MAIDSTONE TOWN CENTRE OPPORTUNITY SITES



Planning Guidelines | January 2020









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Note: See separate supporting Appendices Document



Vision Statement

New development at the Len House opportunity site will contribute to a vibrant and exciting place to live and work, close to the heart of Maidstone town centre. It will deliver a high quality development, securing the future and integrity of the listed Rootes Building for a mixture of uses, including workspace, creative, cultural, residential or leisure uses. The area to the east and north of the listed building could accommodate car parking or high quality new apartments that respect the setting of the listed building. Pedestrian connectivity to Bank Street and Gabriel's Hill will be enhanced.

The development will champion good design and provide high quality public realm and urban living, offering workspace or homes within the heart of the town. High quality design will enhance the public realm of Palace Avenue and Mill Street, with the potential for avenue tree planting on Palace Avenue, opening up of the culverted River Len and the creation of a small riverside courtyard off Mill Street.



Objectives for the Site

To secure the future of the Len House ('Rootes Maidstone') Listed Building

This iconic building is a landmark within Maidstone town centre and of particular historic value. Proposals should secure its future as well as the integrity of its built form.

To enhance the public realm and scenic quality of Palace Avenue

Space should be allowed for large-scale avenue tree planting along this part of the site frontage. There is the potential to open up part of the culverted River Len to extend this waterside frontage.

To enhance pedestrian access and permeability

The development provides the opportunity to include new routes between the site and Bank Street and Gabriel's Hill. These may be suitable for use by the general public or residents/ users of the new development/ conversion.

To create an attractive space to the north-east of Len House

Any new-build element of the scheme should comprise

To respect the setting of the heritage assets on the site and in the immediate surrounding area

Proposals should respect the landmark quality and setting of Len House, with new buildings set back behind the existing frontage on Palace Avenue. Building heights should generally not break the skyline of Len House or the adjacent historic streets (Bank Street, Mill Street and Gabriel's Hill), thus respecting the character and setting of the Maidstone Centre Conservation Area and its listed building.

To minimise flood risk

Given the location of much of the site within Environment Agency Flood Zones 2 and 3, ground floor uses should be designed to mitigate potential flood damage. In particular, any proposals for ground floor residential use is likely to require mitigation.

To provide a viable and deliverable solution for the site

This brief explores some of the key aspects of the viability and deliverability of development proposals on site; as market conditions change these issues may be subject to review and there may be scope for variation in the design and layout of the buildings and spaces within the parameters of the key design principles.

a cluster of new spaces, creating an interesting and attractive townscape with a mews-style character.

To provide space for working and urban living

The massing and historic character of the building, makes it best suited for business or leisure/cultural space, however it may also be possible to convert at least part of it to apartments.

1. Introduction

1.1 Role of the Planning Guidelines

- 1.1.1 These Planning Guidelines have been prepared by lead consultant Savills for Maidstone Borough Council. Their purpose is to encourage, promote and facilitate the redevelopment of the Len House site Maidstone. This is an accessible site within the heart of Maidstone that could be deliverable within a relatively short time period. The extent of the site is shown on Figure 1.
- 1.1.2 This document provides an analysis of the existing context of the site, presenting potential opportunities and constraints (Section 2); a clear

set of parameters for how the site could be taken forward that would be acceptable to Maidstone Borough Council in planning and urban design terms (Section 3) and an illustrative scenario (Section 4) which gives an indication of the likely capacity of the site, based on the guidance set out in Section 2 and within a context of improving market conditions.

1.1.3 The document sets out what could be achievable and acceptable in planning terms and would be welcomed by the Council. It is not intended to be a supplementary planning document. The document represents 'the art of the possible'. There may well be other ways of achieving



Fig.1: Site Location

appropriate solutions, utilising different approaches to those potential solutions illustrated here.

