

# Cliftonville Development Plan Document



Adopted February 2010

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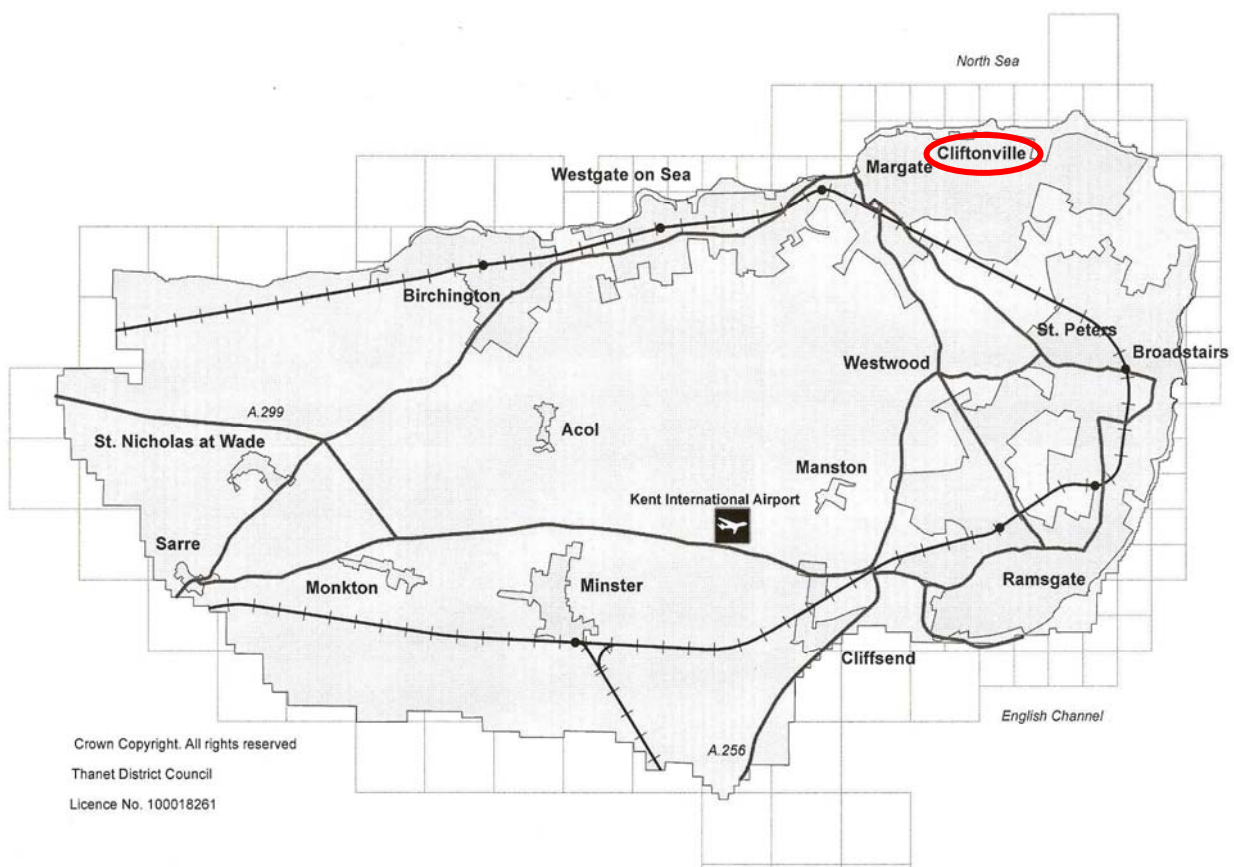
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**This Development Plan Document (DPD) provides planning policies for the Cliftonville West Renewal Area, as designated in 2005, and shown on the map in Appendix 1. This DPD runs from the date of its adoption until 2026 in line with the Core Strategy.**

**This Development Plan Document contains a set of planning policies to be used for Development Management purposes to manage the large number of planning applications that are submitted in the area. It is being introduced in advance of the Core Strategy as the quickest way to implement additional planning controls as urgent intervention is needed to enable the area to improve. There are other Council initiatives being developed to address some of the other issues that cannot be dealt with via planning policy. There is no conflict between the emerging Core Strategy and policies contained within this document.**

**NB There are also district-wide policies that will also apply to the DPD Plan Area – please refer to the Local Development Framework.**

## Map of District showing location of Cliftonville



## Vision

Cliftonville will become a clean, safe, amiable place where families and individuals will want to live and take pride in.

Existing buildings will be well maintained, enhancing the special architectural quality and historic value of the area. There will be a demand for properties within the area and new development will be well designed with an attractive townscape incorporating high quality hard and soft landscaping and encouraging biodiversity.



There will be a strong community spirit and residents will have pride in the area. The community will be a mixed and settled one including families with children living in accommodation suited to their needs, a range of household sizes including apartments and family sized homes with gardens and high quality public green spaces.

Cliftonville will be home to a number of quality hotels able to accommodate the tourism generated by the regeneration of Margate and changing holiday patterns.





# Objectives

- To contribute towards a more balanced pattern of types, sizes and tenures of residential properties in the area, reducing the transient nature of residents, by curtailing the development of small, low quality flats and bedsits.
- To retain or increase the proportion of family houses in the area.
- To help to attract long term commitments from families and individuals who will invest in high quality accommodation.
- To encourage and stimulate quality tourist accommodation back to the area.
- To mitigate the impact of new development on the demand for on-street car parking.

The issues affecting Cliftonville are persistent, wide ranging and cannot be resolved solely by this DPD. This DPD is part of a number of Council initiatives, and initiatives being progressed by other bodies, which aim to achieve wider objectives for the area. Actions which the Council and its partners can help to deliver as part of these wider objectives separate from this DPD include:

- Ensuring that new development is of high quality, good design and of an appropriate scale and character.
- Improving the urban fabric, streetscene and environment within the area.
- Encouraging a high standard of refurbishment or redevelopment of obsolete and neglected properties for the benefit of the area incorporating high quality and inclusive design.
- Providing for adequate and efficient garden space.
- Greening the neighbourhood and improving the appearance of the street scene.
- Facilitating the convenient and discrete storage and collection of materials for recycling and reduce the amount going to landfill.
- Encouraging and supporting existing and new businesses, employment and leisure opportunities in Cliftonville.
- Providing employment opportunities in locations where there is no conflict with residential amenity.
- Improving the provision of local community, leisure and health facilities.



# 1 Introduction

1.1 Cliftonville lies along the coast immediately to the east of Margate town centre. During the early part of the twentieth century, Cliftonville was considered the 'fashionable hotel' area of Margate and contained many significant hotels and bed and breakfasts, particularly along the seafront. These included the Queens Highcliff Hotel and a number of hotels owned and operated in the 1950s by Butlins. Much of Cliftonville was designated as a holiday area in planning policy in the 1970s and 1980s.

1.2 However, as a result of the decline in the domestic holiday trade to Margate, virtually all of these hotels and many smaller properties have been lost to residential uses, many becoming flats or Houses of Multiple Occupation. In recent years, because of the nature of accommodation in the area, the area has seen a significant amount of new development – mainly the conversion and extension of existing properties into flats, resulting in the balance being weighted towards one and two person households and a lack of family accommodation. The area is densely populated with a high proportion of flatted accommodation, has sparse landscaping, small (or no) back garden areas and insufficient off-street parking.

