

# Open Space Topic Paper

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ADUR DISTRICT  
COUNCIL

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# 1. Introduction

- 1.1 This paper provides an overview of open space provision to meet needs generated by development at the Western Harbour Arm part of the Shoreham Harbour Regeneration Area. The paper outlines the policy approach to on-site and off-site open space provision as well as providing a summary of provision and financial contributions that have been secured for developments coming forward at the Western Harbour Arm. Lastly, the paper considers the implications of recent development coming forward at the Western Harbour Arm at higher densities than predicted and what this means for open space provision going forward.

## 2. National Planning Policy

- 2.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. The NPPF at paragraph 98 sets out the following:

*Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.*

## 3. Local Planning Policy

### Adur Local Plan

- 3.1 In 2017 Adur District Council adopted the Adur Local Plan (ALP) which covers Shoreham-by-Sea, Southwick, Fishersgate, Lancing and Sompting. Policy 8 of the ALP designates Shoreham Harbour as a broad location for regeneration. This policy was developed further through the Shoreham Harbour Joint Area Action Plan (JAAP) which includes area-wide policies and specific proposals for individual character areas within the regeneration area. The JAAP was adopted in 2019.
- 3.2 The ALP contains Policy 32: Open Space, Recreation & Leisure which sets out the policy approach to open space, sport and recreation within the local plan area. The policy states:

*Major development for residential uses will be required to provide open space on site in accordance with the Council's adopted standards. The type of open space to be provided will be determined by the scale and type of development and the needs of the area. Where it is not possible or necessary to provide open space on site, contributions will be required to provide or improve open space off-site.*

3.3 The Open Space Study (2014) sets a number of local standards regarding the quality, quantity and accessibility of different types of open space typologies. In terms of quantity, the local standards are as follows (all quantities are hectares per 1000 population). The table below provides the open space standards for Shoreham-by-Sea (please refer to p.97 of the ALP to see a breakdown of standards for Lancing & Sompting and Southwick & Fishergate):

**Table I - Open Space Standards for Shoreham-by-Sea**

Open Space Typology	Shoreham-by-Sea
Parks and gardens	0.73
Natural and semi-natural green space	2.33
Amenity greenspace	0.81
Provision for children and young people	0.04
Allotments	0.26

3.4 The Joint Area Action Plan includes Policy SH8: Recreation and leisure which sets out the policy approach to the provision of open space within the Shoreham Harbour Regeneration Area. Supporting text of the policy references the open space standards within the Open Space Study (2014) as enclosed in Table I. The policy states:

*New development proposals will be required to contribute to the provision of multifunctional public open space / green infrastructure onsite. The type and quantity of open space will be determined by the scale and type of development, having regard to the identified needs, local standards and the Shoreham Harbour Green Infrastructure Strategy<sup>1</sup>. Development will be expected to optimise the amount of onsite provision. Where it is not possible to meet all or part of the open space requirements on site, subject to agreement of the council(s), an appropriate alternative provision, such as enhanced public realm, and/or contribution towards off site provision will be required.*

*Brighton & Hove City Council and Adur District Council will work with developers to explore the role, function and more detailed design of green spaces as they come forward. These areas could help to meet local need for a range of open spaces including parks and gardens, amenity green space, provision for children and young people, outdoor sports facilities, allotments and community gardens.*

3.5 In addition, section 17 of Policy Character Area 7 - Western Harbour Arm sets out the following requirement:

*Where open space requirements cannot be met on site, development will be expected to contribute towards the creation of the proposed green corridor along the A259, and/or existing open spaces, such as The Ham and Kingston Beach.*

<sup>1</sup> Due to limited resources and capacity, it has not been possible to advance work on the Green Infrastructure Strategy.

3.6 New developments within the Western Harbour Arm will be expected to incorporate areas of public open space which will help to increase the accessibility and visibility of the waterfront, attract visitors to spend time in the area, provide new space for community activities and events and enhance the local environment

3.7 The JAAP recognises that there are significant opportunities to improve the amenity value of Kingston Beach, which is a registered village green, for the benefit of local residents and visitors (at present, Kingston Beach is predominantly used for car parking). The village green status safeguards Kingston Beach as public open space (although parking for the RNLI station would need to be retained). There is significant potential to improve the landscaping and street furniture to make it more accessible and appealing as a local amenity area. The JAAP identifies a commitment that the partnership will work with the community and stakeholders to improve Kingston Beach including the upgrade of public open space in accordance with the Shoreham Harbour Streetscene Guidance and Shoreham Harbour Green Infrastructure Strategy. A financial contribution has been sought from Kingston Wharf development towards improvements to recreation at Kingston Beach. Further information is set out in section 4.

3.8 It must be noted that some time has passed since the publication of the 2014 Open Space Study. Henceforth, Adur & Worthing Councils commissioned an up-to-date Joint Sport, Leisure and Open Space Study to assess current provision and identify specific needs (in terms of quality or quantity) in order to accommodate the demands arising from future growth. This updated study is to be used as an evidence base informing the review of the Adur Local Plan with regards to addressing development needs up to 2039.