- 1.1.4 The guidelines are a culmination of an extensive design and feasibility study undertaken by Savills for five 'Maidstone Town Centre Opportunity Sites' during the period April 2018 July 2019. These opportunity sites are shown on Figure 2 and consist of:
 - Site 1. Granada House and Gala Bingo
 - Site 2. Mote Road
 - Site 3. Len House
 - Site 4. Maidstone Riverside
 - Site 5. Maidstone West

1.2 Site Location and Context

1.2.1 The site measures some 1.08 hectares gross (2.67 acres) and is located on the southern edge of the town centre at postcode ME15. Its main frontages are on Mill Street to the west and Palace Avenue to the south. To the north it shares a boundary with properties on the southern side of Bank Street, whilst to the east, it abuts a vehicular



access road (the southern part of which is in the *Fig.2: Opportunity Sites* same ownership as Len House) that services the rear of properties on the west of Gabriel's Hill and eastern end of Bank Street.

Key

- 1 Gala Bingo + Granada House
- 2 Mote Road
- 3 Len House
- 4 Maidstone Riverside
- 5 Maidstone West

1.2.2 Process

- 1.2.3 The planning guidelines and proposals for all five Opportunity Sites have been developed through a collaborative process involving extensive stakeholder engagement. This has included two landowner/officer consultation workshops, a site walkabout and two roundtable meetings with Maidstone Borough Council Members.
- 1.2.4 Savills team has included masterplanners, landscape architects, development consultants and heritage consultants. Markides Associates has provided transport advice.



2. Opportunities and Constraints

2.1 Opportunities and Constraints

- 2.1.1 A thorough analysis of the site and its context has also been carried out, which is summarised in the attached appendices. The analysis and engagement process highlighted a number of issues and opportunities to consider/address in taking the site forward for development. These can be summarised as follows:
 - The iconic nature of the building means that it can be a high profile and desirable destination within the town centre.
 - The current deteriorating state of the building means refurbishment work will be required.
 - The listed status of the building, including an internal vehicular ramp within the list description, limits the potential for significant structural alterations, including the removal of the ramp. Any roof additions would require detailed justification.
 - The building occupies a position within the Maidstone Centre Conservation Area and in the setting of All Saints Conservation Area, a cluster of Grade I, II* and II listed buildings and scheduled monuments and a riverside walk which would need to be taken into account.
 - The wider area generally has buildings of up to four storeys in height. Reflecting this, and the

entirely residential uses, given the potential lack of light within the centre of the building.

- Much of the site lies within Environment Agency Flood Zones 2 and 3. Technical flood risk surveys will need to be undertaken, together with mitigation measures, especially if residential uses are promoted on the ground floor. The scheme will need to pass the sequential test.
- The slight inclination in levels crossing the site to the north will need to be accommodated within the detailed design.
- The presence of foul water sewers within the site may require easements to be left or the diversion of the sewers. This particularly affects the eastern part of the site in the vicinity of the used cars sales area.
- The lack of vegetation on the site and adjacent Palace Avenue gives the area a very hard, urban character. The redevelopment provides the opportunity for additional tree planting.
- There are historic covenants relating to rights to light and building heights in parts of the site.
- Existing pedestrian rights of access between the site and Bank Street should be incorporated within the design where practical.

need to preserve the setting of the building, both the Maidstone Centre Conservation Area Appraisal and Town Centre Study propose that buildings on the site should also be no more than four storeys in height.

- The floorplans of the existing buildings are very deep front to back, meaning it is most suited to uses that require a large floorspace, but limiting opportunities for conversion to
- Potential air, noise and contamination issues given its urban history and setting. Appropriate technical assessments should be undertaken.
- To the east of the River Len Mill pond there is a culvert running under the site. This could restrict building in this area. It would be beneficial to open up the culvert here, to create a new stretch of waterfront.

3. Overall Development Principles

This section of the document provides guidance to potential developers as to how the site should be developed. This guidance is supported by precedent images and two parameter plans at Figures 3 and 4. The key design requirements are set out as follows:

3.1 Land use

3.1.1 The preference of Maidstone Borough Council and Historic England is for a primarily commercial conversion scheme for the workshops to retain their character of a large and high ceilinged open void that avoids intervention to the double height windows or unsightly domestic paraphernalia fronting The Len.

3.1.2 This large, open nature of the Len House building provides the potential for accommodating a wide variety of uses. Given its central location and deep floor plan it could most easily be converted to office use or cultural/recreational uses such as an art gallery or museum. Such uses would also have the benefit of providing least conflict with adjacent occupiers, especially its north-eastern end, where the walls of the building directly abut the external space of adjacent properties. In the current market, it is likely that such uses would require public funding.