1.3 The area still has many original, good quality buildings, characterised by Victorian style terraces, alongside some more recent developments of varying design qualities. Many existing buildings are of special architectural quality and historic value, and play a significant role in the urban fabric of the area. Northdown Road is particularly important as there are still many historic buildings and original shopfronts - features that are no longer present in other parts of Thanet. The Council is currently in discussion with English Heritage to analyse the area for potential designation as a Conservation Area and the allocation of grant schemes.



1.4 The area is well served by public transport, and Northdown Road provides a diverse selection of shops including some national retailers as well as many local retailers. Northdown Road runs to the south and parallel to the seafront. Cliftonville has a library (towards the eastern end of Cliftonville), and a Community Centre which operates a low cost café, is the first port of call for residents seeking advice or meeting others, includes a children's centre and has a large hall which is regularly used by a number of community groups and private clubs. Cliftonville residents comprise a very wide mix of people including many vulnerable people and recent immigrants from the EU – many of these residents are transitional. However there are longer term, permanent residents, many of whom are active within the community and have established a strong community network of residents' associations and other community groups.

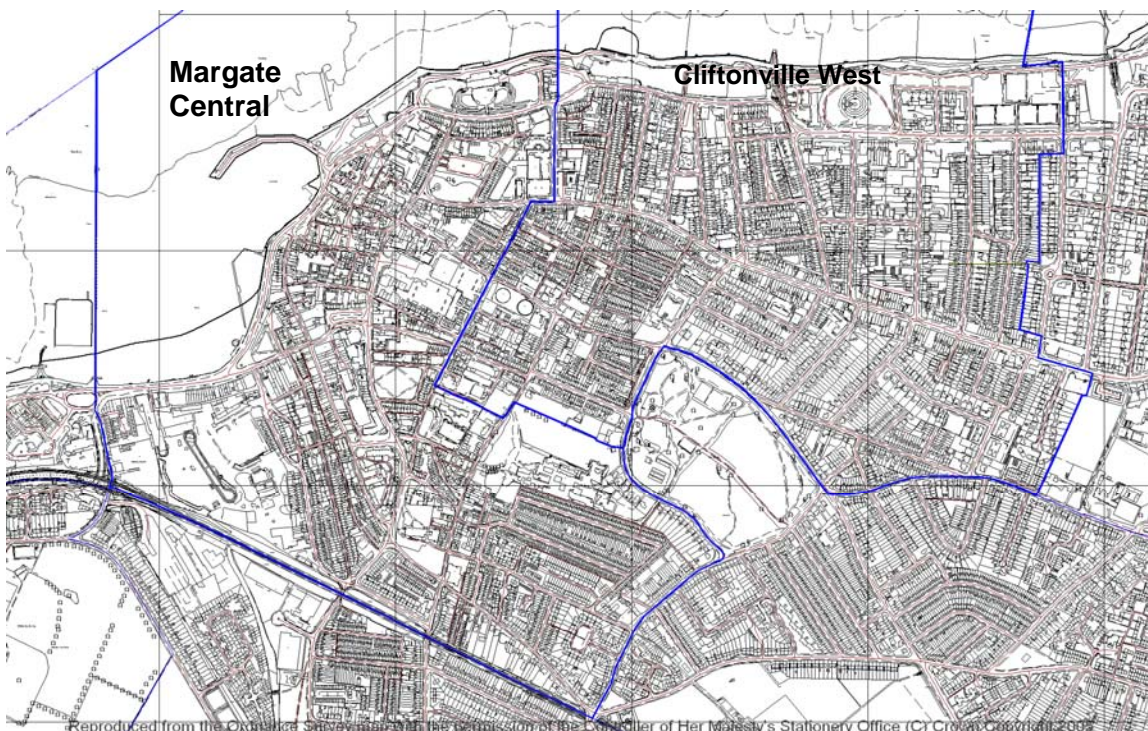


## Deprivation

1.5 Thanet District has suffered from long-term economic and social problems and is the most deprived local authority area in Kent. On average, Thanet is ranked 65 out of 354 local authorities in England, a rank of 1 indicates most severe deprivation. Within Thanet, the most deprived wards include Cliftonville West and Margate Central.



1.6 The scale of deprivation suffered in Cliftonville West and Margate Central wards is confirmed by the Index of Multiple Deprivation 2007; a widely used measure of deprivation combining a range of indicators. This reveals that Thanet's 5 most deprived areas adjoin each other and all fall within the Cliftonville West/Margate Central wards.



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The following table shows the "ranking" of these 5 deprived areas compared with all areas in Thanet, Kent County and England.

**Table 1 – Deprivation ranking of Thanet's 5 most deprived areas**

Area ("Super Output Areas" within wards)	Deprivation "Ranking" compared to all areas in:		
	Thanet (total of 84 areas)	Kent County (total of 883 areas)	England(out of 32,482)
<b>West Margate Central</b>	<b>2</b>	<b>2</b>	<b>192</b>
<b>North Cliftonville West</b>	<b>3</b>	<b>3</b>	<b>399</b>
<b>North Margate Central</b>	<b>1</b>	<b>1</b>	<b>167</b>
<b>Central Cliftonville West</b>	<b>4</b>	<b>4</b>	<b>631</b>
<b>East Cliftonville West</b>	<b>5</b>	<b>5</b>	<b>670</b>

1.7 Information from the 2001 national population census and other sources confirm the severity of deprivation across a wide range of indicators for Cliftonville West and Margate Central wards. Key illustrative points are set out below. These wards have a significantly high proportion of:

- economically active people who are unemployed (the highest rate in Thanet and double Thanet's overall rate)
- male job seeker's allowance claimant rate (almost triple the Thanet rate)
- people of working age with limiting long term illness (nearly double the Thanet rate)
- hospital admissions due to alcohol/drugs (over five times the County average). Thanet has the second highest number of alcohol attributable hospital admissions in the South East with over 850 admissions per 100,000 population – more than 60% above the national average.
- shared dwellings (Cliftonville West has highest rate at over four times the Thanet average)
- children in households with no earner (Margate Central has the highest rate in Thanet)
- residents who are lone parents (almost double the KCC ward average).
- crime rates. (These wards accounted for 12% & 16% of all recorded crime in Thanet but only contain 5.5% and 3.8% of Thanet's population).
- Private rented accommodation (as opposed to Council/Registered Social Landlords: 40% of Cliftonville residents live in private rented accommodation)

1.8 Cliftonville West and Margate Central wards have the highest proportion in Thanet (over double the Thanet rate) of people changing address each year. In-movement exceeds out-movement. This high level of transience combined with the area's existing problems will, if allowed to continue, reinforce and import further dependency and deprivation. In turn this will further erode the prospect of sustainable recovery, and compound perception of the area as a location for people with nowhere else to go, and as a no go area for those who could help stem/reverse the cycle of decline.

1.9 The relative cheapness of accommodation in Cliftonville has led to other local authorities and agencies 'dumping' their dependant and vulnerable population into the area exacerbating the serious social problems and making the function of the local council significantly more difficult.