3.9 The Study comprises three components:

- [Open Space Study](#) (2019)
- [Playing Pitch Strategy](#) (2019)
- [Indoor / Built Sports Facility Needs Assessment Report](#) (2019)

drawing upon an evidence base comprised of:

- Consultation and engagement with all relevant key stakeholders, agencies and organisations as well as the wider community and general public;
- A detailed audit of all facilities within the scope of the study; and
- Analysis and assessment of the adequacy of current provision as well as identifying specific needs and quantitative or qualitative deficits or surpluses in provision in order to accommodate the demands arising from future growth. The Open Space Study also provides a quantitative assessment of the quality of publicly accessible open spaces in the borough.

3.10 The Joint Open Space Study (2019) sets minimum provision standards for different open space typologies in Adur and Worthing. It must be noted that these standards only cover those parts of Adur that lie outside of the South Downs National Park. In terms of quantity and access, the local standards are as follows (all quantities are hectares per 1000 population):

**Table 2 - Summary of open space quantity and access standards**

<b>Typology</b>	<b>Quantity standards for existing provision and new provision (ha/1000 population)</b>	<b>Access standard</b>
Allotments	0.20	720 metres or 15 minutes' walk-time
Amenity Green Space (sites >0.15 ha)	0.60	480 metres or 10 minutes' walk-time
Park and Recreation Grounds (public and private combined)	0.80	720 metres or 15 minutes' walk-time
Play Space (Children)	0.06	480 metres or 10 minutes' walk-time
Play Space (Youth)	0.06	720 metres or 15 minutes' walk-time
Accessible Natural Green Space	1.0 (for new provision only)	960 metres or 20 minutes' walk-time and ANGst Standards for accessible natural green space above 20ha
<b>Total for new provision</b>	<b>2.72 ha / 1000</b>	

- 3.11 These open space standards and cost calculator (which enables on and off-site requirements for open space to be calculated for different sized developments) was adopted by Adur District Council in July 2021 and thus now supersede the standards set out in Table 1.
- 3.12 The study identified the existing supply of open space for each type within Adur Local Plan area (Table 3) and also at St Mary's and Southwick Green (wards that fall within WHA) (Table 4). The supply is calculated using the population figures (ONS mid-year 2017 estimates) for each of the geographies and the quantity of open space compared to what the requirements for open space are against the recommended standards. Positive figures show where the Study Area/Local Authority Area/Wards meet the quantity standard for the open

space typology, and negative figures (red text) show where there is a shortfall in supply against the quantity standard.

3.13 Although these figures highlight where there are shortfalls in supply against the quantity standards and therefore where new provision should be sought, the study recognises that due to constraints, new provision may not be achievable (unless, for example, through new development). These figures can help inform decisions about the form of new open spaces and improvements to existing open spaces, rather than it being imperative that every Ward must achieve a ‘+’ number.

**Table 3 - Open space supply at the Adur District level against the quantity standards**

Typology	Existing (ha)	Existing (ha/1000)	Required Provision (ha)	Standard/ Required Provision (ha/1000)	Supply (ha)	Supply (ha/1000)
Allotments	15.32	0.24	12.74	0.2	2.58	0.04
Amenity Green space (>0.15ha)	44.27	0.69	38.23	0.7	6.04	0.09
Parks and Recreation Grounds	48.94	0.77	50.98	0.8	-2.04	-0.03
Play (Child)	2.45	0.04	3.82	0.06	-1.37	-0.02
Play (Youth)	0.62	0.01	3.82	0.06	-3.20	-0.05

**Table 4 - Open space supply (ha) at Ward level against the quantity standards**

Ward	Allotments	Amenity Greenspace	Parks and Recreation Grounds	Play (Child)	Play (Youth)
St Mary's	2.95	-1.69	-2.27	-0.14	-0.22
Southwick Green	0.03	-0.3	-2.58	-0.21	-0.27

3.14 Table 4 shows that open space provision varies across wards and typologies, with some meeting the

standards and some falling below. This will be an important consideration when determining the need for on-site open space as part of new development.

- 3.15 It is important that the supply figures are not considered in isolation, as the access and quality results are equally important. Just because a typology is in sufficient supply, this does not mean it is ‘surplus’ to requirements, as the access and quantity standards also need to be considered alongside the quantity requirements. There may also be other factors such as a sites nature conservation, historic or cultural value, or its contribution to the Green Infrastructure network which mean it should be protected.

## 4 On-site and off-site open space provision at WHA

- 4.1 The required open space, sport and recreation facilities should in the first instance be provided on-site, with off-site provision/contributions only to be considered where on-site provision is either not needed (considering the analysis of supply, accessibility) or not possible/practicable. The use of off-site contributions is consistent with Policy 32 of the Adur Local Plan, and Policy SH8 of the JAAP as indicated above (para 3.2 & 3.4).
- 4.2 Flatted developments are an eligible type of residential development that must make on-site provision or provide financial contributions towards open space to meet the needs of future occupants. This applies to all of open space typologies identified in the Open Space Study.
- 4.3 The Open Space Study sets out the recommended types of provision in relation to the size of a scheme (see Table 5) , with each proposal to be considered on a site by site basis, with on-site provision always to be considered as the first solution. However, for high density brownfield sites, particularly at the WHA, the study considers that it is reasonable for off-site contributions to be sought (rather than on-site open space provision), due to the limited land available for new development within the study area. The enhancement of existing facilities (including improving access to facilities) will be key to meeting unmet demand.