3.1.3 As well as commercial uses, the rear glass roof workshop/historic showroom behind the Mill



Street wing of the building would also be suited for internal parking, as this area has vehicular access off Mill Street. It would not be suited to residential uses due to the overlooking issues.





- 3.1.4 The ground floor areas of the Mill Street elevations should present active frontages to the street, contributing to the vibrancy and natural surveillance of the street, being used for shops, cafés or restaurants. Due to the lack of privacy/ proximity of the adjacent pavement, it would not be appropriate to have ground floor residential use in these areas, however the storey above would be suited to residential use.
- 3.1.5 New development to the north-east and north of the listed building is most suited to residential use, although this area may also be suitable for use as a surface level public/private car parking area, especially as an interim phase. If developed, newbuild properties here could include apartments, town houses and flats over garages, however it is likely that apartments would be the most viable use on the site.
- 3.1.6 In summary, the main use classes could be as follows.

Listed Building (Palace Avenue wing): First and second floors:

- B1 Business
- D1 Non-residential institutions (includes

Listed Building (Palace Avenue wing): Ground floor:

- A1 Shops
- A3 Restaurants and Cafés
- D1 Non-residential institutions (includes art galleries, museums, libraries, halls, non-residential education and training centres)
- Private internal car parking associated with above uses

Listed Building (Mill Street wing): Ground floor:

- A1 Shops
- A3 Restaurants and Cafés
- Private internal parking

Listed Building (Mill Street wing): First floor:

• C3 Residential

New buildings to north and east:

- C3 Residential
- Private or public car parking
- 3.1.7 Whilst the listed building may also be suited to hotel use (C1), there is unlikely to be appropriate market demand for this.

- art galleries, museums, libraries, halls, nonresidential education and training centres)
- Private internal car parking associated with above uses



Bluebird Cafe, Kings Road, London: a similar Art Deco garage building that now functions successfully as a restaurant and shop







Large floorplate of building makes it well suited to open plan office, gallery and conference space with ground-floor cafe, restaurant and retail units fronting Mill Street



3.2 Scale and Form

- 3.2.1 The Listed Building should retain its current frontages on Mill Street and Palace Avenue, continuing to provide enclosure to the street and act as a well-known local landmark.
- 3.2.2 The internal vehicular ramp is an important element of the building, which is described in the listed description for the building. Historic England has indicated that it would prefer to see a solution which retains this ramp, together with the open volumes and functional character of the workshop spaces. There would therefore need to be a clear and convincing justification to the loss of the ramp or compromising the large open spaces.
- 3.2.3 A new building could front on to Palace Avenue to the north-east of this listed building. This should provide visual enclosure to the street whilst allowing space for avenue street tree planting and garden space to provide privacy to ground floor apartments. Given the culverted river on this frontage and need to respect the setting of the listed building, any new buildings to the east of Len House should be subservient to the listed building and should not come significantly forward (i.e. south) of the existing southern elevation of the listed building. Convincing justification will be

Any new building should respect Len House in terms of height and architecture required in viability terms if this building is to be taller than Len House (approximately 3.5 storeys).

- 3.2.4 New buildings within the north-eastern part of the site will need to respect existing buildings to the rear of Bank Street, especially where there are windows overlooking the site. Development should not compromise the privacy or daylight of residents in this area. Where possible, new buildings and trees should screen views of the backs of existing buildings in this area, creating a series of open spaces, mews and courtyard spaces that are fronted by new buildings. Development here should also respect the setting of listed buildings on Bank Street and the Maidstone Centre Conservation Area to the north. The height of new buildings here will also need to take account of the north-south slope of the land, meaning it is unlikely that buildings over four storeys in height will be appropriate.
- 3.2.5 The layout of the development should have clearly defined public fronts and private backs. Buildings should provide active frontages and surveillance to pedestrian routes and open spaces. Continuous frontages are encouraged to provide enclosure to the streets and spaces.









Two, three and four storey residential units will respect the height of Len House

3.3 Building design and materials

3.3.1 The design of the development across the site will need to respond to the context of the site and the key buildings in the local area, especially Len House. The site presents an opportunity for a high quality contemporary architectural design that complements the massing, materials, colours and fenestration of the adjacent listed building. This could include the use of flat roofs, high proportions of glazing and metal windows and the use of materials that will contrast with the white render of Len House, such as brick or stone, as well as limited amounts of render.