## 2 Conformity and Links with other Strategies and Initiatives

### National Policies

2.1 The aims of the Cliftonville DPD reflect the government's aims to promote socially inclusive communities, including sustainable mixes of housing, and address the impact that the intensive development of flats has had on the social fabric of the community (PPS1). Government guidance increases the emphasis on the need for housing and planning policies to support mixed and sustainable communities, and seeks to ensure that everyone has the opportunity of living in a decent home, which they can afford in a community in which they want to live. It seeks to achieve a wide choice of high quality homes to address the requirements of the community and create sustainable, inclusive, mixed communities and high quality housing that is well designed and built to a high standard. PPS1 also states that good design should contribute positively to making places better for people and that design which is inappropriate in its context, or which fails to improve the character and quality of an area and the way it functions, should not be accepted. It seeks to actively bring vacant and under-used previously developed land and buildings back into beneficial use, as well as protecting the historic environment and townscape character

2.2 This DPD furthers the aims of PPG13 in seeking to provide good quality cycle parking in developments to promote more cycle use. PPG13 seeks to reduce the need to travel, especially by car, stating that the planning system has a substantial influence on the safety of pedestrians, cyclists and occupants of vehicles through the design and layout of footpaths, cycleway and roads. Planning can also influence road safety through its control of new development and PPS3 promotes the need to avoid on-street parking in areas adjacent to development with limited on-site parking

2.3 Encouraging tourist accommodation in Cliftonville echoes Government's 'Good Practice Guide on Planning for Tourism' which states that tourism can be the focus of regeneration of urban areas, providing a catalyst for growth in an area, raising its profile and stabilising out-migration. The good practice guide also acknowledges that proposals involving high quality design improve the visual and environmental experience for visitors and the local community.

### Regional Policies

2.4 The South East Plan (adopted June 2009) recognises the priority to be given to the regeneration of the coastal towns as a result of the imbalance between them and more prosperous parts of the region. Policy RE6 seeks to address structural economic weakness.

2.5 Policy TSR1 seeks to maximise opportunities to diversify the economic base of the coastal resorts, while consolidating and upgrading tourism facilities in ways which promote higher value activity, reduce seasonality and support urban regeneration.

2.6 In supporting regeneration of a coastal town this DPD will also further the aims of South East Plan Policy EKA3 (East Kent & Ashford Sub-Region Core Strategy) and South East Plan Policy EKA4 (Urban Renaissance of the Coastal Towns).

Policy SP4 seeks to reduce the overall extent of socio economic deprivation, including health inequalities across the region and implement appropriate actions to address the pockets of deprivation and broader exclusion issues.

2.7 The DPD echoes the aims of the South East Plan policies for Sustainable Development which aims to achieve and maintain sustainable development in the region, ensuring that the most deprived people also have an equal opportunity to benefit from and contribute to a better quality of life (policy CC1). Policy CC6 states that using innovative design processes will create a high quality built environment which promotes a sense of place. This will include accessibility, social inclusion, the need for environmentally sensitive development and crime reduction.

2.8 The Regional Economic Strategy identifies 9 priorities for the Coastal South East Economic Contour, one of which is to 'create cities and towns where people choose to live, by investing in urban renaissance, redeveloping and regenerating key town centres to stimulate development of local economies'. The initiatives in the DPD complement Target 14 of the Regional Economic Strategy, seeking to 'enable more people to benefit from sustainable prosperity across the region and reduce polarisation between communities'.

## County/Local Policies and Strategies

2.9 The Thanet Local Plan was adopted in June 2006 and the overall strategy is to regenerate the district so that deprivation is no longer an issue. The plan acknowledges the importance of issues of quality of life – the availability of an attractive environment and opportunities for good quality housing to help develop a society that makes for an attractive place to live, work and to invest. Policy H10 – Areas in Need of Special Action - addresses the potentially significant roles of housing and community development in stimulating pride amongst residents and confidence in those seeking to invest money, time or energy in the area. The Cliftonville DPD does not replace any of the policies in the Local Plan, but has evolved from Policy H10 which identifies Cliftonville West as an Area in Need of Special Action. This area is shown on the Local Plan Proposals Map, and is the area covered by the Cliftonville West Renewal Area – this is also the area to which this DPD applies. The lifespan of this DPD will echo that of the emerging Core Strategy and will be a planning policy document for the Cliftonville West Renewal Area from the date of its adoption until 2026. The Cliftonville DPD is being prepared in advance of the Core Strategy as urgent action is needed to revive the area and make it the vibrant place desired by local people. It is considered that the quickest way to achieve this would be a set of development management policies within a Development Plan Document.

2.10 The need for settled family housing, as opposed to the predominance of one-bedroom flats and bedsits/Houses of Multiple Occupation, has been identified as an urgent need by residents who took part in the consultations carried out regarding the declaration of the Renewal Area. Following further public involvement the Council adopted a policy as Supplementary Planning Guidance (December 2006) to restrict the further development of one-bedroom flats. This DPD formalises the one bedroom flat policy as being part of the Local Development Framework, and supports it with other policies in this document.

2.11 This DPD echoes the sentiments of the East Kent Local Strategic Partnership Sustainable Community Strategy 2009 which identifies the regeneration of East Kent's coastal towns as a priority, and states that a balanced housing supply which serves the needs of current and potential residents of East Kent is essential. The Strategy states that investment will be focussed in East Kent's coastal resorts to improve the quality of attractions, enhance the public realm and support the vision for coastal renaissance.

There are a number of other Council strategies and initiatives also of relevance:

2.12 A Renewal Area was declared for parts of Cliftonville West and Margate Central wards in 2005 – this is the area covered by this DPD. A map showing this area is in Appendix 1. The key objectives of the Renewal Area are to:

- Work with property owners to encourage them to improve and maintain standards of their properties
- Work with landlords and property owners to ensure that there is an improvement of housing standards in the private rented sector
- Bring previously empty properties and derelict land back into use
- Improve general amenities in the area, through social and environment improvements
- Encourage all residents to participate and take pride in the area and towards their community
- Encourage employment opportunities and economic prosperity

2.13 The Department of Communities and Local Government has provided Thanet with the Safer Stronger Communities Fund to support the Council and its partners in their programme of neighbourhood renewal and aims to transform Cliftonville West ward, Margate Central ward and the green space of Dane Park into a Safer, Cleaner and Greener neighbourhood. The overall objective is to improve the quality of life for people who live in these areas by promoting a stronger sense of community, improving public spaces and better access to public services, and reducing crime. The funding was first available in March 2006. Funding could be applied for by the following for projects that could contribute towards the SSCF aim:

- Individuals and residents who lived in the SSCF area
- Community groups/clubs and charitable organisations that provided services/activities to those who lived in the SSCF area
- Public and Private Sector organisations who supplied services to the area

Funding has again been allocated for 2008-10, but this time to fund a range of workers and projects, for example, a women's refuge, and youth and community workers.

2.14 Consultation on the Thanet Cultural Strategy showed that people think measures should be put in place to conserve and improve the existing buildings and environment in Thanet. They also wanted to see all existing buildings well maintained and felt it was important that Thanet's heritage and traditional seaside appeal were retained.

2.15 The Thanet Housing Strategy identifies key strategic priorities including improving standards and fitness of Private Sector Housing, promoting housing activity in the Renewal Area, and improving choice and access to housing for all communities in the District.

2.16 Work has recently started on a significant, iconic art gallery proposed to aid, and act as a catalyst in the regeneration of Margate. The gallery will be known as the Turner Contemporary, and has already made a major impact on Margate's regeneration. A range of art galleries and niche shops have opened in Margate's emerging creative quarter in the Old Town and are helping to regenerate that part of the town.

