

**PART TWO – A STRATEGY FOR CHANGE AND PROSPERITY****INTRODUCTION**

- 2.1 The consultation on the Draft Local Plan 2012 proposed two housing targets – Option A (1785 new homes plus 1050 at Shoreham Harbour) and Option B (2635 new homes plus 1050 at Shoreham Harbour). Of the responses received during the consultation, there was significantly more support for Option A than Option B <sup>1</sup> (although it should also be noted that a number of respondents were concerned that Option A was still too high). These responses, along with a number of evidence studies (please see the Background Evidence Document for more information) a Sustainability Appraisal and Government guidance (most significantly the National Planning Policy Framework) have been used to inform the preferred housing option proposed in this document. This preferred option proposes 2797 – 2947 dwellings (including 1050 new homes at Shoreham Harbour) over the plan period (2011 - 2031) which equate to an annual target of 140-147 dwellings per year. To compare, the housing target proposed in this Revised Draft Plan is very similar to Option A included in the Draft Adur Local Plan 2012.
- 2.2 A significant amount of work has been undertaken to assess the various impacts of the preferred option and it is considered that this option can be achieved without having an unacceptable impact on the transport network, flood risk, landscape and biodiversity. The Council has a duty to meet its objectively assessed housing requirement as far as is practicable. It is recognised that Adur will not be able to meet its full housing requirement of 215 - 245 per year due to a limited supply of brownfield and greenfield sites, significant flood risk issues, and landscape constraints. However the Council must demonstrate that it has made every effort to try to meet its full housing needs. The proposed housing target in this plan reflects this, and aims to balance economic, social and environmental issues.
- 2.3 The Council has taken a ‘ground-up’ approach whereby all available sites (including brownfield) which can accommodate six or more dwellings have been considered (through the Strategic Housing Land Availability Assessment process). As part of the Sustainability Appraisal, all sites put forward for development, including those in the SHLAA, have also been assessed against a number of Sustainability Objectives. Where sites had unacceptable conflicts with these objectives, they were not included in the Revised Draft Plan.
- 2.4 As a result of further detailed work and evidence in relation to constraints, including adverse impacts on the natural environment and delivery, the preferred option does not precisely reflect options A1, A2 or A3 of the previous consultation, nor does it fully meet Option B.

<sup>1</sup> see ‘Summary of responses’ on Adur website for more details: <http://www.adur-worthing.gov.uk/adur-ldf/adur-local-plan/>

- 2.5 Land at Hasler was included in a number of housing options as part of the Draft Adur Local Plan 2012 consultation. However, this site is not being progressed for allocation. The majority of the site lies within flood risk zones 3a (high probability) and 3b (functional floodplain), with some small parts in the eastern part of the site in zones 1 and 2. The implementation of the Shoreham Tidal Walls Scheme would change those parts of the site within Flood Zone 3b to Flood Zone 3a. This would result in the site no longer acting as 'functional floodplain'. However, the whole site also suffers from significant groundwater and surface water flooding issues which would not be resolved by the proposed tidal walls. Significant concerns relating to flood risk on the site were raised as part of the Draft Local Plan consultation including by the Environment Agency. It has not been adequately demonstrated by the site promoters that these flooding issues can be overcome.
- 2.6 Within the Draft Local Plan 2012, Shoreham Harbour was 'ring-fenced', consistent with the approach taken by the South East Plan. However, the South East Plan has now been revoked and the Shoreham Harbour Regeneration project has progressed. Whilst acknowledging the potential delivery challenges, the level of development proposed at Shoreham Harbour appears more achievable, a development brief for the Western Arm has been adopted, and work on the Joint Area Action Plan is progressing (more details can be found in RD Policy 8 below). Therefore it is no longer considered that the site should be 'ring-fenced' and new homes in the Shoreham Harbour Regeneration area will contribute to Adur's overall proposed housing target. (More details on viability issues relating to the Shoreham Harbour Regeneration Project may be found in Appendix RD8).

## SPATIAL STRATEGY

- 2.7 The Local Plan seeks to deliver a package of measures over the plan period in order to:
- meet the objectively assessed development needs of Adur as far as possible, taking into account environmental assets and constraints and the capacity of infrastructure (which will also entail working with other local authorities in the sub-region, and possibly further afield)
  - facilitate the regeneration of Adur; and
  - meet the vision and objectives of this Local Plan set out in Part One.
- 2.8 It is intended to achieve this through aiming to balance development in Adur; proactively seeking to meet housing needs, providing employment sites for new or expanding businesses and facilitating the delivery of infrastructure, whilst recognising that local people will still travel to jobs, or use retail, leisure or other services in other areas. Adur's role is to complement, not compete with other neighbouring centres.
- 2.9 As well as defining the scale of new development, this Local Plan must guide development to the most appropriate locations. Realistic options

for locating development are extremely limited due to the compact size of the district and its constrained location between the sea and the South Downs National Park. As a result, there are few real choices in terms of different locations or strategies if the Plan is to go as far as it can to realistically meet the needs of its communities, without damaging its character and environment.

- 2.10 Taking into account previous consultation work, evidence studies and the Sustainability Appraisal, the approach of this Local Plan is therefore to maximise development on brownfield land (including Shoreham Harbour) while adding sustainable greenfield urban extensions adjacent to the Built Up Area Boundary (BUAB). This means that the existing settlements of Lancing, Sompting (excluding Sompting Village which lies outside the BUAB), Shoreham-by-Sea, Southwick and Fishersgate will continue to be the focus for growth during the plan period, together with the regeneration area of Shoreham Harbour. Other than the identified potential strategic sites set out below, the BUAB (which will be redrawn to include these strategic sites) will serve to generally guide development within these settlements, in order to manage the pattern of development, prevent coalescence, maintain the existing character of the settlements, and ensure development is sustainably located. Although Shoreham Airport lies outside the BUAB it is recognised as a key opportunity area for regeneration.
- 2.11 Following a review, some other minor amendments are also proposed to the BUAB – these may be found in Appendix RD1 of this Revised Draft Local Plan<sup>2</sup>.
- 2.12 Given the limited amount of land available, it is important that developments make efficient use of land by developing at appropriate densities whilst respecting the character of the area (although higher densities may be appropriate in town centre locations and Shoreham Harbour).
- 2.13 This strategy, which takes account of the compact nature of Adur and the location of the potential strategic sites selected (see below), will result in a pattern of growth which maximises sustainability as far as is realistically possible. The proximity of these proposed strategic greenfield sites adjacent to existing urban areas gives the opportunity for integration with existing communities and use of nearby facilities, services, and public transport. New infrastructure will also be required. The release of these greenfield sites will be carefully managed and controlled.
- 2.14 The proposed development strategy also takes account of the need to deliver jobs and employment land. Economic development and regeneration is a key priority of this Local Plan (as set out in the Vision

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<sup>2</sup> Please note these proposed amendments were included in the Draft Adur Local Plan 2012, and are repeated here.

and Objectives in Part One), and is a priority shared by Coastal West Sussex, a partnership of local authorities. Coastal West Sussex is one of five local economies identified in the Coast to Capital LEP. (See Employment and Economy section below).

- 2.15 As well as working with Coastal West Sussex, the Council has a 'Duty to Co-operate' (through the Localism Act<sup>3</sup>) with other local authorities and agencies in the sub-region to ensure strategic priorities are co-ordinated and delivered. Local Plans play a key role in this process. The Council is already working with other local authorities to address strategic priorities (including how best objectively-assessed development needs can be met) and will continue to do so as this Local Plan is developed. More information can be found in Part One and Appendix RD4.
- 2.16 The spatial strategy set out below is interpreted through policies in this section, the 'place-based' policies in Part Three, and the development management policies relating to specific topics and types of development in Part Four. These all aim to address and deliver the Vision and Objectives set out in Part One.

### **Revised Draft Policy 2: Spatial Strategy**

**Up to 2031 the delivery of new development in Adur will be managed as follows:**

**Development within the Built Up Area Boundaries (to be defined on the Policies Map) of Lancing, Sompting, Shoreham-by-Sea, Southwick and Fishersgate will be permitted subject to other policies in the development plan.**

**Shoreham Harbour will be a focus for development to facilitate regeneration which will be delivered through an Area Action Plan being prepared jointly between Adur District Council, Brighton & Hove City Council and West Sussex County Council.**

**Shoreham Airport will also be a focus for new employment floorspace.**

**It will also be necessary to release the following greenfield sites on the edge of the built up areas to ensure an adequate supply of suitable land for development as long as this does not significantly compromise the Local Green Gaps:**

- **New Monks Farm, Lancing (employment, residential and community uses)**
- **West Sompting (residential)**

<sup>3</sup> Section 33 of the Planning and Compulsory Purchase Act 2004 was amended by Section 110 of the Localism Act 2011

**Development which would result in the coalescence or loss of identity of settlements will be resisted.**

**The character of Sompting village, which lies outside of the Built Up Area Boundary, will be respected and maintained.**

## HOUSING PROVISION 2011-2031

- 2.17 Historically there has not been a strong relationship between housing targets set for Adur in regional and Structure Plans and need and demand for new dwellings in the district. Previous targets have been strongly influenced by the capacity of the district to accommodate new dwellings in terms of its physical and environmental characteristics – the sea to the south, the South Downs National Park to the north, flooding and key infrastructure constraints (including transport).
- 2.18 The National Planning Policy Framework now requires that Local Planning Authorities meet their full, objectively assessed needs for both market and affordable housing. To assess these needs, a Locally Generated Housing Needs Study (LGHNS) was undertaken in May 2011. This indicated a need to provide 270 new homes per year between 2011 - 2028 (equalling a total of 4590 homes) based on growth from within the current population of Adur, changes in household sizes and numbers together with in-migration from neighbouring areas and elsewhere in the country.
- 2.19 It is not considered possible or realistic for Adur to deliver this amount of housing either in terms of delivery (monitoring since 2001/2002 shows that an average of 135 gross / 122 net dwellings per annum have been delivered) or in terms of physical capacity. It is therefore not feasible to accommodate these levels of development while maintaining the character of Adur and addressing the resulting impact on infrastructure.
- 2.20 Consultation on four alternative housing targets was carried out in summer 2011 and further consultation on two of these were undertaken in the Draft Adur Local Plan 2012.
- Option A – 1785 homes/105 homes per year (plus 1050 dwellings at Shoreham Harbour) or:
  - Option B - 2635 homes/155 homes per year (plus 1050 dwellings at Shoreham Harbour)
- 2.21 On their own, neither of these two options fully meet the levels of need assessed in the LGHN (the highest option in the 2011 consultation exercise) although when added to the proposed residential development within the Adur section of the Shoreham Harbour Regeneration Area

within the plan period, the shortfall between supply and demand was reduced but still not met in full.