3.3.2 Plans for the refurbishment of Len House will require the involvement of Historic England and Maidstone Borough Council's Conservation Officer. Whilst it is accepted that a degree of demolition is warranted, the Council considers it essential that the ramp is retained in situ and ideally remains functional. The refurbishment provides the opportunity to reinstate some of its historic features, including:

- Lost detailing on principal elevations
- Historic lighting scheme (based on historic photographs)
- Replacement of original fenestration on the







Mill Street commercial unit

3.3.3 New buildings can include inset balconies on elevations within the site. On Palace Avenue these could take the form of glazed 'winter gardens' given the proximity of the adjacent highway.



















Any new building should respect Len House in terms of materials and style, with a predominance of glazing and rectilinear modernist inspired architecture



3.4 Public realm and open space

- 3.4.1 A key opportunity for public realm enhancement will be along the Palace Avenue frontage and within a new waterfront courtyard off Mill Street. Sufficient space should be provided for large-scale street trees such as London plane, maple or lime trees. Subject to detailed utilities site surveys, space should also be allowed for smaller street trees to the south of any new apartment block to the east of Len House and within the new Mill Street Courtyard.
- 3.4.2 Within the north-eastern part of the site, public realm detailing should be of high quality, with the potential for a shared surface block paved route through any new residential development. This will contribute to the 'mews' character of the area and create a high quality setting for the new buildings. Sufficient space should be allowed to provide light and private amenity space around any ground floor flats. If possible, a small green 'square' should be incorporated within this area. This should provide space for tree planting and could also accommodate a children's 'local area for play' with seating and fencing. Trees here will again provide opportunities to soften the area,

providing a green setting to new and existing buildings.

New apartments should be accompanied by external amenity space as well as private balconies

3.4.3 The culverted River Len on the eastern part of the site provides an excellent opportunity to extend the waterfront within this part of the town centre. If this could be opened up, it would enhance both Palace Avenue and the amenity and value of new development to the north. Further advice will be required from structural and hydrological engineers and archaeologists on the feasibility of this. If the river remains culverted here, this space should be detailed with high quality materials, given its visibility from Palace Avenue and setting to Len House. Given the underground culvert and sewer running through this area, detailed advice would be required on tree planting, however the aspiration should be to create a 'green' space which could include grass and shrub planting with a limited amount of additional car parking.



Public realm enhancements adjacent to Mill Street should encourage outdoor cafe seating



New development should be associated with low shrub planting to provide a green setting and privacy strip

3.5 Access, parking and sustainable travel

Vehicular access

3.5.1 Vehicular access to the area of new development to the north-east of Len House should be provided via the existing Palace Avenue entrance, whilst access to the Len House internal parking areas should be via the existing Mill Street entrance.

Pedestrian access

3.5.2 The site provides opportunities for creating new private or public routes between the site and Bank Street, via existing rights of access. Given the narrow character of these routes and proximity to adjacent neighbours, safety should be a priority and public access only allowed if the routes can be sufficiently overlooked and well-lit. To the west of the site, a pedestrian connection should be provided to an existing lane that links with Gabriel's Hill. Whilst this is a wider, more visually open route, buildings should be designed to provide informal surveillance and financial contributions to off-site public realm enhancements such as lighting should be provided.

Parking

3.5.3 Given the heritage advantages of retaining the vehicular ramp within Len House and difficulties

space for other uses such as public realm/amenity space or further development.

- 3.5.4 Similarly, the existing glass-roofed workshop area to the rear of the Mill Street part of Len House should be considered for parking, thus minimising the need for demolition/removal and providing a suitable use for a part of the site which could otherwise have overlooking/party wall issues.
- 3.5.5 The Maidstone Borough Local Plan proposes a maximum of one parking space per one or two bed flat/house in the town centre. Due to the central location of this development site within Maidstone, the provision of parking should reflect the good accessibility of the site by public transport, i.e. parking provided as part of development reduced as far as possible. This development will be expected to provide an individual travel plan, to ensure full developer commitment to encourage sustainable travel and provide real sustainable alternatives to the end user of the development.
- 3.5.6 The Council recognises the growing capacity issues for residents parking in the town centre. Given that the town centre is such a sustainable