**Table 5: Potential open space requirements based on scheme size**

Type of Provision	10 - 19 dwellings	20 - 49 dwellings	50 - 99 dwellings	100 - 199 dwellings	200+ dwellings
Allotments	Off-site	Off-site	Off-site	On-site	On-site
Amenity Green Space	Off-site	On-site	On-site	On-site	On-site
Parks & Recreation	Off-site	Off-site	Off-site	Off-site	On-site



Play Space (Children)	Off-site	Off-site	Off-site	On-site	On-site
Play Space (Youth)	Off-site	Off-site	Off-site	Off-site	On-site
Accessible Natural Green Space	Off-site	Off-site	Off-site	On-site	On-site

4.4 The following on-site provision and financial contributions for open space have been secured from residential developments that have received consent in the Western Harbour Arm (to date):

**Table 6 - Open Space Contributions**

<b>Development</b>	<b>On-site open space provision</b>	<b>Open space contributions (off-site)</b>
Free Wharf, Brighton Road	19,602 sqm open space of which 14,723 is publicly accessible Including 740m <sup>2</sup> 0-5 year old play space in residents amenity podium and roof courtyards and 180m <sup>2</sup> 5-11 year old play space in lower podium publicly accessible courtyards.	Age 12+ play space more suitably provided through off-site enhancements at Ham Road Play Space.  Subject to Second Viability Reassessment to be submitted prior to Occupation of the 200th Dwelling, there may be scope for additional contributions as follows: <ul style="list-style-type: none"> <li>• £217k sports hall contribution</li> <li>• £240k swimming pool contribution and</li> <li>• £34k 3G pitch contribution</li> </ul>
Kingston Wharf, Brighton Road	Private terraces and balconies and 4 'podiums' providing communal garden and play spaces for residents totaling 1,816 sqm shared amenity space and 220 sqm play space.	£65,000 Open Space contribution towards improvements to recreation at Kingston Beach and /or other public open spaces within Marine Ward, Southwick Green Ward or St Mary's Ward.

79/81 Brighton Road (Mariner's Point)	Public waterside park (not yet been provided due to issues with landscaping).	
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4.5 As set out in the above table, Free Wharf and Kingston Wharf are providing elements of on-site open space provision which allows for a range of recreation types including active play, communal gardens and roof courtyards. Although these may not be considered as 'traditional' open space formats, Free Wharf and Kingston Wharf are meeting needs and allowing residents and visitors to be outdoors and active which is important for health and wellbeing purposes.

## 5. Implications of higher densities coming forward at WHA

5.1 It is evident that high density flatted development reduces the scope of land availability for on-site open space provision at the WHA particularly given that most sites will be making land available for the A259 cycleway and riverside public walkway, therefore reducing the size of the site area. However, this situation is not unique in urban areas where there is limited greenfield sites available with brownfield sites being utilised in the first instance. Developments approved so far have delivered some limited on site provision (play areas and amenity space) and provided development contributions for off site enhancements at the village green at The Ham and Kingston Beach.

5.2 Future growth at the WHA might represent an opportunity for additional open space but this will be affected by viability considerations and the layout of these more restricted and narrower sites. It is likely that innovative solutions to delivering open space provision will need to be considered utilising green and brown roofs in the context of climate change adaptation and resilience.

5.3 The topic paper on education provision (primary) considers that if levels of future development were to come forward at the High or Very high scenarios, this may generate a need for a new primary school to be provided at the WHA. As part of the evolving work on the Adur Local Plan review and Infrastructure Delivery Plan, there is an option to test whether open space could be provided on-site either independently, or in conjunction with a school (subject to considering a number of factors) which could be made publicly available for residents outside of school hours. However, there would be management, maintenance and security aspects that would need to be taken into account with this approach.

5.4 Lastly, it would be useful to test whether the larger potential sites within the WHA (that have not yet come forward for development) have the scope to provide on-site open space provision to meet demand generated by potential development coming forward at smaller sites within the WHA. The smaller sites could potentially contribute to funding for on-site open space provision.

5.5 As work on the Local Plan progresses it will be possible to refine projections as to anticipated needs in the WHA. The WHA Part 2 work provides an opportunity to test the implications of providing on-site open space provision within a high density development area incorporating assessment of potential options for

delivering open space on-site and the resultant implications, including reduced dwelling numbers and delivery of collective infrastructure including the flood wall in the vicinity.

- 5.6 As referred to in paragraph 3.7, the JAAP indicates that Kingston Beach is an area that would benefit from an updated management plan and implementation to address parking and enhancing its use as a public open space and multif-unctional green infrastructure.