2.17 The Margate Renewal Partnership has been set up to spearhead the regeneration of Margate. It is made up of key stakeholders (including the South East of England Development Agency, English Heritage, the Government Office for the South East, English Partnerships, the Heritage Lottery Fund and the Arts Council) who have an important role to play in the transformation of Margate. The Partnership aims to create a vibrant town with a mix of traditional seaside attractions and modern and creative quarters. The Margate Renewal Partnerships Implementation Plan supports a high-quality public realm, public art, events and festivals that will restore a sense of place, identity and pride back into Margate.

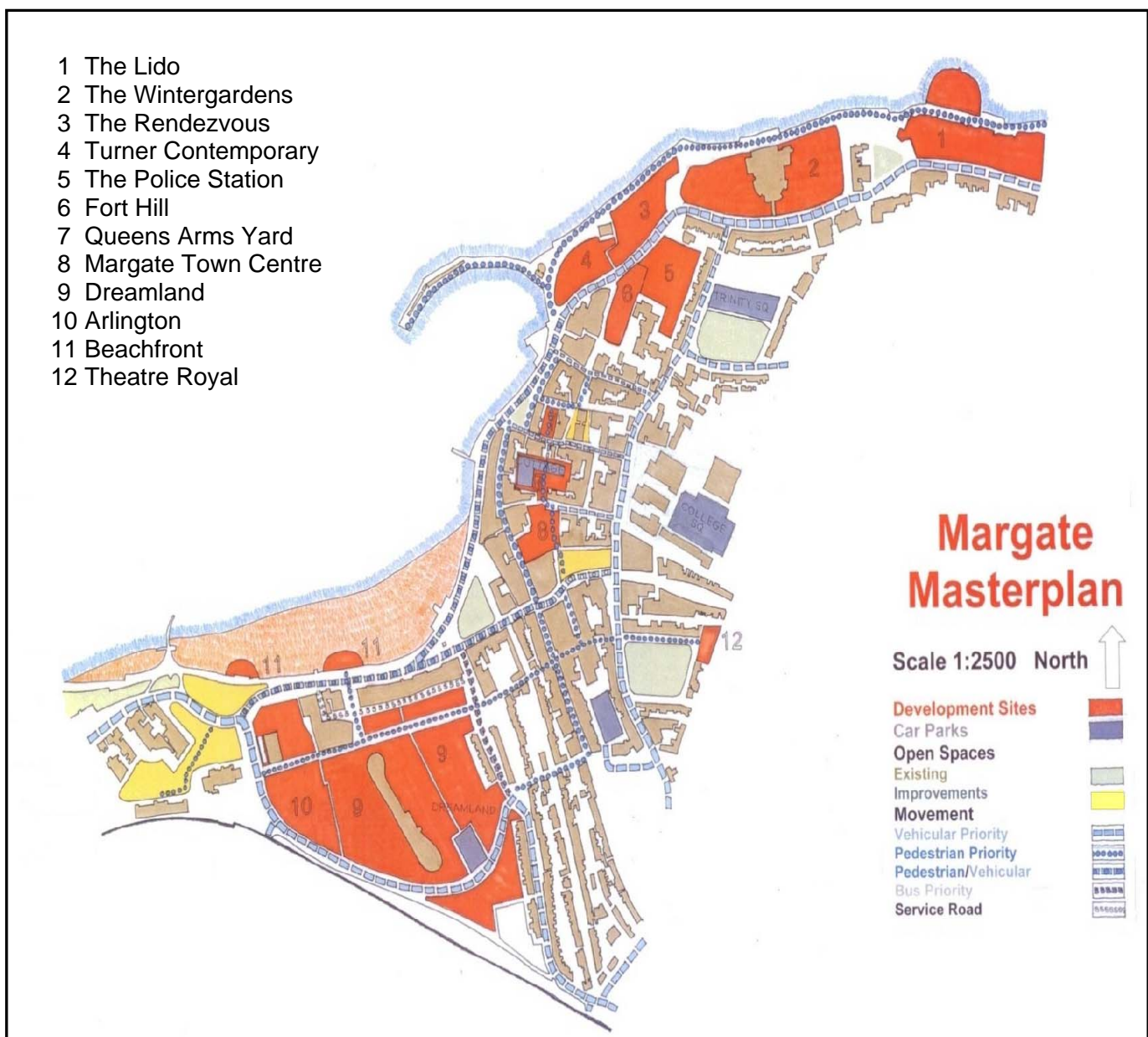
2.18 There are a number of significant sites within Margate with potential for renewal, and planning guidance and development briefs are being drawn up for some of these sites. To date, planning guidance has been developed by Thanet District Council in association with the Margate Renewal Partnership, suggesting a mixed-use scheme on a former amusement park known as Dreamland. Under the proposals, the majority of the site, including the listed Dreamland building and Scenic



Railway, would be kept as part of an amusement based destination, along with an element of other development, including residential.

2.19 A Planning Brief has also been drafted for a 1960's tower block with associated retail use at ground floor (the retail uses are now mostly vacant) known as the Arlington site – another key development site, adjacent to the Dreamland site. The brief encourages development proposals for Arlington that recognise the need for a scheme that reverses the image of Arlington House in the minds of the public and provides a landmark entrance strongly related to Margate sands, Dreamland and a vibrant and creative town centre. It also encourages development that complements proposals within the Margate seafront area, raising sufficient funding to enable flagship improvements to the existing built form and public realm, and promotes a high quality residential, retail and commercial based mixed use scheme.

## Margate: Key Projects



## 3 Sustainability Appraisal

3.1 As part of the production of the Cliftonville DPD the Council is required to carry out a Sustainability Appraisal.

3.2 Under Section 39(2) of the Planning and Compulsory Purchase Act 2004 Sustainability Appraisal is mandatory for new Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).

3.3 When preparing new Local Development Documents (DPDs and SPDs) Local Planning Authorities must also conduct an environmental assessment in accordance with the requirements of European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the Strategic Environmental Assessment or 'SEA Directive') transposed by the Environmental Assessment of Plans and Programmes Regulations of 2004 (the 'SEA Regulations').

3.4 Government Guidance published in 2005 (Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents) ensures that both Sustainability Appraisals (SAs) and Strategic Environmental Assessments (SEAs) could be satisfied by a single process. The guidance ensures SA meets the requirements of the SEA Directive whilst widening the Directive's approach to include economic and social issues as well as environmental.

3.5 The first stage of a Sustainability Appraisal (Stage A) involves deciding on the scope, establishing a baseline, setting the context and developing the sustainability objectives. At the end of this stage, an SA Scoping Report is produced for consideration by statutory consultees and stakeholders. Comments received from this process are addressed within the Scoping Report, and the framework (SA Objectives and Indicators) are then used to test the options for the DPD / SPD during Stage B. The Stage B involves testing the DPD objectives against the SA objectives and developing the DPD options, evaluating effects and considering mitigation. A final Sustainability Report is then produced during Stage C (also known as an Environment Report under the SEA Directive). A consultation process follows during which time responses are considered in respect of the SA process and its application to the DPD / SPD.

3.6 The Cliftonville DPD's SA Scoping Report was consulted on from January 2008 for the statutory 5 weeks and the draft Sustainability Report were consulted on from February 2008. The final Sustainability Report details how the options were developed, refined and assessed. Sustainability Appraisal has been instrumental in finalising the policies within this document.