associated with converting the deep plan of the building, the use of part of the building for internal parking should receive serious consideration. This also has the advantage of releasing more external location, for the five opportunity sites, a parking ratio of below 1:1 is appropriate. However, the Council will ensure that there is not a detrimental impact of this policy on existing neighbourhoods, inasmuch residents that move into new homes on the sites that do not benefit from an allocated parking space/s, will not be able to apply for residents parking permits to be used in the surrounding streets. Furthermore, in terms of the overall quantum of parking that is provided on site, adequate provision will be held back for the use of visitors, and these arrangements will be enforced. In addition, the restrictions on access (such as controlled entry) together with the type, size and mix of homes will be taken into account.

- 3.5.7 The area to the north-east of Len House would be a suitable location for a surface level public or private car park, given its town centre location, perhaps as an interim use prior to later residential development. To enhance the setting of Len House and the visual amenity of Palace Avenue frontage, any car park here should be screened by a new building on this part of the site.
- 3.5.8 The development of the site could enable offsite enhancements to bus waiting areas and enhancements for cyclists on Mill Street.





Parking set within structure of trees



Public realm overlooked by active frontages of adjacent buildings

3.6 Safety and security

- 3.6.1 Development on the site will deliver the following key principles to create a safe and secure environment by:
 - Ensuring natural surveillance and human presence including active uses at ground floor (especially along Mill Street) buildings fronting onto the public realm and locating parking in safe and secure courtyards.
 - Pedestrian connections to Bank Street and Gabriel's Hill should be well lit and overlooked. If these cannot be securely designed for public access, these connections should be gated and use restricted to residents of the development.
 - Minimising conflict by providing safe routes for pedestrians and cyclists and managing traffic movement in the locality.
 - Providing secure and surveyed parking areas.
 - Ensuring that all publicly accessible space is easily surveyed by properties and secure access given to private space.
 - Secure cycling parking areas to be provided within all residential blocks.

4. Illustrative Development Scenarios

4.1 Introduction

- 4.1.1 This section sets out illustrative scenarios for how the site could be developed, reflecting the parameters set out in Section 3. This is based on two phases of development, the first including a surface level car park on the area to the north and east of Len House and the second illustrating how this area could be developed for residential uses at a later date.
- 4.1.2 The scenarios are based on good placemaking principles, however it should not be seen as the only solution to developing the site. The scenarios include various opportunities for office space, apartments, cultural uses, retail and food and drink.
- 4.1.3 The scenarios have been devised so as to retain the listed building in its entirety, including the internal vehicular ramp. Further internal surveys and structural advice will be required on the detailed delivery of the proposals.

4.2 Illustrative Scenario Phase 1: Mixeduse + External Car Park

- 4.2.1 This scenario proposes the conversion of Len House predominantly to either office or cultural space, with the ground floors of the Mill Street frontages accommodating retail, cafés or restaurants, contributing to the vibrancy of the street. This scenario is preferred by Maidstone Borough Council, as it will enable the building to be sensitively converted whilst contributing to the social and economic vibrancy of the town centre.
- 4.2.2 The open internal spaces within the building provide the opportunity for flexible use depending on demand. The light, iconic nature of the building could make it particularly desirable to design/media/marketing companies who would appreciate its unique heritage and quality and also benefit from its high profile, central location. This strong iconic character and central location would also lend it to a start-up/co-working office. The building would also be well suited to incorporating conference and exhibition space. It is assumed that such a project would be managed/subsidised by a public body.









Opportunities for food and drink uses within the ground floor of the Mill Street frontage, including pavement dining and public realm enhancements



Fig.5: Illustrative massing model: Phase 1







Cultural/workspace/leisure/creative industries within main building would benefit from deep floor-plans and generous windows

- 4.2.3 This scenario converts the ground floor of the Mill Street wing to provide approximately 360m² retail or café/restaurant uses providing the opportunity to enhance the vibrancy and activity along this street. This use is also well suited to the Mill Street end of the Palace Avenue wing of the building. A new waterside plaza also enhances this Mill Street frontage and provides opportunities for outdoor dining and events. Here, there is also sufficient space for new tree planting which will enhance the setting of the listed building as well as Mill Street.
- 4.2.4 The Mill Street wing of the listed building is also shown as accommodating approximately 490m² of residential use (approximately five apartments) on the first floor (currently occupied by the former snooker club).
- 4.2.5 This illustrative scenario proposes the least intervention in terms of structural works to the listed building and construction of new buildings, proposing mixed uses within the building and a surface level public car park to the northeast. Within Len House there is the potential for approximately 5,135m² employment/retail/ leisure/food and drink uses.