- 2.22 To meet the level of demand indicated in the LGHNS would require an extremely high level of development, with a severe impact on the Local Green Gaps, the landscape quality of Adur, biodiversity and on areas at risk of flooding, thus impacting on the character and environment of the area and leading to the coalescence of settlements. It would also have a greater impact on the highway network. Furthermore it would require delivery of around 270 dwellings per year. There is no evidence that the market could deliver at a rate sufficient to meet this level of demand.
- 2.23 Subsequently Adur, along with other Local Planning Authorities<sup>4</sup>, commissioned an update of the Coastal West Sussex Strategic Housing Market Assessment (SHMA) in 2012. It included remodelling of headship rates based on more recent data and inclusion of a vacancy allowance. It indicated a housing requirement in Adur of between 186 – 215 homes per year based on past demographic trends. The projections cover the 2011-31 period. (The higher level was based on more recent 5-year trends). However the study noted a significant shortfall of affordable housing – a backlog of 564 households.
- 2.24 As part of the Duty to Co-operate work, Adur, alongside the other Local Planning Authorities within the Sussex Coast Housing Market Area commissioned work to pull together housing evidence from each authority in relation to objectively assessed housing requirements and the residential land supply, capacity and constraints to development, including environmental, landscape and infrastructure constraints. This study also built on the SHMA Update 2012.
- 2.25 Taking into account a range of projections developed, the study stated that an objective assessment of development requirements would be for around 215 households per year, reflecting recent population trends and the economic evidence. However given the high evidence of housing need and significant affordability pressures in Adur, the study also took account of the need to meet the backlog of affordable housing need (564 households). Overall therefore an objective assessment of full need and demand for housing would be equivalent to around 215 – 245 homes per year over the 2011-31 period (a median figure of 230 per year).
- 2.26 The study stated that, if there were an absence of land supply and infrastructure constraints, that this would represent an achievable rate of development in Adur over the period to 2031 as a whole. However as noted elsewhere, the study recognises there are significant constraints to development within Adur and therefore this level of need is unlikely to be achievable.

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<sup>4</sup>Commissioning authorities were Adur, Arun, Chichester, Worthing and the South Downs National Park Authority.

- 2.27 The study goes on to consider opportunities for development<sup>5</sup> having regard to strategic constraints to development in assessing potential delivery. It concludes that housing targets for the Adur Local Plan area are likely to be primarily influenced by deliverable land supply. (This is consistent with the approach previously taken by the South East Plan). In setting housing targets within the Adur Local Plan, it will be important to take account of potential delivery risks associated with bringing forward sites.
- 2.28 In advance of the completion of detailed technical work and consultation on development options, the study stated that delivery of a maximum of 180 – 200 homes per year across the plan area might be achievable (subject to further detailed assessment). This includes development within the built-up area boundary, on greenfield sites within the urban fringe, and at Shoreham Harbour. However it should be noted that the Duty to Co-operate Study stated that even delivery of 180 – 200 homes per year would be ambitious and require public sector support and intervention.
- 2.29 The study notes that the Council is evidently making serious attempts to meet its own development needs, through considering options within the Local Green Gaps, but that the geography of Adur means that there are increasingly fewer opportunities to do so which are consistent with achieving sustainable development. It states:
- “Given the geography of the District and development constraints which exist, it seems likely that rates of development in Adur District outside of the National Park will fall short of meeting the District’s full development needs. It does not seem feasible that the Adur Local Plan will be able to meet any unmet requirements from neighbouring authorities”.*
- 2.30 A range of sources of housing land have been carefully considered in order to determine realistic levels of potential supply from previously developed land (PDL or brownfield land) as follows:
- *Housing allocations carried forward from the previous Local Plan 1996* - all the housing allocations identified in the Adur District Local Plan 1996-2006 have been delivered or are currently under construction and so have not been carried forward into this Plan.
  - *Dwelling completions since 1 April 2011* - these are the sites that have been completed since the base date of the Local Plan<sup>6</sup>.
  - *Number of dwellings identified through existing planning permissions (commitments)* - these include sites which can

<sup>5</sup> See Duty to Co-operate (Housing ) Study 2013

<sup>6</sup> The figures are updated on an annual basis and are reported in the Council’s Annual Monitoring Report which is published in December each year.

accommodate six or more dwellings and either have planning permission but on which development has not yet commenced, or are currently under construction but not completed.<sup>7</sup>

- *Windfall allowance* - a site that has not been specifically identified as available in the Local Plan process is known as a windfall site. The NPPF states that an allowance for windfall sites can be made in the first five years of the housing land supply providing that there is compelling evidence that such sites have consistently become available and are likely to continue to do so. An allowance for windfall sites has not been made at this Revised Draft Local Plan stage. However, evidence is currently being gathered and, if it indicates that such sites have consistently come forward, a windfall allowance will be included in the housing land supply figures in the Submission version of this document.
- *Sites identified in the Strategic Housing Land Availability Assessment (SHLAA)* - a Strategic Housing Land Availability Assessment was undertaken in 2009 and updated in 2012. Its purpose is to identify brownfield sites which have potential for residential development and determines when they are likely to be developed. A review of the SHLAA, including a “Call for Sites” is currently being undertaken and the outcome will be included in the housing land supply figures in the Submission version of this document.

2.31 By assessing the various sources of housing supply, the table below demonstrates how much housing can be delivered on previously-developed land during the plan period.

<b>Sources of Housing Provision 2011 – 2031<sup>8</sup></b>	
<b>(Brownfield sites only):</b>	
Dwellings built 2011-2012 (net)	193
Dwellings identified through existing planning permissions (commitments)	335
Sites identified through the Adur SHLAA update 2012	289
<b>Total supply (PDL)</b>	<b>817</b>
PDL per year 2011 – 2031 (average)	41
Plus:	
Shoreham Harbour Broad Location	1050
<b>Total PDL per year 2011-2031</b>	<b>93</b>

<sup>7</sup> These sites are identified as commitments at 1 April 2012 in the Housing Land Supply Study produced annually by West Sussex County Council.

<sup>8</sup> The figures in this table will be updated for the Submission version of the Local Plan to take account of the updated SHLAA 2013 (following consultation) and the latest annual monitoring figures produced by WSCC.



- 2.32 Given the greater requirements discussed in paragraphs 2.17 – 2.29 above, it is then necessary to consider greenfield sites previously addressed in the 2012 consultation exercise, plus any other appropriate sites to go further towards meeting the objectively assessed housing needs.
- 2.33 Due to the lack of available and suitable greenfield sites in Shoreham-by-Sea and Southwick (most of which lie within the National Park) the majority of sites assessed are within Lancing and Sompting.<sup>9</sup>

### **Revised Draft Policy 3: Housing Provision**

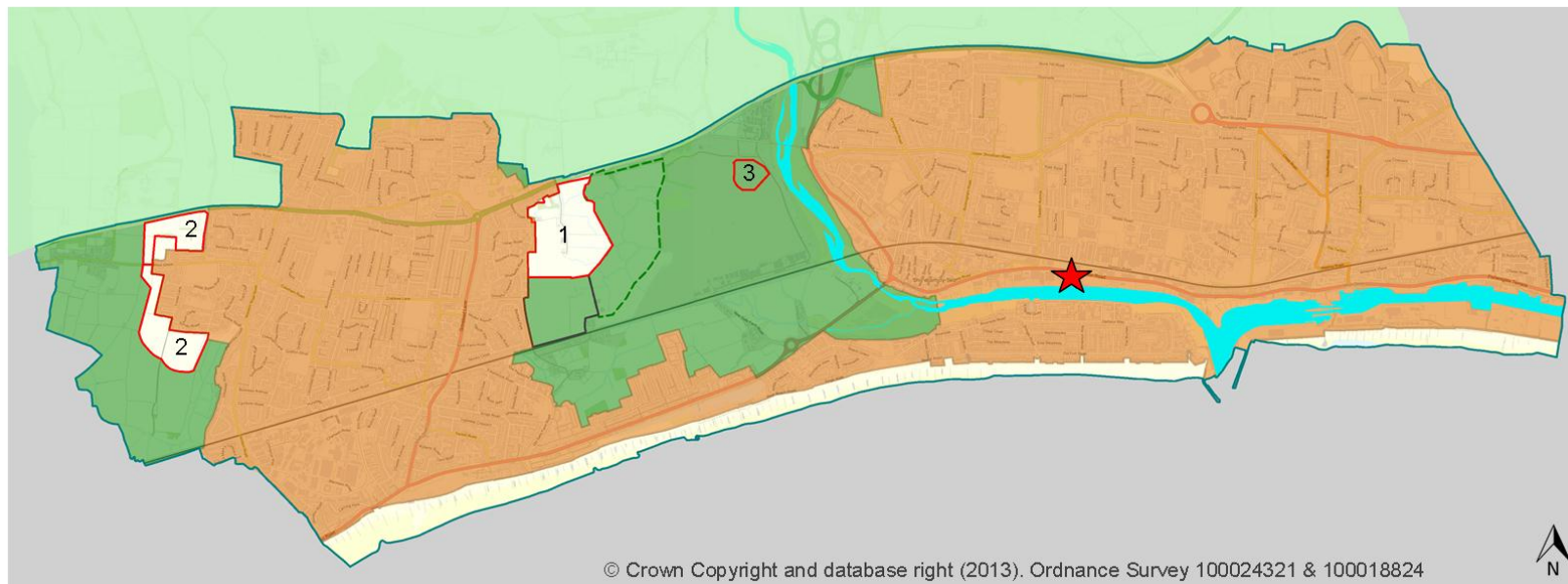
**Over the period 2011 – 2031 a minimum of 2797– 2947 dwellings will be developed in Adur, as follows:**