3.7 The Sustainability report identifies the following Sustainability Objectives for Cliftonville:

- C1 To support initiatives and development to bring unemployment rates in Cliftonville in line with levels in the wider Thanet District
- C2 To curtail development of small, low quality flats and bedsits
- C3 To support the development of a range of types and tenure of properties and the regeneration of derelict and vacant properties
- C4 To provide access to education facilities focused on training vulnerable and welfare dependant workers with skills necessary to ensure stable employment
- C5 To increase public safety and reduce crime and fear of crime Cliftonville West Renewal Area
- C6 To reduce the transient nature of residents and improve community structure
- C7 To improve location and safety of local parking facilities
- C8 To ensure waste management and collection strategies are appropriate to the Cliftonville urban environment
- C9 To educate residents about waste management and recycling

## 4 The Need for Action in Cliftonville West

4.1 In order for Cliftonville to move towards the aspiration of a balanced and healthy community, a more explicit and detailed consideration of the impact of planning and other decisions is needed. The Cliftonville West Area suffers high levels of deprivation, and high levels of transience associated with the large supply of private rented housing and small converted flats and bedsits.

4.2 As a result of previous planning policies supporting the holiday accommodation economy, much of the area has become overdeveloped. When Cliftonville was previously designated as a holiday accommodation area many hotels were permitted to extend into garden areas. Multi-level rear extensions and extensive coverage of rear gardens with chalets, often of a poor standard of accommodation, proliferated. Now the former hotels have mostly been converted for residential uses many properties are over-shadowed and have little or no private garden area. The amount of building in the area has resulted in a disagreeable living environment. Because of the nature of the development many streets have no, or very limited off street parking and the density of the development that has occurred has resulted in congestion and lack of on street parking in many roads.

4.3 A number of issues need to be addressed immediately. These have been directly related to the significant number of planning applications being submitted in this area. With a coherent vision, and effective controls, Cliftonville will improve and become an area of which local people and the Council can be proud.



# Planning Policies

The following pages set out the planning policies for the area against which decisions on planning applications will be made.



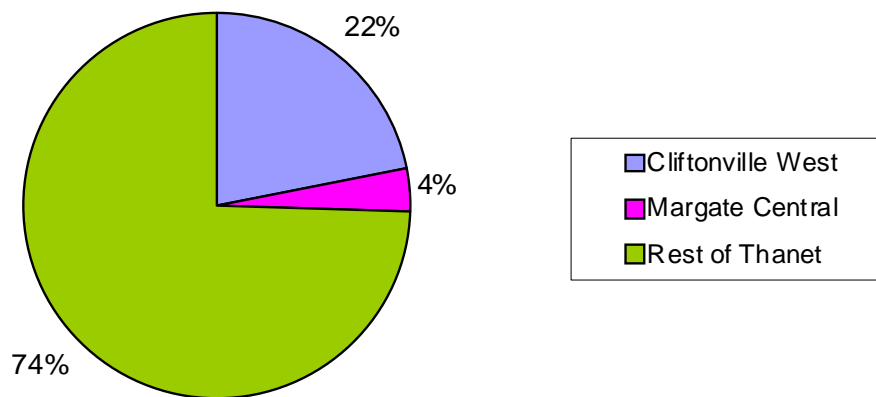
## 5 Residential Accommodation

### One-bedroom flats

5.1 Cliftonville West and Margate Central wards contain a substantial proportion of larger properties, many previously used as hotels or large dwellings reflecting the popularity of the resort in Victorian times. The size and layout of many of these are too large for, or incompatible with, modern living requirements. With the decline of the traditional seaside holiday, many of these properties became neglected and/or occupied by dependent and vulnerable people. (For example multiple occupation, DSS bed and breakfast, asylum seekers, people placed by outside authorities and homeless people in private rented accommodation). The presence and availability of cheap housing has helped the area to become a destination of choice for a transient population, ranging from the homeless to those attracted by the “seaside” lifestyle.

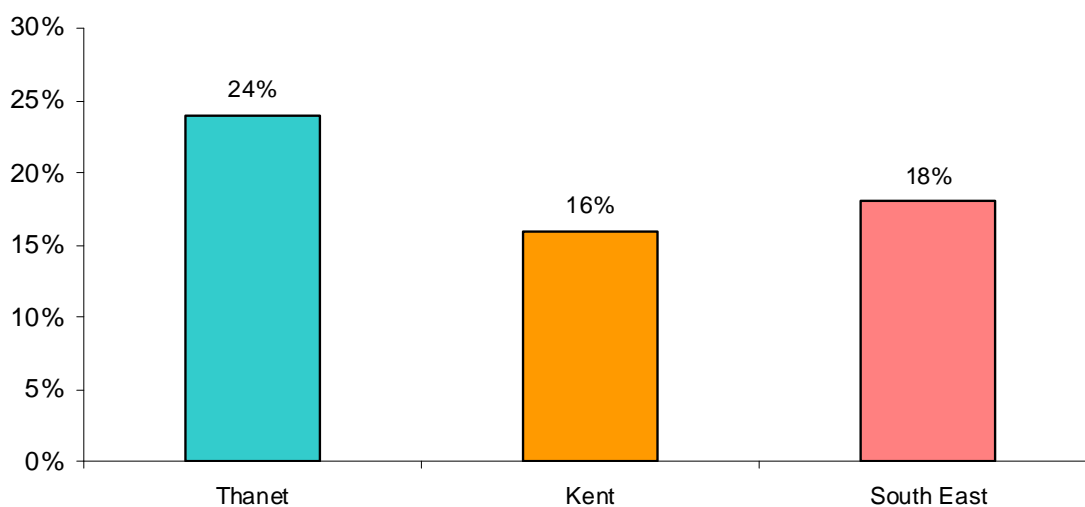


5.2 The relatively low property prices in the area, and the availability of large properties suitable for conversion to flats, has led to a significant amount of flatted accommodation. The chart below shows the total number of housing completions (which includes new build and conversions) in the Cliftonville West and Margate Central Wards in comparison to the rest of Thanet.

**Housing Completions (new build and conversions) 2001-06**

5.3 The number of housing completions in Cliftonville West and Margate Central is higher than other wards, and there was a dramatic increase in between 2004/5 and 2005/6. The Cliftonville West Renewal area occupies 55.67 hectares of the 10 322 hectares of the Thanet District (0.54%). The chart above demonstrates the pressure for development in this area with just over a quarter of completions for the whole district occurring in this small area.

