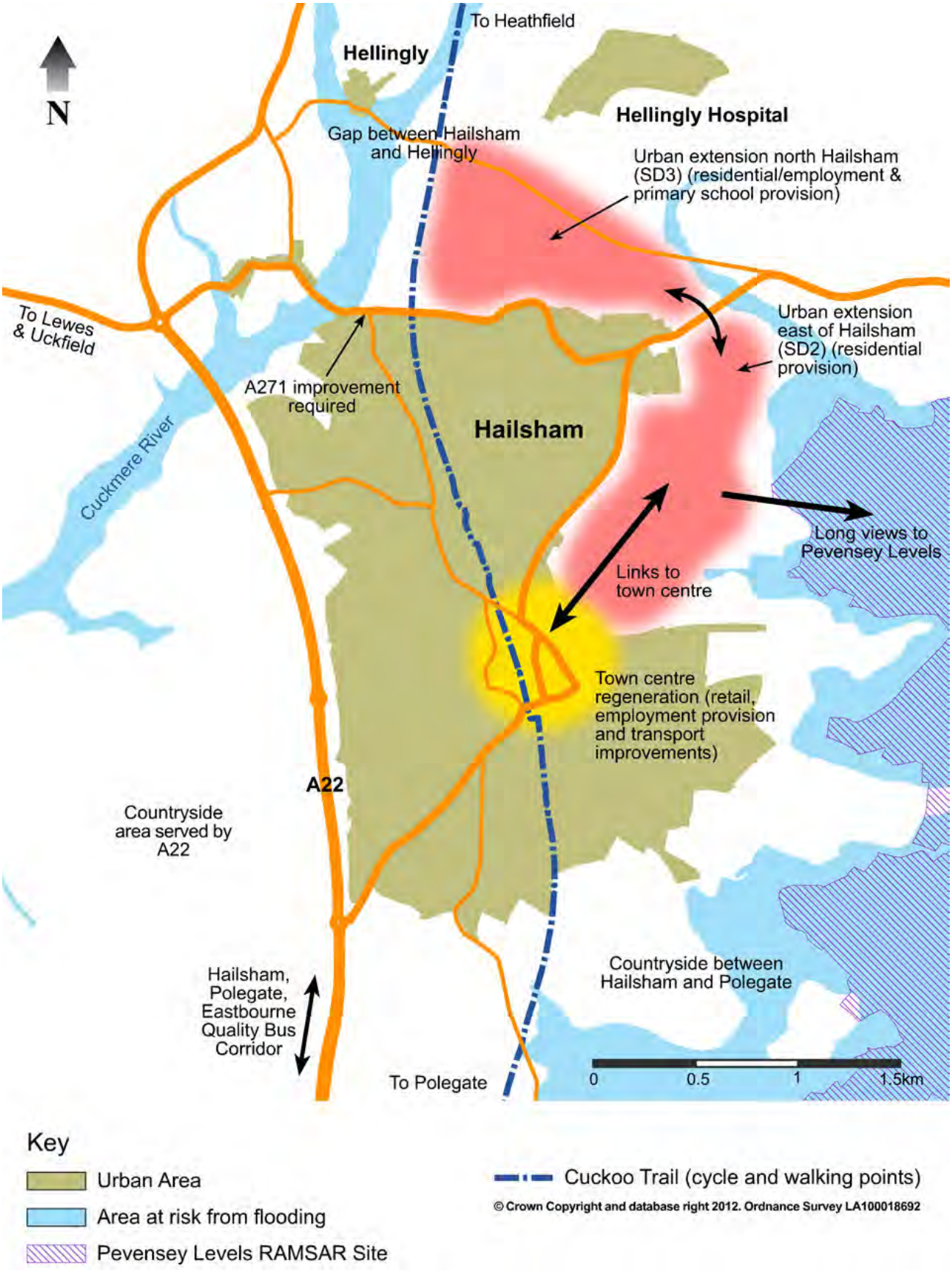



*Figure 23: Adopted Wealden Core Strategy, Hailsham extract*

# Appendix B: Possible Future Hailsham Cycle Network



The plan overleaf illustrates a town-wide concept cycle network, showing improved east west and north south connections between the town centre, residential areas and other key uses and facilities.