**817 within the built up area of Adur, plus  
1050 as part of the Shoreham Harbour Regeneration Area Western Arm  
450 - 600 at New Monks Farm  
480 at West Sompting**

- 2.34 The figures in RDP3 above equate to an annual target of (140 – 147) dwellings per year over the 20 year plan period.
- 2.35 Please note that policies elsewhere in this Plan will also apply to the strategic allocations below.

<sup>9</sup> A number of potential greenfield sites were considered in developing the emerging Local Plan drawing on evidence from a variety of sources. The Sustainability Appraisal accompanying the emerging Local Plan has appraised these sites and assessed them according to relevant sustainability criteria. A number of sites have been excluded as a result of this process.

Map 3: Site allocations



Key			
	South Downs National Park		River Adur
	Local Plan Boundary		Proposed Site Allocations
	Proposed Local Green Gap		Shoreham Harbour Regeneration Area - Western Arm
	Proposed Built Up Area Boundary (BUAB)	1.	New Monks Farm
	Brighton & Hove Albion Football Club Training Academy	2.	West Sompting
	New Monks Farm Proposed Country Park and Informal Recreation	3.	Shoreham Airport

## EMPLOYMENT AND ECONOMY: PLANNING FOR ECONOMIC GROWTH

### The Situation Today

- 2.36 Adur's economy is closely related to those of Brighton & Hove and Worthing. The 2001 census indicated that 44% of working residents in Adur work within the district. There is a net-outflow of 5,900 people from the district daily, reflecting the area's close proximity to larger employment centres such as Worthing and Brighton. Job densities in the district are low - in 2011, Adur had a job density of 0.56 (a ratio of 0.56 jobs to population of working age) which is significantly below the national average of 0.78 (ONS 2011). Therefore there is a need for more employment land to be provided in the district to help redress this balance<sup>10</sup>.
- 2.37 ONS data indicates that Adur spans two 'travel to work' areas with the west of the district (Lancing and Sompting) relating more to Worthing and the east (Shoreham, Southwick and Fishersgate) to Brighton<sup>11</sup>. In-migration into Adur increases the need to ensure employment opportunities are available.
- 2.38 Relative to the South East as a whole, Adur has a concentration of employment in the manufacturing sector, in utilities and waste management, and in wholesale/retail and car repair. This partly reflects the established occupier profile of Adur, the nature of the floorspace stock (41% of Adur's commercial floorspace is industrial compared to 30% across West Sussex) and the relative lack of available land suitable for employment development. Only 10% of Adur's commercial floorspace is within office use which is significantly lower than the overall figure of 25% for the Adur-Worthing-Brighton area as a whole<sup>12</sup>. Although the manufacturing sector in Adur has been performing relatively well, traditional manufacturing across the region has generally been in decline in recent years and this trend is set to continue. Therefore, it is important that a range of employment land and premises are provided in the district to help strengthen the economy.
- 2.39 The recent economic downturn has not had a significant impact on Adur's economy, and although economic activity rates fell from 85% to 80% immediately after the downturn, they are now back to 85%.
- 2.40 This Local Plan seeks to facilitate and deliver long-term sustainable economic growth, working in conjunction with relevant partners. This will be vital in securing positive outcomes for local residents and the community in general, in terms of increasing the number and types of

<sup>10</sup> Adur District Council Employment Land Review Update (June 2011)

<sup>11</sup> As above

<sup>12</sup> As above.

jobs available, reducing out-commuting, and encouraging investment back into the local economy.

### Adur in the wider sub-regional economy

- 2.41 The Coast to Capital Local Economic Partnership (LEP) extends as far north as Croydon and includes Chichester at its western end and Brighton & Hove and Lewes at its eastern end. The LEPs will carry out some of the responsibilities of the previous Regional Development Agencies, setting out economic priorities for their relevant area, but it will be the responsibility of the Local Authorities to determine many of the 'larger than local' strategic issues. Within this context, the Coastal West Sussex Partnership brings together Adur, Worthing, Arun and Chichester districts with partner organisations within the functional economic area to identify priorities and opportunities to improve local economic conditions. The Coastal West Sussex Partnership, along with the other economic partnerships in the County (Gatwick Diamond and Rural West Sussex), will deliver some of the LEP priorities. The Coastal West Sussex authorities experience similar problems in terms of access on key routes, pockets of deprivation, a limited supply of employment land, many people in low paid jobs, and many residents having low skills. These problems are very much apparent within the Adur District.
- 2.42 The West Sussex Economic Strategy (led by West Sussex County Council) covers the period 2012 – 2020 and sets out a high-level approach to supporting sustainable economic growth in the county. Key elements of this strategy include the need to ensure the best use of land and property to support a sustainable economy.

### City Deal

- 2.43 The Greater Brighton Region (covering the area of Brighton & Hove, Adur, Lewes, Mid-Sussex and Worthing) has been successful in its City Deal application. City Deals are agreements between Government and a city that give the city control to:
- take charge and responsibility of decisions that affect their area
  - do what they think is best to help businesses grow
  - create economic growth
  - decide how public money should be spent
- 2.44 Through this agreement the Greater Brighton Region aims to prioritise economic growth supporting the delivery of the Coast to Capital LEP's Growth Strategy and the Government's Plan for Growth. The approach is to exploit and commercialise creative talent in core technologies linked to university specialisms. The ambition is to increase GVA, the number of people employed and productivity by:

- Developing a network of growth hubs, linked to universities
- Develop a bespoke City Region skills system responsive to the needs of high technology, service innovation businesses
- Test and extend new models of business and innovation support linked to Growth Hubs.

2.45 Shoreham Harbour and Shoreham Airport are identified as Growth Hubs which will focus on environmentally driven technologies.

### Adur Employment Land Review 2011

2.46 An Employment Land Review (ELR) was produced for Adur in 2011. This report noted that the supply of land and premises for employment in Adur is very constrained and, on the whole, of relatively poor quality. It identified a clear need for additional high quality sites to meet market demand. The ELR went on to examine two scenarios for economic growth in the district. These were the 'baseline growth scenario' and the 'economic intervention scenario'.

#### *Baseline scenario*

2.47 This is a "business as usual" scenario which assumes that there will be no significant intervention in the economy of Adur over the plan period i.e. no new employment sites will be allocated. The employment forecasts for this scenario are based on the existing, relatively constrained, economy of Adur. Under this scenario the employment forecasts show that no significant amount of new employment floorspace would need to be provided in the district as the predicted growth in jobs could mainly be met by bringing existing vacant floorspace back into use and developing currently unimplemented planning permissions.

#### *Economic intervention scenario*

2.48 This scenario is based on an assumption that significant steps are taken to improve and change the nature of the economy in Adur to provide more high skilled and high quality employment. This scenario requires the allocation of new employment sites in the district and the employment forecasts show that this would be likely to result in a considerable growth in Adur's economy over the plan period.

2.49 Following public consultation on these employment options in 2011, the economic intervention scenario was considered the preferable scenario. Although land constraints in Adur do not make it possible to achieve the amount of jobs and floorspace required to achieve the economic intervention scenario, this Plan proactively allocates sites to provide as much new employment floorspace within the area as is possible without having a detrimental environmental impact. These sites, as identified in the ELR, are Shoreham Harbour, Shoreham Airport and New Monks Farm. The type of employment floorspace

provided on each site would vary according to the character and nature of the site and would need to provide a flexible range of opportunities for local businesses and inward investment as well as meeting the objectives of the City Deal agreement. The proposals for these sites are shown in more detail in the policies below.

### Delivering a Flexible Economy

- 2.50 Although B class activities are traditionally vital to the local economy, other employment generating uses such as retail, leisure and service industries make a significant contribution to the economy and will be focussed in town centres and other locations within the Built Up Area Boundary.
- 2.51 Rather than a passive 'predict and provide' approach, this Local Plan seeks to take a proactive approach. Looking beyond meeting assessed business needs this plan aims to create an environment that enables firms to grow, should they choose to do so, making provision for local and inward investment in order to facilitate regeneration.
- 2.52 The key sites outlined in the policy below each represent a different type of employment-generating opportunity:
- Shoreham Airport– planning positively for aviation and non-aviation employment generating uses within a high-quality business environment (see Revised Draft Policy 7).
  - Shoreham Harbour – by facilitating the relocation of existing employment uses that wish to move in order to expand, modernise or operate in a more appropriate area, new opportunities will be created for B1 office space, plus other appropriate employment-generating uses. (See Revised Draft Policy 8)
  - New Monks Farm – Appropriate employment generating uses as part of a mixed use development incorporating residential and community uses (See Revised Draft Policy 5).