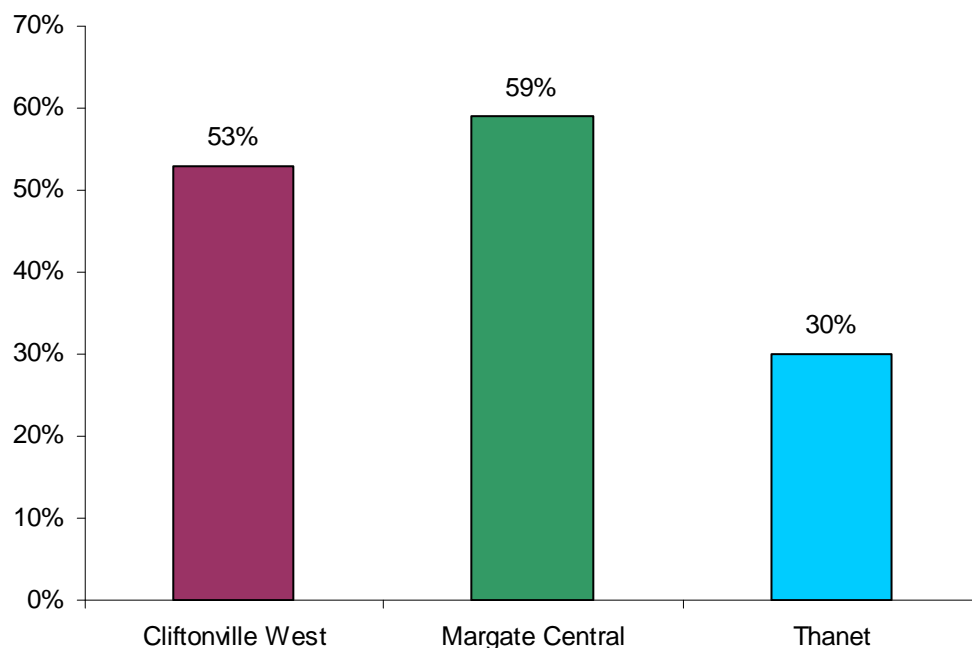
5.4 The 2001 census shows that flatted accommodation already forms a significantly higher proportion of Thanet's housing stock, when compared to Kent and the South East:

**Proportion of Flats in Thanet, Kent and the South East**

5.5 Thanet's two most deprived wards of Cliftonville West and Margate Central also have the highest percentage of flats in the district (60% and 57% respectively compared to 24% for the whole district). The amount of rented accommodation in these wards significantly exceeds the amount for Thanet:



### Proportion of Rented Accommodation in the Renewal Area Wards and the Rest of Thanet



These two wards have the highest proportion of rented accommodation in Thanet having private (as opposed to Council/registered social) landlords.

5.6 The combination of a large number of small flats, which are in generally poor condition, means that there is a plentiful supply of cheap rentable property which attracts vulnerable and transient people to the area and compounds the deprivation cycle. The oversupply of small self-contained units in Cliftonville West and Margate Central is thus a key factor in the area's deprivation and perpetuating the deprivation cycle.

5.7 An increasing quantity of accommodation in these wards was being converted to bedsit accommodation and flats. While this may represent investment in property and potentially better standards of accommodation than say multiple occupation, many such proposals are for conversion of hotels/dwellings to bed-sits/1 bedroom flats. In an already deprived area such increases in the stock of small accommodation are, in the foreseeable future, likely to be at the low end of the market and serve to fuel the deprivation cycle through importation of an increasing number of dependent and vulnerable people. The building stock offers substantial scope for such conversion to continue. The Council therefore considers that the amount of property in these wards being converted to bed-sits and one-bed flats is actually fuelling the importation of socially and economically dependent people.

5.8 In order to attract more independent people into the area, the Council adopted a policy to restrict further development of one-bedroom flats in the Cliftonville West area as Supplementary Planning Guidance in December 2006. This policy has been successful in significantly reducing the number of applications for one-bedroom flats, and permission has not been granted for one-bedroom flats since its introduction. The policy has also been supported at appeals by Planning Inspectors. Following further consultation, this policy has been reviewed, updated and revised.

## POLICY CV1 - ONE BEDROOM FLATS

**Proposals to provide single bedroom flatted accommodation, bed-sits and non self-contained accommodation (houses in multiple occupation) within the DPD Plan area will not be permitted. This includes provision by way of conversion of existing buildings and by way of new build.**

### Size of Flats

5.9 A significant issue arising from public consultations is the number of small flats being developed in the area. The councils Supplementary Planning Guidance (1988) – Conversion to Flats Guidelines, currently requires a minimum standard of 50 square meters for a two-bedroom flat. Comments were made during consultations that this standard is too small. Careful consideration has been given to the inclusion of a new space standard for Cliftonville in this document. However, it was decided that this would not be appropriate as space standards are an issue relevant to other parts of the district, and would also be too inflexible as planning policy – possibly resulting in penalising good design. A significant amount of consultation and research would also need to be undertaken to ensure a reasonable and justified minimum standard would be set, and this would delay this DPD unacceptably. However it is considered appropriate for the Conversions to Flats Guidelines, including internal space standards, to be reviewed, and this has been programmed as a Supplementary Planning Document in the most recent Local Development Scheme (third revision effective from 2<sup>nd</sup> February 2009). This will be a new Supplementary Planning Document with work scheduled to begin in April 2011 and estimated adoption March 2012.

5.10 The design and layout of residential units is of paramount importance since providing a larger unit will not compensate for a poor layout, badly proportioned spaces, awkward door swings that reduce usability, or poor orientation of units. Proposals for flats in Cliftonville are therefore expected to provide spacious living accommodation and be of a high quality design and standard.

### Family Housing

5.11 Figures set out in this document clearly demonstrate the excessive proportion of small flatted and rented accommodation within the policy area. However, the area does still retain a number of properties currently used as, or capable of being used as, single-family accommodation.

5.12 The key issue for Cliftonville is to re-establish a balanced community. However, the over dominance of small flats occupied by one or two people, often only living in the area for a short period of time, clearly contributes to the imbalance. Given this imbalance it is appropriate and necessary to ensure that existing accommodation, suitable for occupation by families, is retained. The following policy seeks to ensure that family homes remain available to families or those who use them as a single household.



## **POLICY CV2 - RETENTION OF FAMILY HOUSING**

**Planning permission for the subdivision of properties, currently or last lawfully used as single-family accommodation, or by a single household, will not be permitted.**

- Single family or single household accommodation may relate to a property with two or more bedrooms but no maximum number is specified.
- Policy **CV2** will apply where the current or last lawful use of a property falls within Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended):  
CLASS C3: DWELLINGHOUSES  
Use as a dwellinghouse (whether or not as a sole or main residence)  
a) by a single person or by people living together as a family, or  
b) by not more than six residents living together as a single household (including a household where care is provided for residents).

## **Provision of Family Housing in new Developments**

5.13 In seeking to make Cliftonville a prosperous and attractive community again, it is important that attention is focused on how new development can contribute to this and not just on controlling conversions and retaining family housing. Given that the accommodation mix is currently heavily skewed towards flatted accommodation it is important that development on new residential sites contributes to changing this pattern. The provision of high quality family housing would help redress the balance of accommodation mix and reduce the current transient trend of residents that develops from a high number of flats. There will still be many properties brought forward for conversion rather than redevelopment. Therefore it is appropriate to introduce a policy that requires consideration in the first instance to new development or redevelopment sites providing only family housing and precluding flats and apartments.

5.14 This approach could result in conflict with design and townscape issues where smaller individual family dwellings may be proposed adjacent to existing more substantial larger scale property. For example, a development of 2-storey family houses would look out of place in a street solely comprising four or five storey buildings. Additionally, modern development tends to have smaller floor-ceiling heights than typically found in the area which could lead to fenestration patterns appropriate to flats rather than family houses. Notwithstanding this potential conflict, the Council considers that in most cases innovative design solutions, such as the use of 3-storey town houses or similar, should enable appropriate solutions to be reached to the overall benefit of the area.