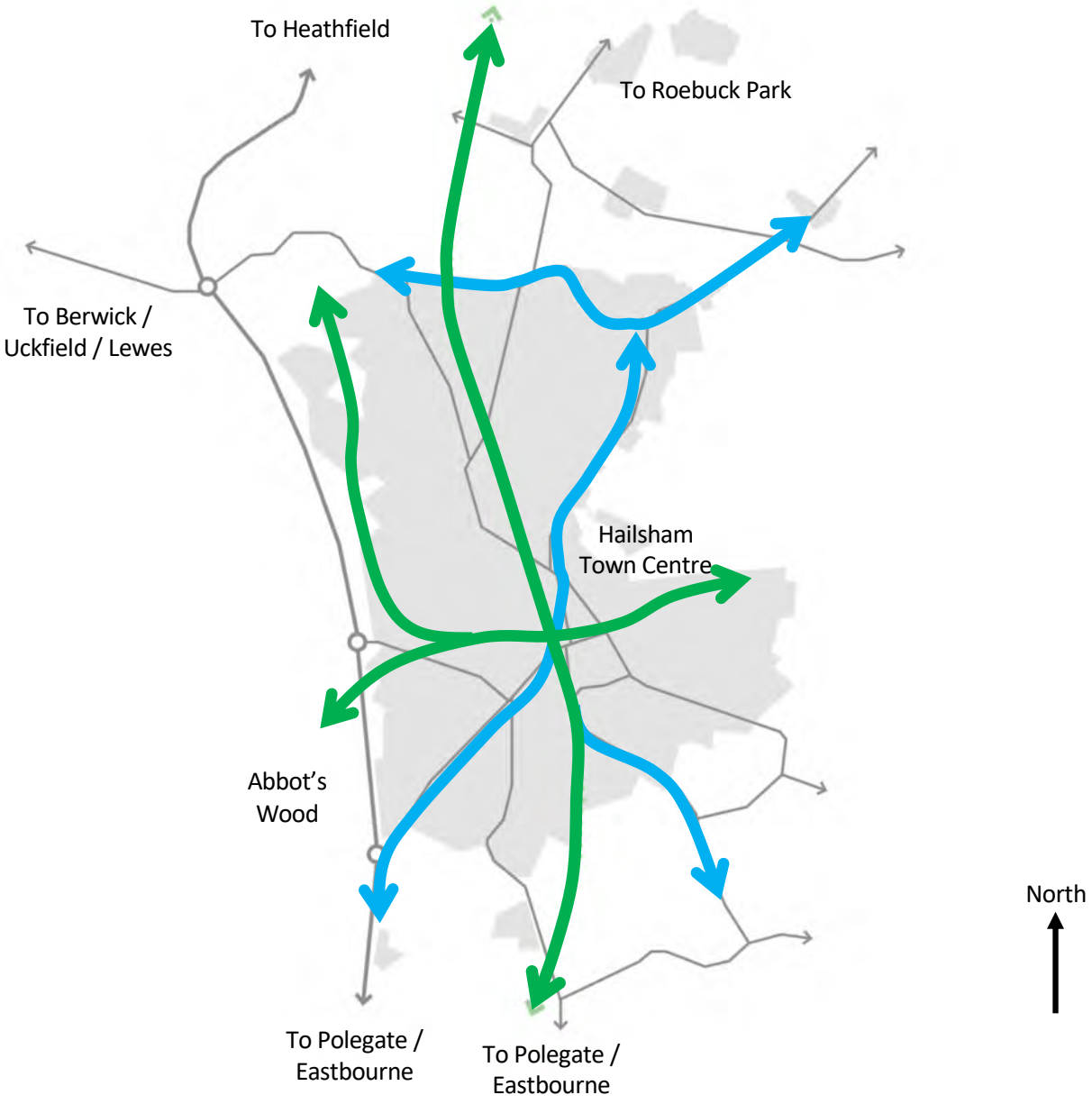



*Figure 24: Illustrative potential future Hailsham cycle network, based on a 'hub and spoke' approach of main routes, supported by local connections*

# Appendix C: Glossary



**Adoption** – The final confirmation of a development plan by a local planning authority. The equivalent terminology for a Neighbourhood Plan is that the document is 'made', rather than 'adopted'.

**Community Infrastructure Levy (CIL) -** allows Local Authorities to raise funds from developers undertaking new building projects in their area. Money can be used to fund a wide range of infrastructure such as transport schemes, schools, health centres, leisure centres and parks. Parishes with a 'made' Neighbourhood Plan will receive 25% of any Community Infrastructure Levy arising from developments in their area compared to parishes without a Neighbourhood Plan who will receive 15%.

**Conservation Area -** an area of special architectural or historic interest, the character or appearance of which is preserved by local planning policies and guidance.

**Department for Communities and Local Government** – See Ministry of Housing, Communities and Local Government

**Design Code** – A set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan or other design and development framework for a site or area.