#### Revised Draft Policy 4: Planning for Economic Growth

To facilitate regeneration and ensure a sustainable economy, 38,000 square metres of land will be allocated for appropriate employment generating uses in Adur up to 2031 at the following locations:

- Shoreham Airport (approximately 15,000 sqm subject to landscape considerations)
- New Monks Farm (approximately 10,000sqm)
- Shoreham Harbour Regeneration Area (approximately 13,000sqm within Adur)

These allocations will provide a range of employment sites in terms of locations and sizes, and provision will be made within these allocations for a range of accommodation types.

In addition to the above provision, additional employment floorspace will also be achieved through redevelopment, intensification, change of use to employment, and provision of new employment sites. The majority of this floorspace will be provided within the town centres and the main existing employment areas.

Outside of designated employment areas, where new development for, or extensions to B1, B2 and B8 uses is proposed, such applications will only be permitted where it is demonstrated they will not have an unacceptable impact on adjacent residential properties.

Criteria for the identification and provision of new employment floorspace will include the need to provide a variety of new business premises including small and affordable premises; the need to meet the modern needs of businesses in terms of floorspace, security, quality of environment, good access and services, and ensuring there are no conflicts with neighbouring uses.

#### STRATEGIC ALLOCATION: NEW MONKS FARM

- 2.53 This is a large site (located within the Lancing – Shoreham Local Green Gap) which can incorporate a mix of uses, including a significant amount of employment-generating floorspace (approximately 10,000sqm), an informal country park and a community hub/ neighbourhood centre. The site also provides the opportunity for the provision of land for a new primary school to meet needs from the local area. The site could potentially accommodate 450-600 dwellings. The

level of residential development will be dependent on landscape and biodiversity issues, as indicated below. There is potentially scope for additional residential development as part of the proposed neighbourhood centre. Development at this site will also help to bring forward a new access that would unlock further development at Shoreham Airport (see below).

- 2.54 Land to the west of Mash Barn Lane is Grade 2 agricultural land and land to the east is Grade 3b although it has not been used for agricultural purposes for a significant length of time. The eastern part of the site is under construction as a golf course. The remainder has been left as relatively open field and rough pasture.
- 2.55 The Landscape and Ecological Survey of Key Sites Within Adur (2012) states that this part of the Lancing-Shoreham Local Green Gap has relatively low landscape sensitivity and is less visible than other parts of the Gap from key viewpoints. The fields between the edge of the built-up area of Lancing and Mash Barn Lane contribute little to the landscape setting of Lancing or the integrity of landscapes within the Strategic Gap. However, the study goes on to state that Mash Barn Lane is a natural landscape 'edge' and that the fields to the east of this lane form part of the central landscape of the Gap and make an important contribution to its sense of openness and 'greenness'. As a result, it is considered that any development to the east of Mash Barn Lane needs to be designed particularly sensitively and the principles set out in the Landscape and Ecological Survey, including strategically sited blocks of woodland, need to be incorporated into the design of development at New Monks Farm.
- 2.56 The most important biodiversity habitats on the site, as identified by the Landscape and Ecological Survey, are the network of streams and ditches which flow eastwards through the small pastures to the north west of the site and along Mash Barn Lane. These form part of a wider network of water bodies between Lancing and Shoreham Airport. This network of riparian habitats should be retained and managed as part of an ecological network.
- 2.57 Opportunities for a joint access from the A27 to proposed development at both New Monks Farm and Shoreham Airport are currently being explored. This would involve either a new roundabout at the Sussex Pad junction or a new roundabout adjacent to the New Monks Farm allocation with a reconfigured access at Sussex Pad. However, the Highways Agency is clear that only one roundabout would be acceptable. The relevant parties are working with the Highways Agency to ensure that an acceptable access solution is achieved. Whichever roundabout option is delivered, it will be essential to ensure that safe and improved pedestrian and cycle access across the A27 to the South Downs National Park is provided



- 2.58 Improvements would be made to facilitate access via the existing road network, including from Grinstead Lane. However it will be important to ensure that the amount of development delivered prior to the delivery of the new access onto the A27 is limited in order to avoid adverse impacts on the existing residential area. To minimise the impact of cars on local roads both within and adjacent to the proposed development, travel by foot, bicycle and bus will be encouraged.
- 2.59 On completion of the new A27 access, the existing accesses from the site onto Grinstead Lane will be restricted to buses and emergency vehicles only.
- 2.60 The mitigation of the congested North Lancing junction will be vital. Prior to the submission of any planning application for this site, a full Transport Assessment will be required to look at access onto, and impact on local roads, and off-site impacts on existing junctions along the A27 and will need to demonstrate how the development will deliver the necessary mitigation measures.
- 2.61 The site is predominantly located in flood zone 3a (high probability) with parts in flood zone 1 (low probability) and 2 (medium probability). Parts of the site are at risk from surface water flooding, particularly the northern section, and the site is also susceptible to ground water flooding. As a result any development on the site will need to address these issues through on-site mitigation measures. The developer will need to work with the Council and Environment Agency to ensure that flood risks from all sources can be mitigated without worsening flood risk elsewhere. Opportunities should be sought to improve flood risk elsewhere where possible.
- 2.62 Although the construction of the Shoreham Tidal Walls is not essential for development to take place at New Monks Farm, this scheme will help to reduce tidal flood risk on the site.
- 2.63 The proposed New Monks Farm site lies within Mash Barn ward, which suffers from deprivation in terms of education and living environment<sup>13</sup>. It is anticipated that opportunities arising from the new development will help to address this.
- 2.64 The site is relatively close to Shoreham Airport although it falls outside of the noise contours set out in the Draft Shoreham (Brighton City) Airport Noise Action Plan 2010 – 2015. Also, the northern part of the site is adjacent to the A27. A noise assessment will be required with appropriate mitigation where necessary.
- 2.65 As indicated in Part Four of this Plan, the Coastal West Sussex Gypsy and Traveller Accommodation Assessment (2013) has indicated that there is a requirement for 7 Gypsy and Traveller pitches and one

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<sup>13</sup> IMD and Community profile

Travelling Showpeople plot in Adur (outside of the National Park). Due to the limited opportunities available, the study recommends that consideration is given to meeting this requirement within the proposed strategic allocations.

#### **Revised Draft Policy 5: New Monks Farm, Lancing:**

**Land at New Monks Farm (within the area shown on Map 4) will be allocated for mixed use development comprising:**

- **450-600 homes, 30% of which are to be affordable, and will provide a mix of types and tenures in accordance with identified needs.**
- **A neighbourhood centre/ community hub**
- **1 hectare of land to accommodate a new primary school**
- **Approximately 10,000sqm of employment-generating floorspace**
- **Suitable access onto the A27 in agreement with the Highways Agency.**
- **Provision or funding of mitigation for off-site traffic impacts on the Strategic Road Network and local roads through a package of measures including improvements to the A27/Grinstead Lane (North Lancing roundabout) junction.**
- **Provision of sustainable transport infrastructure including improved public transport and improved cycle and pedestrian links to Lancing, Shoreham-by-Sea and the South Downs National Park.**
- **Site-specific travel behaviour initiatives which maximise opportunities to encourage sustainable modes of transport. (This should include a package of travel behaviour initiatives such as residential and workplace travel plans).**

**Consideration is being given to the potential for this strategic allocation to accommodate a Gypsy and Traveller and/or Travelling Showpeople site.**

**Significant improvements will be required on the A27 to accommodate new development. Improved access across the A27 to the South Downs National Park for pedestrians and cyclists must be provided.**

**Developers will need to work with Adur District Council, West Sussex County Council and the Environment Agency to ensure that tidal and fluvial flooding as well as surface water and groundwater flooding are adequately mitigated without worsening flood risk elsewhere. Opportunities to reduce flood risk elsewhere should also be sought. These issues should be addressed in detail by a Flood Risk Assessment at the planning application stage.**

As part of a Landscape Strategy/Green infrastructure strategy, the following are to be delivered:

- Ecological enhancements in the north-west corner of the site in order to address the safeguarding and enhancement of biodiversity assets.
- Retention and enhancement of existing network of water bodies on site for drainage and ecological benefits.
- Open space and recreation areas (to include children's play areas) located within the development, and provision for formal sports in accordance with Council standards.
- A Country Park and informal recreation (approx. 28 hectares).
- Strategically sited areas of woodland to the north and east of the site to provide a distinctive 'green edge', screening views of the new development.
- Other infrastructure requirements to be addressed through CIL/ s106 requirements.

A number of assessments will also be required at the planning application stage. These will include:

- An assessment of archaeological assets (sampled by field investigation) before determination of any application. Reference should be made to the West Sussex Historic Environment Records.
- A site wide landscape and ecological management plan should be drawn up to cover the long-term maintenance of retained and newly created on-site habitats.

Appropriate mitigation of any issues raised through these assessments is to be delivered.

The development of this site, the location and layout of built development, green infrastructure and other landscaping is to be based on the following principles and site-specific requirements:

- Development must respect the landscape of the Lancing – Shoreham-by-Sea Local Green Gap and the South Downs National Park.
- Affordable housing is to be distributed throughout the development.
- The development is to be connected to sewerage and water distribution networks at the nearest points of adequate capacity, as agreed with Southern Water.