## **POLICY CV3 - PROVISION OF FAMILY HOUSING IN NEW DEVELOPMENTS**

**In new development or redevelopment flats of any size will not be permitted unless it can be clearly demonstrated that there are overriding design or townscape reasons for allowing such development and that no acceptable design solution can be found to accommodate individual family dwellings.**

\*For the purpose of this policy individual family dwellings are defined as houses/bungalows (excluding flats) with their own front door, a minimum of 2 bedrooms and with their own accessible and exclusive private amenity space at the rear of the property



## 6 Tourism

### New Tourist accommodation

6.1 Cliftonville has suffered a dramatic decline in the domestic holiday trade, as have most British coastal towns over recent years. However, issues relating to climate change, the likelihood of long term increase in fuel prices/less disposable income and the need to reduce our carbon footprint are likely to encourage holidays at home. Margate and Cliftonville, have the potential to once again be places where people will want to stay, particularly in view of the regeneration initiatives within Margate, including the prestigious Turner Contemporary. The Turner Contemporary is expected to attract around 130 000 visitors a year to the area. The Council's Visitor Economy Development Framework and Action Plan (2007-2011) includes the following as part of its Vision: 'The success of the Turner Contemporary has had a ripple effect, with new, high quality accommodation providers opening for business in Margate. The Old Town is a 'must see' for any visitor to the town and a cultural hub of galleries, quality retail, cafes and restaurants. There is also the potential for an increase in the market for conference facilities, eco and business related tourism.

6.2 Given the expectations that tourism is likely to expand from current levels, proposals that generate new serviced accommodation should be favourably considered. This applies both to new build and conversions, as there may be properties within the Cliftonville area which are suitable, or will become available for conversion into a high quality hotel or boutique hotel/guesthouse.

6.3 It will be necessary to ensure that any new serviced accommodation enhances the surrounding area. Alterations to front gardens and boundaries of existing properties to accommodate parking and advertising signage will only be allowed where they enhance the character of the area. The existing tranquillity and amenities of the area must be maintained even though there is increased use of a specific property. So it becomes essential that the individual characteristics of the property and its curtilage determine the appropriateness of change of use.

#### **POLICY CV4 - PROVISION OF TOURIST ACCOMMODATION**

**Planning permission for new tourist accommodation will be granted if all of the following criteria can be met:**

- **the new use would not cause significant detriment to the amenity of neighbouring properties through noise and disturbance;**
- **the new use can accommodate the necessary parking requirement, without damage to the character of the local area, and without significantly reducing the availability of on-street parking to the detriment of existing residents;**
- **front gardens will be retained, including soft landscaping to protect and enhance the street scene;**
- **in considering applications for planning permission the council will consider the need to impose conditions or seek planning obligations to ensure that the property is available for short term use as tourist accommodation and is not used as a full time residence (other than by the owners, family and staff);**
- **the proposal does not result in a loss of family homes (as defined under policy CV 2);**
- **the proposal is well designed and will provide a high standard of tourist accommodation;**
- **there is no negative impact on biodiversity arising from the development and, where necessary, biodiversity enhancements are integral to the proposal.**

- the proposal incorporates, where necessary, full and detailed mitigation measures to avoid and reduce disturbance to interest features of the internationally designated sites.

Any planning permission would be subject to an occupancy condition, which will normally involve restricting occupation by one person or group of persons to a maximum continuous period of six weeks in any one year. In addition, the use of such premises for habitation will be limited to a maximum of 11 months in any one year. To facilitate the enforcement of such controls, applicants will be required to make available to the Council, upon request and without prior notice, the register of occupiers of the premises to which the permission relates.



## 7 Transportation

### Cycle Parking

7.1 Government policy promotes alternative modes of transport to the private car, ie walking, cycling and public transport. Cliftonville West is within easy reach of the Northdown Road shops, and is a walking distance of about a mile from Margate town centre. It is also well served by local bus routes – two bus routes run along Northdown Road, and a local service runs along Ethelbert Crescent and Sweyn Road.

7.2 Because of the location of Cliftonville West in relation to Northdown Road, Margate town centre and Margate train station, local trips by cycle are a realistic alternative to use of the private car.

7.3 Cycle storage needs to be considered at initial design and layout stage for residential Developments (as set out in Kent Design) to ensure the facility and its location is safe, convenient, and weather protected. A location overlooked by kitchens or living rooms aids safety and security. Details should be shown on the plans submitted at the time of presenting a planning application in the Design and Access statement.

Information about different types of cycle parking (eg Sheffield Stands, lockers) can be found on the Department of Transport website

<http://www.dft.gov.uk/pgr/roads/tpm/tal/cyclefacilities/keyelementsofcycleparkingpro4085>

#### **Policy CV5 – CYCLE PARKING PROVISION**

**All proposals for new residential development will require the following minimum provision for cycle parking to be met:**

- **Individual residential dwellings – 1 space per bedroom <sup>1</sup>**
- **Flats & Maisonettes – 1 space per unit <sup>2</sup>**
- **Sheltered Accommodation – 1 space per 5 units <sup>2</sup>**

**This may necessitate, and the Council will encourage and support, the demolition of existing rear extensions/outbuildings in order to meet these requirements. It is recognised that the provision of cycle storage facilities may result in fewer residential units being provided.**

#### **Notes to Policy:**

**1. Cycle parking provision should normally be provided within the curtilage of the residential dwelling. Where a garage is provided it should be of a suitable size to accommodate the required cycle parking provision.**

**2. Parking provision should be provided as a secure communal facility where a suitable alternative is not available.**

### Cycle Parking guidance notes

7.4 The first preference for such storage areas is to the rear of the property. However where this is not possible it may exceptionally be appropriate, subject to the shape and size of the front garden, to design a suitable enclosure at the front of the property.

### Terraced Houses

7.5 Where they are of sufficient size, cycle storage can be provided within internal garages if available, otherwise garden sheds, or well designed storage areas (which could double up for refuse storage), matching the design and materials of the house can be used.

### Flats

7.6 Storage within flats is not normally acceptable as storage space is at a premium. Individual or communal secure cycle sheds should be located to the side or rear of the property. These can be used for other secure storage purposes if this is the choice of the occupants, but should be in addition to refuse storage areas.

## Car Parking

7.7 One of the consequences of the large number of small flats in the Cliftonville area is a high number of cars being parked in the streets.

7.8 A survey of car parking in Cliftonville has been carried out by the Council and the results have been published in a separate document which forms part of the evidence base for this DPD.