**Development Plan -** Includes the adopted Wealden District Core Strategy (and any future adopted Local Plan which may replace it) and Neighbourhood Development Plans which are used to determine planning applications.

**Evidence base -** The background information that any Development Plan Document is based on and is made up of studies on specific issues, such as housing need for example.

**Greenfield site** - Land where there has been no previous development, often in agricultural use

**Green-space** - Those parts of an area which are occupied by natural open space, parkland, woodland, sports fields, gardens, allotments and the like.

**Independent Examination** - An assessment of a proposed Neighbourhood Plan carried out by an independent person to consider whether a Neighbourhood Development Plan conforms with the relevant legal requirements.

**Infrastructure –** Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Infill Development –** small scale development filling a gap within an otherwise built up frontage.

**Listed Building** – building of special architectural or historic interest.

**Local Planning Authority** - Local government body responsible for formulating planning policies and controlling development; a district council, metropolitan council, county council, a unitary authority or national park authority. For Hailsham, this is Wealden District Council and East Sussex County Council.

**Ministry of Housing, Communities and Local Government -** is the Government department with responsibility for planning, housing, urban regeneration and local government (MHCLG). Previously known as the Department for Communities and Local Government (DCLG)**.**

**National Planning Policy Framework (NPPF) –** The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied.

**Neighbourhood Development Plan –** A local plan prepared by a Town or Parish Council for a particular Neighbourhood Area, which includes land use topics**.**

**Planning Permission -** Formal approval granted by a Council (e.g. Wealden District Council) in allowing a proposed development to proceed**.**

**Planning Practice Guidance –** Planning Practice Guidance adds further context to the National Planning Policy Framework (NPPF) and it is intended that the two documents should be read together.

**Previously Developed Land -** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Public Open Space -** Open space to which the public has free access.

**Ramsar Site** – The Ramsar Convention on Wetlands of International Importance especially as Waterfowl Habitat is an international treaty for the conservation and sustainable use of wetlands. It is also known as the Convention on Wetlands. The Pevensey Levels is a Ramsar Site.

**Section 106 Agreement** – Planning obligation under Section 106 of the Town & Country Planning Act 1990, secured by a local planning authority through negotiations with a developer to offset the public cost of permitting a development proposal.

**Settlement Development Boundary –** Also referred to as the extent of the built-up area, settlement or development boundaries seek to set clear limits to towns and villages. They are designed to define the existing settlement and to identify areas of land where development may be acceptable in principle, subject to other policies and material planning considerations.

**Site of Special Scientific Interest (SSSI)** – A conservation designation denoting a protected area in the United Kingdom

**Soundness –** The soundness of a statutory local planning document is determined by the planning inspector against three criteria: whether the plan is justified (founded on robust

and credible evidence and be the most appropriate strategy), whether the plan is effective (deliverable, flexible and able to be monitored), and whether it is consistent with national and local planning policy.

**Special Area of Conservation (SAC)** – Defined in the European Union's Habitats Directive (92/43/EEC), also known as the Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. SACs complement Special Protection Areas and together form a network of protected sites across the European Union called Natura 2000.

**Special Protection Area (SPA)** – A designation under the European Union Directive on the Conservation of Wild Birds. Under the Directive, Member States of the European Union (EU) have a duty to safeguard the habitats of migratory birds and certain particularly threatened birds.

**Stakeholder –** People who have an interest in an organisation or process including residents, business owners and national organisations and government departments**.**

**Sustainable Communities –** Places where people want to live and work, now and in the future.

**Sustainable Development –** An approach to development that aims to allow economic growth without damaging the environment or natural resources. Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

**Use Classes Order –** The Town and Country Planning (Use Classes) Order 1987(as amended) is the statutory instrument that defines the categories of use of buildings or land for the purposes of planning legislation. Planning permission must be obtained to change the use of a building or land to another class.

# Appendix D: Acknowledgements



Hailsham Town Council would like to thank everyone who participated in consultation and engagement events to help shape and inform the Neighbourhood Plan.

We are also grateful to members of the Neighbourhood Planning Steering Group, comprising both Council Members and Residents, who have committed their time, energy and passion to preparing the Neighbourhood Plan and helping to shape a better future for Hailsham.

We would also like to thank consultancy Troy Planning + Design (www.troyplanning.com) for their help in facilitating events, for the development of ideas and concepts that communicate the views of the community and translate these into a planning policy document.

*"Make big plans, aim high in hope and work… let your watchword be order and your beacon beauty."*

Daniel Burnham

Hailsham Neighbourhood Plan
Referendum version: March 2020

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