Development will be phased in order to:

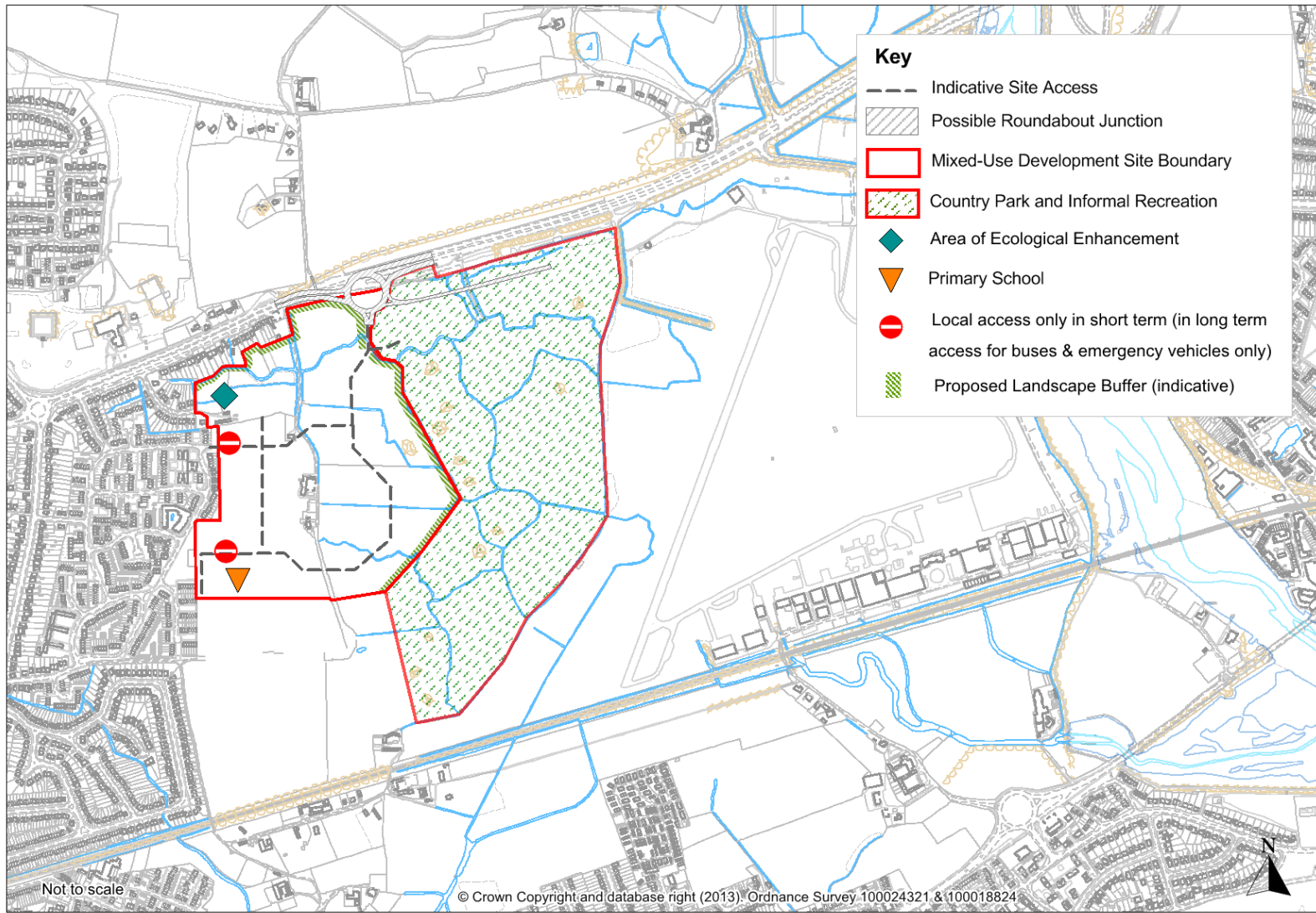
- Ensure delivery of the A27 access at an early stage of development.
- Facilitate use of the neighbourhood centre and primary school at a stage to be agreed with West Sussex County Council and Adur District Council.

All elements are to be secured through s106 planning obligations/ planning conditions.

2.66 A Sustainability Appraisal has been undertaken for the above policy, the conclusions of which are as follows:

*This policy would have a number of positive social and economic impacts but there is some potential for conflict with a number of environmental objectives regarding biodiversity, historic environment, countryside, pollution and flood risk. However, the policy seeks to address these conflicts and it is considered that such potential impacts could be mitigated but these issues would need to be addressed carefully at the planning application stage.*

Map 4: Proposed Allocation at New Monks Farm



**STRATEGIC ALLOCATION: WEST SOMPTING**

- 2.67 This site is comprised of two parcels of land (previously referred to as Sompting North and Sompting Fringe) within one ownership and which form part of the Local Green Gap between Worthing and Sompting/Lancing. (Please note that these sites were referred to separately in the Draft Adur Local Plan Consultation 2012, and are now referred to collectively as 'West Sompting' in this Plan).
- 2.68 These two sites form a single allocation for the development of 480 dwellings along with new open space, a community orchard, pedestrian and cycle access across the gap and a new nature conservation area immediately to the north of Cokeham Brooks SNCI.
- 2.69 The land is principally in arable use (Grade 2 agricultural land) and adjacent to the south-east boundary lies the Cokeham Brooks Site of Nature Conservation Importance (SNCI). This consists of an area of reedbeds and tall fern which is crossed and bordered by wet ditches. It is of considerable importance for wildlife as an area of semi-natural habitat which is especially valuable for birds such as warblers and starlings. The existing SNCI will be retained and enhanced as well as enhancements to the buffering habitat to the north of the SNCI. Opportunities to extend the SNCI will be investigated, as well as the possible creation of public access to the site. A management plan will also be required to benefit the SNCI.
- 2.70 The 'Landscape and Ecological Survey of Key Sites Within the Adur District (2012)' states that the Sompting Fringe area is an exceptionally open arable landscape with an expansive scale and long views. It is assessed as having a high visual sensitivity and medium-high overall landscape sensitivity. The site is visible from a number of sensitive viewpoints within the National Park. As a result, any new development within the Sompting Fringe area must be designed sensitively and the Landscape and Ecological Survey sets out a number of development proposals to minimise the impact of development on the landscape. This includes, amongst other things, a number of tree clump 'islands' to soften the built edge of the development and provide a visual screen at key visually sensitive locations, and off site planting in hedgerows to the west.
- 2.71 The Landscape and Ecological Survey also assesses the Sompting North area and states that only the south east corner of the site is visible from sensitive viewpoints within the National Park, as it is generally shielded from views from the National Park by the landform on the lower slopes of the Downs. The site is assessed as being of medium landscape sensitivity.
- 2.72 In terms of biodiversity, the Sompting North site is dominated by improved grassland which generally has low ecological value. The

most important biodiversity habitats in the immediate area are along the site's boundaries and within the adjacent Malthouse Meadow which is managed as a wildlife conservation area by Adur District Council and Sompting Parish Council.

- 2.73 There are potential opportunities to open up the countryside between Sompting and Worthing to the public by providing a public footpath/cyclepath east-west to link with the employment areas of Worthing and East Worthing train station. The Teville Stream Restoration Project being promoted by the Environment Agency in partnership with Worthing Borough Council and the landowner, which aims to return the stream back to its natural state, may also provide opportunities to enhance access to the Local Green Gap.
- 2.74 Access to the southern part of site would be via Loose Lane and potentially a new access from West Street which would run along the western boundary of Sompting Fringe, forming a boundary to this part of the development. If this is implemented, it will give priority to traffic going to/ from the development.
- 2.75 Traffic from this site will have to pass through the congested North Lancing roundabout to travel east on the A27. Potential mitigation measures have been identified and will need to be delivered as part of the development. The A27/ Dankton Lane junction will require further investigation. In addition, any local road improvements affecting Sompting Village Conservation Area must respect its historic character.
- 2.76 West Street experiences traffic problems, in part caused by westbound traffic 'ratrunning' to bypass congestion on the A27. There is an existing traffic calming scheme on West Street and Upper Brighton Road. However, further traffic management is likely to be required on this route. This is likely to involve extending the traffic calming measures to the east and intensifying existing measures.
- 2.77 Prior to the submission of any planning application for this site, a full Transport Assessment will be required to look at access onto, and impact on local roads, and off-site impacts on existing junctions along the A27 and will need to demonstrate how the development will deliver the necessary mitigation measures.
- 2.78 The site lies predominantly within Flood Zone 1 with small areas in Flood Zone 2, 3a and 3b. Parts of the site are at risk from surface water flooding, particularly the southernmost part. The site is also susceptible to ground water flooding. The site layout will be expected to direct development away from the areas most at risk and appropriate mitigation measures will be required to reduce all forms of flood risk across the site. A Flood Risk Assessment will be required at the planning application stage and this will need to show that not only can flood risk be mitigated on site but that flood risk will not be worsened

elsewhere. Opportunities to improve flood risk in the area should also be sought where possible.

- 2.79 The layout will also need to take account of the high voltage power lines which run north-south through part of the site.
- 2.80 As indicated in Part Four of this Plan, the Coastal West Sussex Gypsy and Traveller Accommodation Assessment (2013) has indicated that there is a requirement for 7 Gypsy and Traveller pitches and one Travelling Showpeople plot in Adur (outside of the National Park). Due to the limited opportunities available, the study recommends that consideration is given to meeting this requirement within the proposed strategic allocations.

### **Revised Draft Policy 6: Land at West Sompting**

**Land at West Sompting (within the area shown on Map 5) will be allocated for residential development of approximately 480 dwellings comprising:**

- 400 dwellings at Sompting Fringe (south of West Street) and
- 80 dwellings at Sompting North (north of West Street)
- of which 30% of the total are to be affordable homes to provide a mix of types and tenures in accordance with identified needs.
- Provision or funding of mitigation for off-site traffic impacts on the Strategic Road Network and local roads through a package of measures including improvements to the A27/ Busticle Lane junction, A27 Sompting Bypass/Upper Brighton Road junction and expansion of the traffic calming scheme in West Street.
- Provision of sustainable transport infrastructure including improved public transport. Cycle and pedestrian links to Sompting/ Lancing and Worthing will be provided across the Local Green Gap.
- A package of site-specific travel behaviour initiatives to maximise opportunities to encourage sustainable modes of transport. (This should include travel behaviour initiatives such as residential and workplace travel plans).
- Footpath improvements along West Street.