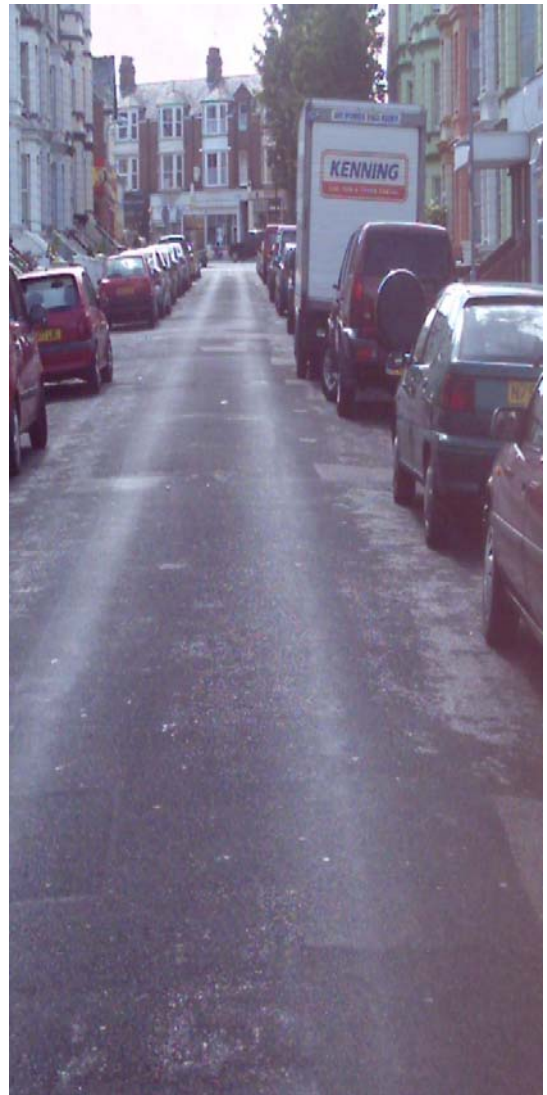
7.9 The survey found that within the area, the amount of on-street parking spaces available varies between roads which are of varying character. Some roads are approaching saturation, whilst others have spaces available. The consequence of this is that whilst there is no current implication on highway safety, there is an amenity issue for residents who are often unable to park near their homes. Given the high crime rates in the Cliftonville area, this can have safety implications, as well as causing inconvenience.

7.10 The Council uses the standards set out in the Kent Vehicle Parking Standards to consider the level of parking requirement likely to be generated by new/converted residential development. These standards, or any future replacement standards, will continue to be applied in Cliftonville.

7.11 A significant number of properties in the area were previously hotels which have since been converted for residential use. Currently, the Kent Vehicle Parking Standards require hotels to provide 1 parking space per bedroom and 1 space per 2 staff. However, none of the remaining hotels in Cliftonville would be able to meet this standard.

7.12 Thus, if a proposed conversion of a hotel would result in the same, or lower number of residential units as hotel rooms, it would be considered theoretically acceptable in terms of parking.

7.13 Where hotel accommodation is disused or under-used it is even more unlikely to generate the relevant level of parking requirement referred to in the Kent Vehicle Parking Standards. Thus if the building/site were put to alternative use, it would be inappropriate to simply net off such requirement from those for the new development as this would result in under provision and further pressure for on-street parking levels.





## **POLICY CV6 - PARKING PROVISION FOR THE CONVERSION OF FORMER HOTEL ACCOMMODATION**

In considering parking requirements for alternative use through conversion/redevelopment of former hotel accommodation, the amount of any existing notional parking standard that may be netted off such requirement will be based on the individual circumstances of each case.

Criteria to be considered will include:

- the length of time the building may have been unused as hotel accommodation
- the level and duration of under occupancy as hotel accommodation.
- the level and availability of on-street parking within the immediate vicinity of the site



## 8 Monitoring & Implementation

8.1 The assumption of this DPD is that the granting of planning permission for small one-bedroom flats/bedsits, combined with comparatively low property prices in the area, has been a significant contributory factor to a number of other detrimental effects that can be addressed to some extent by planning policy.

8.2 Although the adopted one-bedroomed flat policy (Policy CV1) has been successful in preventing further development of small one-bed flats, supporting policies are necessary to help address some of the other issues.

8.3 This DPD therefore contains specific Development Management policies to be implemented during the consideration of planning applications, as the quickest way to reduce some of the contributory factors to the current poor conditions in the area.

8.4 It is considered unlikely that any policies will become obsolete in the duration of the plan period, as the effects of the implementation of this DPD will take time to be significantly noticeable.

8.5 The current Annual Monitoring Report sets out relevant monitoring for the one-bedroom flat policy. The policies within this DPD support and advance the aims of that policy. The impact of Policy CV1 (one-bedroom flats) will be reviewed in monitoring achievement of policy objectives for the Renewal Area, and in the light of updated information on the area's social and economic position.

### Output Indicators

8.6 The following are local output indicators which are used to assess the performance of the policies in this DPD. All of the policies in this DPD are to be implemented by the Council. Responsibility for its implementation will be via the Development Management function by using the policies to help determine planning applications received in the DPD area. This will be carried out within the timescales shown and using established monitoring practice through the Councils Annual Monitoring Report (AMR) which is the responsibility of the Councils Strategic Planning Team.

#### **Policy CV1**

##### Indicator 1

% of single bed and/or non self-contained accommodation permitted in the DPD area (Baseline 2005: 27%, 2006: 18%, 2007: 0%, 2008: 0%).

##### Target

0% permissions within the DPD Area following introduction of policy and annually thereafter.

##### Monitoring

Planning applications for planning permission granted.

## **Policy CV2**

### Indicator 2

Net loss of family housing.

### Target

0% permissions within the DPD area following the introduction of policy and annually thereafter.

### Monitoring

Number of planning applications granted as a departure to policy CV2.

## **Policy CV3**

### Indicator 3

Number of residential schemes including the provision of flats granted planning permission.

### Target

Maximum of 20% of all residential schemes to be monitored annually (this target will be reviewed in the light of experience).

### Monitoring

Planning applications for planning permission granted.

## **Policy CV4**

### Indicator 4

% Planning applications for new tourist accommodation granted in accordance with Policy CV4.

### Target

100% granted permission within the DPD area following the introduction of the policy and annually thereafter.

### Monitoring

Planning applications for planning permission granted.

## **Policy CV5**

### Indicator 5

% of planning applications granted for new residential development where cycle parking is provided in accordance with Policy CV5.

### Target

100% to be monitored annually.

### Monitoring

Through planning applications granted.

## **Policy CV6**

### Indicator 6

Number and % of planning applications granted for the conversion/redevelopment of hotels where no notional allowance has been made for existing car parking requirements.

### Target

100% granted permission within the DPD area following the introduction of policy and annually thereafter.

### Monitoring

Planning applications for planning permission granted.

8.7 Performance of policies against objectives will be monitored against the above indicators and targets through the Council's Annual Monitoring Report. The targets aim to be challenging but achievable. However, because this DPD deals with very specific local issues, the Council

acknowledges that there will be a need to reassess these in light of experience as to what is realistic and achievable.

8.8 In some instances targets have been calibrated at 100% or 0%. Performance below targets does not necessarily mean that objectives or policies require adjustment, and account will be taken of the circumstances of any application permitted as a departure to policy in this DPD. Performance reviews will be carried out every 3 years (following adoption of the DPD) on a “rolling” basis. Any variation in performance in meeting targets of more than 25% could trigger a review of the DPD, subject to the reasons for the variation. Such performance reviews will consider whether monitoring indicates the need to:

- review objectives
- review policies
- review or recalibrate targets.

## Flexibility

8.9 This DPD is being produced as it is considered that urgent policy intervention is necessary to address the issues of quality accommodation, useable amenity space and the other issues which cumulatively contribute to the deprivation of the area. However, this DPD is part of a number of other Council initiatives to improve the area, and there may be scope for the future production of an Area Action Plan, incorporating the original Renewal Area and extended Renewal Areas, at which point this DPD can be supplemented to ensure the Cliftonville area continues to improve to a level at which long term residents, and their families and friends, are attracted to the area to live, work and enjoy their leisure.

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## Appendix 1

# Cliftonville Development Plan Document – Plan Area