- 4.2.6 The rear glass-roofed garage area of the Mill Street building could accommodate approximately 19 internal car parking spaces that could be used by office and residential occupiers, whilst the external car park would provide approximately 113 spaces. This could be used by private occupants of Len House or as a public Pay and Display car park.
- 4.2.7 The retention of the internal ramp means that the building refurbishment could incorporate further garage parking on both its ground and first floor levels, however this would require specialist acoustic/structural/ventilation surveys and advice and would constrain how other uses occupy the building. This opportunity is not included in the adjacent land use budget schedule.
- 4.2.8 A new residential block is shown fronting Palace Avenue, incorporating 24 flats. This is accompanied by 11 allocated parking spaces. This apartment block is three storeys in height, with a further set-back penthouse storey, thus respecting the existing scale of Len House.



Fig.6: Illustrative Scenario Phase 1: Capacity Plan

-	Parking 113	1bed 2bed sml	50m²	Mix 40%	Average unit size
5		1bed 2bed sml	50m ²	40%	
5		2bed sml			
				45%	60m ²
		2bed lrg/ 3bed sml	86m²	15%	
-	19				
-					
24	11				
29	143				
2	4	.4 11	4 11	4 11	4 11



Fig.7: Illustrative Scenario Phase 2: Capacity Plan

	Use	No. of floors	Gross External Area (m²)	Net Internal Area (m²)	No. of units
a.1 Mu	Employment and Retail (A1)Food & drink (A3)	2	5087	4324 (85%)	-
a.2 Mu	Residential	1	426	341(80%)	5
	Retail (A1) Food & drink (A3)	1	426	362 (85%)	-
a.2 i	Garage parking for a.1 and a.2 buildings	19			
a.3	Residential	3.5	1775	1420(80%)	24
	Desidential Flat	ЭГ		$2\Gamma C (2 O O V)$	C

Indicative residential mix

	Min. GIA	Mix	Average unit size
1bed	50m ²	40%	
2bed sml	61m ²	45%	60m ²
2bed Irg/ 3bed sml	86m ²	15%	



4.3 Illustrative Scenario Phase 2: Mixed-use and Residential

- 4.3.1 Phase 2 of the scenario shows the rear car park replaced by a further three residential blocks to the north of Len House. These are clustered around a series of high quality mews courtyards, providing space for allocated car parking for the residential units as well as trees and ornamental shrub planting. To the rear of the units there is space for private/communal garden spaces which will ensure that the new units respect the privacy and lighting requirements of existing buildings to the north.
- 4.3.2 The apartment blocks shown on Figure 8 range from three to four storeys in height, giving a total of 59 new-build apartments and five apartments

in the converted building. These building heights reflect the existing scale of Len House and properties on Bank Street and Gabriel's Hill, and will provide a suitable degree of visual enclosure to the existing streets and spaces, including Palace Avenue. The precise location of the two easternmost apartment blocks will be subject to surveying/advice on a potential foul-water sewer running through the site in this location. Assuming 59 buildings can be accommodated on this part of the site (which has an area of 0.66ha) the net density of this new development will be approximately 90 dwellings per hectare.



- 4.3.3 The public realm can be detailed as shared space, centred on an open square, with a green space to the west. If viable, the River Len would be opened up as a river again, otherwise this space could either accommodate further parking or public open space. Space is allowed for new tree planting on Palace Avenue, enhancing the visual amenity of the road.
- 4.3.4 A new public or private pedestrian route is provided to Bank Street from the centre of the site, together with a public route to Gabriel's Hill

to the east. A further private pedestrian route connects the ground floor garage space to the rear of Mill Street with Bank Street.

4.3.5 In total, this scenario provides approximately 67 apartments and 68 parking spaces. Parking would be allocated to a proportion of the apartment buildings as well as the commercial occupiers of Len House.



Fig.9:Illustrative massing model: Phase 2