Consideration is being given to the potential for this strategic allocation to accommodate a Gypsy and Traveller and/or Travelling Showpeople site.

Developers will need to work with Adur District Council, West Sussex County Council, and the Environment Agency to ensure that surface water and ground water flooding are adequately mitigated without worsening flood risk elsewhere. Opportunities



to reduce flood risk elsewhere should be taken. This issue should be addressed in detail by a Flood Risk Assessment at the planning application stage.

As part of a Landscape Strategy/Green Infrastructure Strategy, the following are to be delivered:

- a nature conservation area north of the existing Cokeham Brooks SNCI.
- a community orchard
- a landscaped buffer alongside the western boundary of the development.
- Open space and recreation areas (to include children's play areas located within the development) and provision for formal sports, in accordance with Council standards.

The development must safeguard and enhance the Cokeham Brooks Site of Nature Conservation Importance.

The development should contribute to the Teville River Restoration project.

A number of assessments will also be required at the planning application stage. These will include:

- An assessment of archaeological assets (sampled by field investigation) before determination of any application. Reference should be made to the West Sussex Historic Environment Records.
- A site wide landscape and ecological management plan should be drawn up to cover the long-term maintenance of retained and newly created on-site habitats.

Appropriate mitigation of any issues raised through these assessments is to be secured.

Other infrastructure requirements are to be addressed through CIL/s106 requirements – including a financial contribution towards the provision of education facilities.

The development of this site, the location and layout of built development, green infrastructure and other landscaping is to be based on the following principles and site-specific requirements:

- Development must respect the landscape of the Worthing-Lancing/Sompting Local Green Gap and the South Downs National Park, and the historic character of Sompting Conservation Area.

- Affordable housing is to be distributed throughout the development (both North and Fringe sites).
- The development is to be connected to sewerage and water distribution networks at the nearest points of adequate capacity, as agreed with Southern Water. This site will require new and improved water mains.

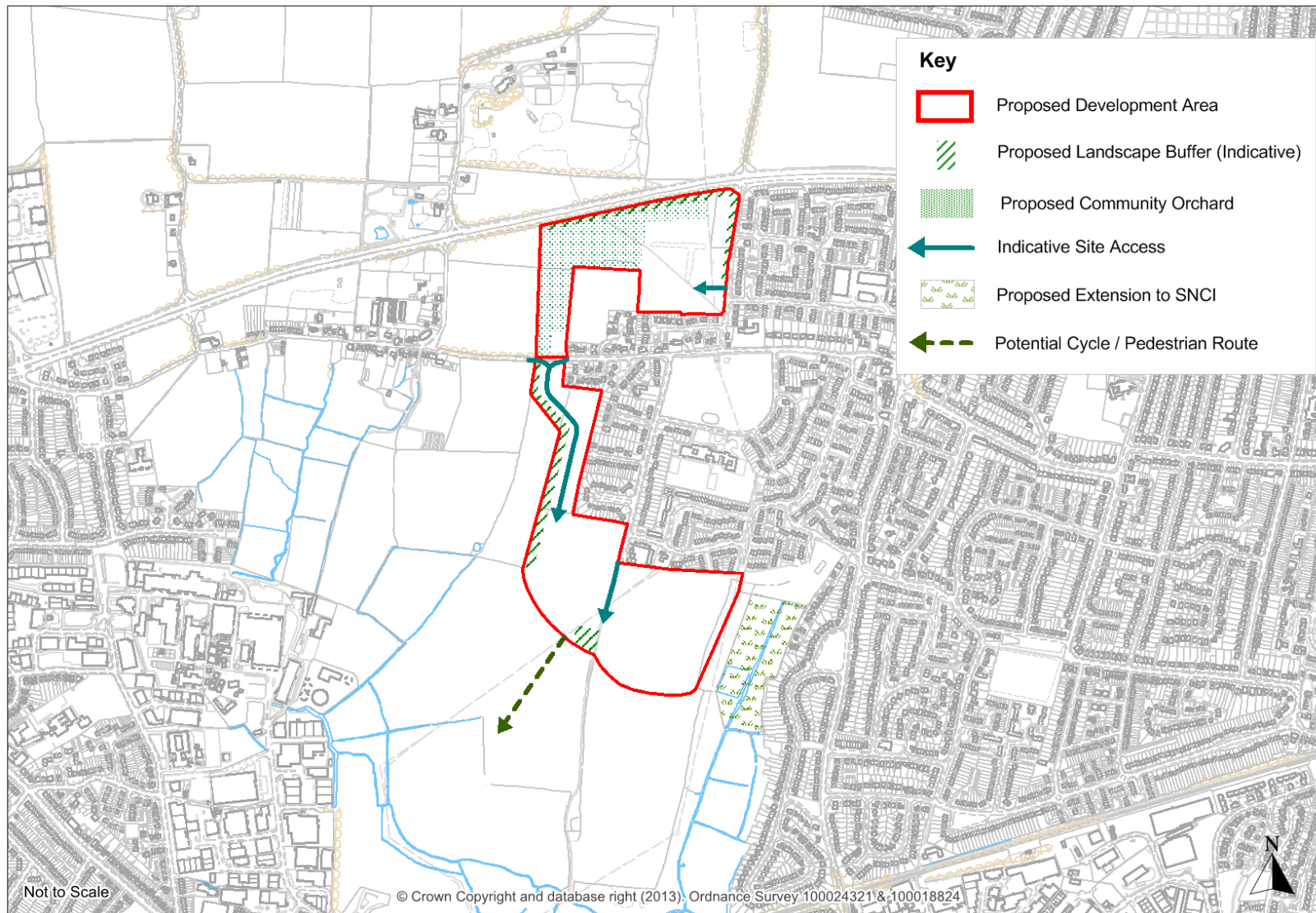
All elements are to be secured through s106/planning conditions.

A development brief will be prepared for the site.

- 2.81 A Sustainability Appraisal has been undertaken for the above policy, the conclusions of which are as follows:

*This policy would have a number of positive social and economic benefits as well as some environmental benefits, but there is some potential for conflict with a number of objectives including the historic environment, countryside, pollution and sustainable transport. However, the policy seeks to address the issues and it is considered that such potential impacts could be mitigated but these issues would need to be carefully addressed at the planning application stage.*

Map 5: Proposed Allocation at West Sompting



## SHOREHAM AIRPORT

- 2.82 Small regional airports, such as Shoreham Airport, play a valuable role in the local economy. Shoreham Airport is the oldest licensed airfield in Britain and is home to a wide range of general and commercial aviation activities, related engineering operations and training (Northbrook College). Shoreham Airport is an important part of Britain's aviation heritage, a key business centre and a popular visitor attraction. The art deco Terminal Building at the Airport is Grade II\* Listed. There is also a Grade II Listed aircraft hangar adjacent to the Terminal Building, a World War II 'dome trainer' Scheduled Ancient Monument close to the northern edge of the airfield, and pillboxes (partially buried) on the west bank of the River Adur.
- 2.83 The Employment Land Review update (2011) states that Shoreham Airport represents a key opportunity for economic development and growth as it is one of the few areas in Adur that can attract high value-added activities given its attractive environment with views to the National Park and Lancing College as well as relatively easy access from the A27.
- 2.84 The operators of the Airport consider that new development on this site is essential to ensure its long-term viability, particularly given the overall reduction in flights over the last ten years. Commercial property is a key source of income for the Airport in addition to aviation and leisure activities. However, it will be important to ensure that adequate provision is made for aviation-related development to support its viability.
- 2.85 Proposals to restore the terminal building and to secure additional commercial development (a total of 5430sqm) and hangar floorspace close to the terminal building (involving the demolition of the municipal hangar) were proposed and a planning application was submitted in 2007. However, prior to a decision being made on the planning application, the municipal hangar building, proposed to be demolished, was listed by English Heritage. The planning application is still pending at the time of writing. Subject to heritage issues being resolved, the proposed additional floorspace provided as part of this application at the Airport is supported in principle by Adur District Council.
- 2.86 On the basis of recent landscape and capacity work as well as further consideration of operational issues at the Airport, the Council considers that there may be potential to provide approximately 15,000sqm of employment generating floorspace in the north east corner of the airport without significant impacts on the open character of the area between Shoreham and Lancing and key views to and from the South Downs, as well as Airport operations. However, this is dependent on new development being sensitively designed and sited.

## Key Issues to be Addressed

- 2.87 There is a need for road access improvements to the Airport, including improvements to the Sussex Pad junction. As stated earlier in Part Two, opportunities for a joint access from the A27 to proposed development at both New Monks Farm and Shoreham Airport are currently being explored. This would involve either a new roundabout at the Sussex Pad junction or a new roundabout adjacent to the New Monks Farm allocation with a reconfigured access at Sussex Pad. However, the Highways Agency is clear that only one roundabout would be acceptable. The relevant parties are working with the Highways Agency to ensure that an acceptable access solution is achieved. Whichever roundabout option is delivered, it will be essential to ensure that safe and improved pedestrian and cycle access across the A27 to the South Downs National Park is provided.
- 2.88 It should be noted that development at the Airport cannot be developed before the implementation of the Shoreham Tidal Walls, which is not anticipated to be completed until approximately 2017. This may impact upon the delivery of the roundabout (if this access option is selected) and employment floorspace on this site (and consequently access to and development at New Monks Farm).
- 2.89 Measures will be required to improve linkages and connectivity to encourage sustainable transport modes. There is also an opportunity to secure better footpath links to the surrounding residential areas of Shoreham-by-Sea and Lancing as well as to Shoreham town centre.
- 2.90 The need to manage and mitigate noise impacts from Airport operations will need to be taken into account.
- 2.91 Shoreham Airport is currently located within Flood Zone 3b (functional floodplain). The airport is at risk from tidal and fluvial flooding and has a high susceptibility to groundwater flooding. There are also potential surface water flooding issues but these are less significant. The construction of the Shoreham Tidal Walls Project led by the Environment Agency would reduce the impact of tidal and fluvial flooding at the airport and would result in a change to the Flood Zone of the Airport from 3b to 3a (high probability). Subject to landscape considerations (see below for more detail), this change would enable the allocation of approximately 15,000 sqm of employment floorspace at Shoreham Airport to be constructed and so the allocation is dependent on the construction of the Shoreham Tidal Walls. Technical approval has now been received for the Shoreham Tidal Walls Project and the Environment Agency secured funding to start the implementation phase of the scheme.
- 2.92 The Landscape and Ecological Survey of Key Sites Within the Adur District (2012) states that the completely flat, open and ordered airport landscape contrasts with the natural curve and textured pattern of the

River Adur and its mudflats alongside. The area makes a strong contribution to the impression of open, extensive greenspace in the Lancing-Shoreham Local Green Gap, enhancing the sense of separation between Shoreham and Lancing and providing a striking landscape setting for the lower stretches of the River Adur as it winds towards the sea. The study assesses the overall landscape sensitivity of Shoreham Airport as high.

- 2.93 It is essential that the open character of the area is retained and key views are protected. These key views are obtained from viewpoints within the National Park such as Lancing Ring and Mill Hill to the airport and Terminal Building, the Grade I Listed Church of St Nicholas and the Old Tollbridge, as well as key local views across the Local Green Gap and up to the Downs and Lancing College from the well-used paths running north-south on both sides of the River Adur.
- 2.94 It is important that the settings of the Grade II\* Listed Terminal Building, the Grade II Listed hangar and the Dome Trainer Scheduled Ancient Monument are not negatively impacted upon as a result of new development and any potential associated access at the Airport.
- 2.95 The Airport is located adjacent to the Adur Estuary Site of Special Scientific Interest (SSSI) and the airport itself may provide a supporting role in terms of wintering/wading birds. It is essential that any new development at the Airport does not impact on the SSSI and opportunities should be taken to improve the SSSI where possible as well as biodiversity within the airport site itself.
- 2.96 There is an existing Section 52 agreement for the airport which restricts development outside of the existing developed area at the south of the airport. This agreement would need to be amended for development to take place within the area allocated in this plan.

### **Revised Draft Policy 7: Shoreham Airport**

**Subject to landscape considerations, approximately 15,000 sqm of new employment generating floorspace (both aviation and non-aviation related), including a mix of B1 (business), B2 (general industry) and B8 (storage) uses, will be provided on the north-eastern side of the Airport. New development at the Airport must be designed to minimise its impact on the open nature of the Shoreham-Lancing Local Green Gap and ensure key views are retained, as well as minimise any impacts on the historic character of the Airport and the historic assets within it.**

**Significant improvements will be required on the A27 Sussex Pad junction to accommodate new development. Access across the A27 to the South Downs National Park for pedestrians and cyclists must be retained.**

A package of site- specific travel behaviour initiatives to maximise opportunities to encourage sustainable modes of transport will be required. (This should include travel behaviour initiatives such as residential and workplace travel plans). These initiatives will include improvements to adjacent footpaths, cycle ways and bus transport, linking the Airport to the A259 coast road and Shoreham town centre. A travel plan will need to accompany any future planning application at the site, detailing sustainable transport measures to reduce the impact of development on the highway network.

Due to the current Flood Zone 3b (functional floodplain) designation of the Airport, no development shall take place within the allocated area until the Shoreham Tidal Walls on the west bank have been completed. In addition, flood mitigation measures will need to be incorporated into the development in order to further reduce flood risk. A Flood Risk Assessment will be required at the planning application stage.

Mitigation measures will be required to ensure that new development at the Airport does not impact on the ecological value of the airport itself or the adjacent Adur Estuary SSSI. Opportunities for ecological enhancements should also be sought through new development.

A number of assessments will also be required at the planning application stage. These will include:

- An assessment of archaeological assets (sampled by field investigation) before determination of any application. Reference should be made to the West Sussex Historic Environment Records.
- A site wide landscape and ecological management plan should be drawn up to cover the long-term maintenance of retained and newly created on-site habitats.

New development for aviation related B1, B2 and B8 uses as well as other appropriate ancillary employment generating uses will continue to be supported on the existing developed area located at the southern end of the Airport.

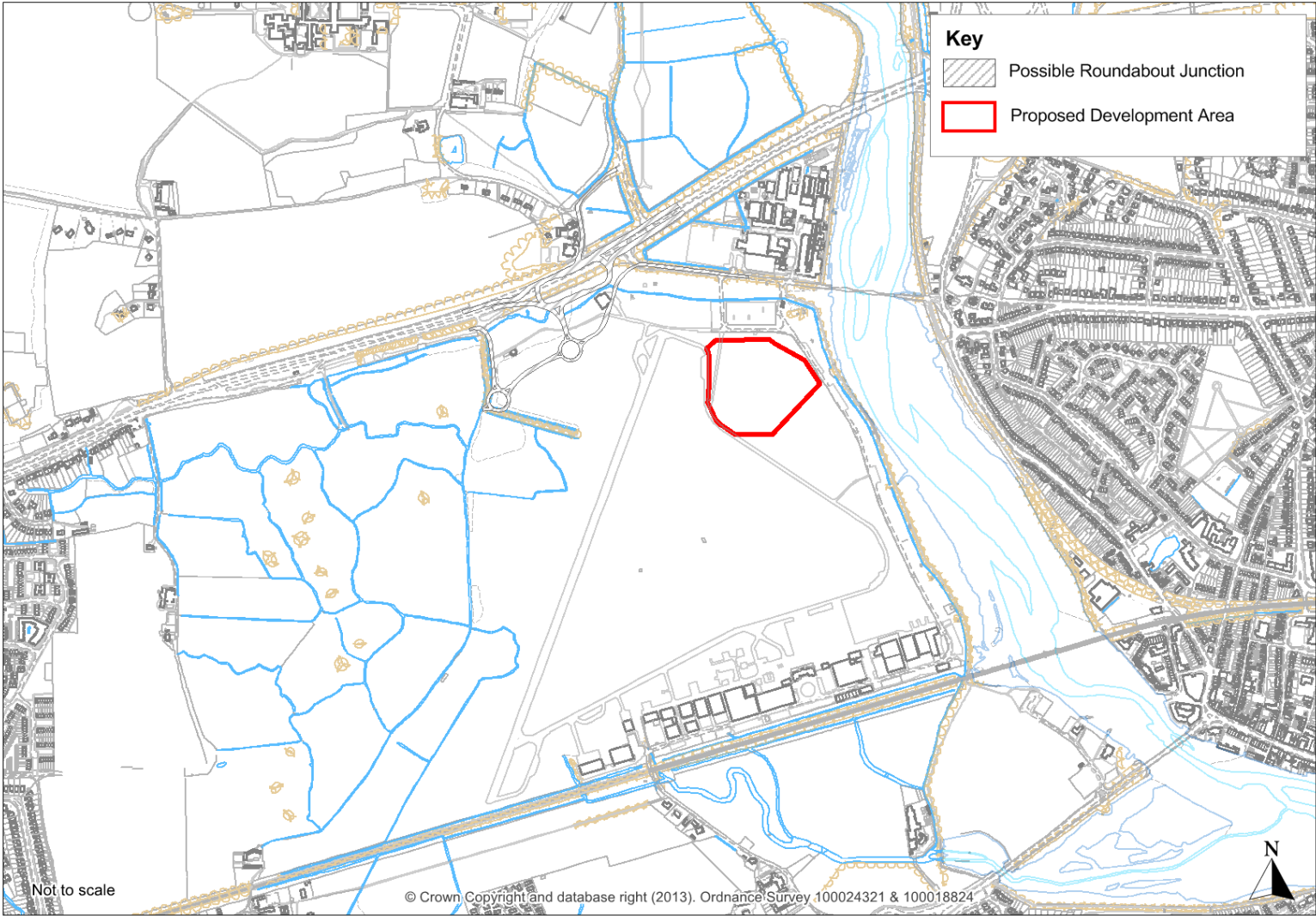
A Development Brief will be required for this site.

- 2.97 A Sustainability Appraisal has been undertaken for the above policy, the conclusions of which are as follows:

*This policy has a number of social and economic benefits but there is potential for negative impacts on the environmental objectives including water quality, biodiversity, the countryside, historic environment, green infrastructure, pollution, and minimising flood risk. The policy aims to minimise/mitigate these impacts as far as possible but these issues would need to be carefully addressed at the planning application stage.*

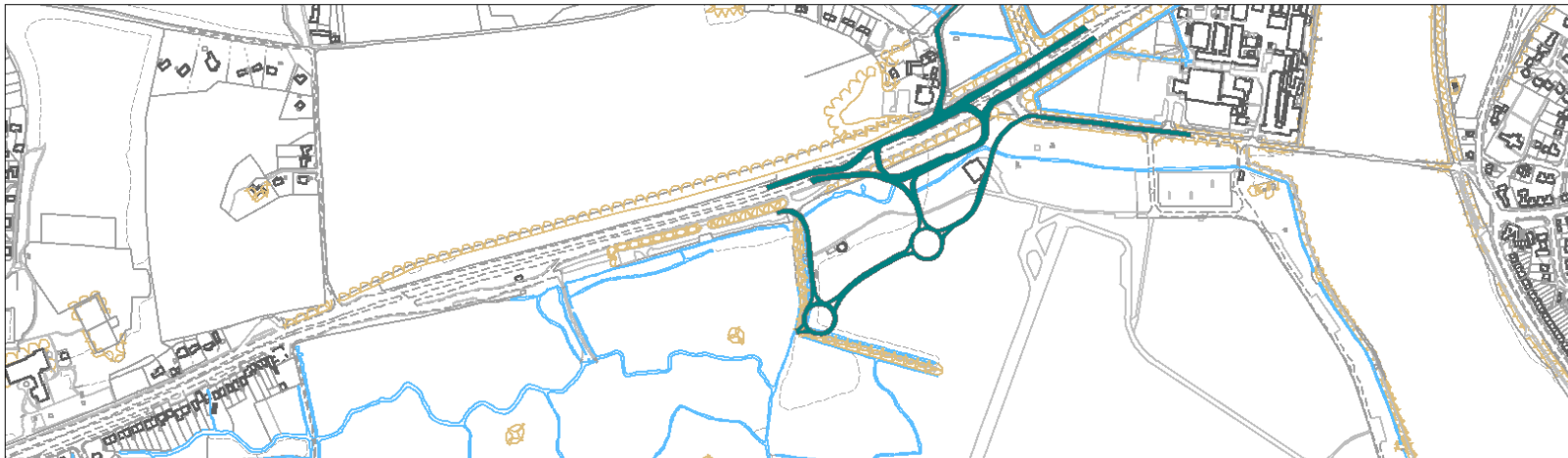


Map 6: Proposed Allocation at Shoreham Airport

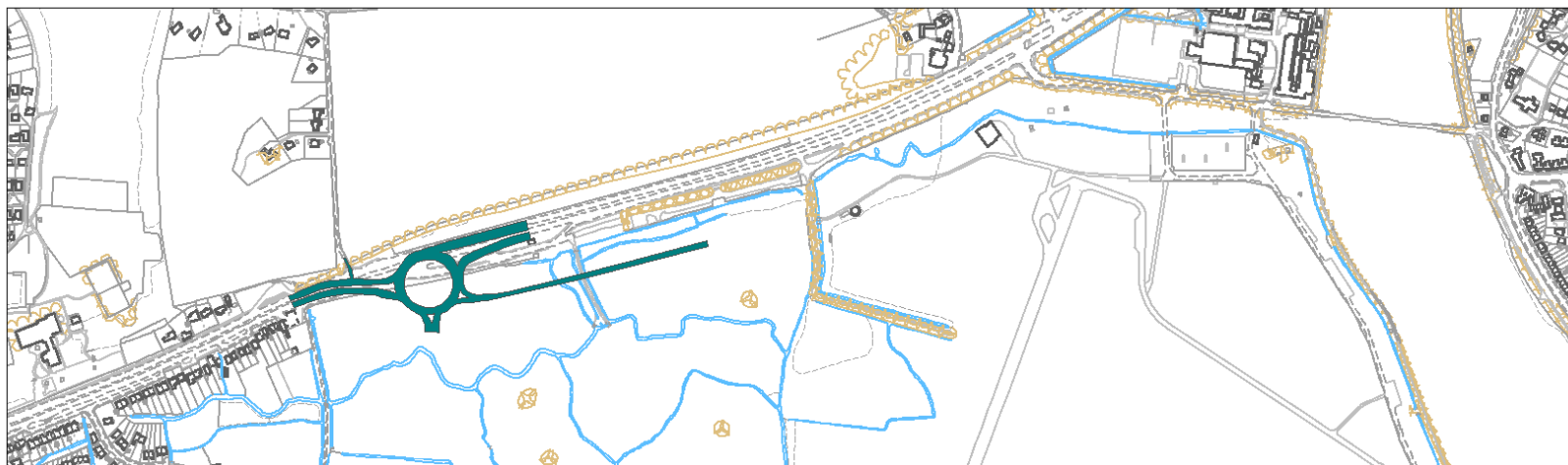


Map 7: Proposed Roundabout Options

Roundabout Option 1. Shoreham Airport



Roundabout Option 2. New Monks Farm



Please see paragraphs 2.57 and 2.87 for more information regarding the above roundabout options. A sustainability appraisal of the two roundabout options has been undertaken. The conclusion of this appraisal is as follows: *The Sustainability Appraisal shows that the general benefits and disadvantages of both roundabouts are largely similar. The main difference at this stage is the impact on the landscape – based on existing evidence, Shoreham Airport is a more sensitive location than New Monks Farm and, as a result, the Shoreham Airport roundabout option has more scope for conflict with the countryside and heritage objectives. However, more evidence is currently being produced in this regard so this SA will need to be refined for the submission version of the Adur Local Plan.*

## SHOREHAM HARBOUR REGENERATION AREA: BROAD LOCATION POLICY

2.98 Shoreham Harbour Regeneration Area is identified in this Local Plan as a broad location for change (See Key Diagram). To maximise the opportunities offered by this diverse waterfront location the Council is working as part of the 'Shoreham Harbour Regeneration Partnership' (jointly with Brighton & Hove City Council, West Sussex County Council and the Shoreham Port Authority) to oversee the preparation of a Joint Area Action Plan (JAAP) to guide the revitalisation of the area. The JAAP will contain detailed proposals as to how the area could be developed up to 2031 and a planning framework to guide investment and delivery.

### Context

2.99 Shoreham Harbour is an attractive location for new inward investment, benefitting from a natural coastal setting and accessible waterfront environment. The harbour stretches for five kilometres of waterfront bounded to the north by the A259 south coast road, the West Coastway railway line and the coastal communities of Shoreham-by-Sea, Kingston-by-Sea, Southwick, Fishersgate, South Portslade and Hove. The harbour occupies a strategic location in the south-east region being well located for a wide range of economic functions and activities with Brighton and Shoreham-by-Sea readily accessible by quick road and rail journeys and Gatwick Airport and London within an hour away.

2.100 Between the backdrop of the South Downs National Park and the open horizon of the English Channel, the harbour boasts a wealth of maritime history dating back to Roman times. It has a rich and diverse landscape including the River Adur Estuary SSSI, historic landmarks including Shoreham Fort and Kingston Beach lighthouse, a number of

established residential communities and Shoreham Port as a highly engineered, operational environment.

- 2.101 A JAAP is now required to provide clarity and certainty for land owners, businesses, residents and the Shoreham Port Authority as to the future vision for the harbour. The JAAP will promote the type of new development needed to achieve the vision for Shoreham Harbour. Given the sensitivities of the area in terms of its environmental designations, heritage features, coastal location and its function as a working port, it is important that the area is planned comprehensively through the JAAP process.
- 2.102 Working closely with the Port Authority there is an opportunity to bring underused sites back in to active use for new employment and housing developments, raise the quality of community spaces and improve waterfront access. The development plans for the harbour are driven by an underperforming coastal economy, the need for port modernisation and consolidation and the increasing challenge of finding strategic growth sites given the physical constraints of the sub-region.
- 2.103 The aims of the plans for Shoreham Harbour over the next 15-20 years are:
- To maximise the potential of Shoreham Harbour for the benefit of existing and future residents, businesses, Port-users and visitors through a long term regeneration strategy.
  - To deliver a series of appropriately located, high quality, sustainable, mixed-use developments including new housing, employment space, leisure opportunities, improved public realm and associated infrastructure including flood defences and measures to encourage the use of sustainable transport.
  - The consolidation and enhancement of the operations of Shoreham Port, recognising the vital role it will continue to play in the local economy.
- 2.104 This policy applies to the areas of the harbour that fall within Adur District. There is a similar policy in the Brighton & Hove City Plan (Policy DA8) which covers the areas that fall within Brighton & Hove.

### **Background**

- 2.105 The regeneration of Shoreham Harbour has been an objective of the local authorities and the Port Authority for a number of years. In 2006, a re-appraisal of a previous regeneration project (known as “Shoreham Maritime”) by the South East England Development Agency (SEEDA) and the Shoreham Port Authority concluded that a comprehensive mixed-use scheme covering a wider area than just the Port itself and providing up to 10,000 homes and 8,000 jobs could be viable.

- 2.106 These aspirations for a Shoreham Harbour Regeneration Area were subsequently identified in the (now revoked) Regional Spatial Strategy for the South East (May 2009) (known as the South East Plan). This indicated the Sussex Coast as a priority area for regeneration (SCT2) and specifically identified Shoreham Harbour as a Growth Point (SCT1). The harbour was one of three sites in Adur District described as requiring coordinated action to unlock economic development potential (Policy SCT3). An interim figure for testing of up to 10,000 dwellings was identified subject to feasibility analysis.
- 2.107 Since this time technical studies have concluded that the capacity of the harbour to deliver new housing land is significantly less than 10,000 dwellings. This is mainly due to the high costs of reclaiming land from the sea (that would have enabled additional development space to be accommodated) not being financially viable under foreseeable market conditions. There were also concerns about the impact on coastal processes, environment and character of the local area as well as loss of employment land that would have been required to accommodate that level of housing. The current level and mix of development being proposed is a more viable proposition with the realistic potential of being delivered within the plan period. Technical evidence underpinning the scale of development will be outlined in detail in the emerging JAAP.
- 2.108 The release of sites at the harbour for redevelopment is a long term process which requires careful management. The successful delivery of the JAAP proposals will be dependent upon the ability of the local authorities to work positively with existing site owners and businesses during this period of transition. There is a strong commitment from the Partnership to ensure that any release of sites is backed up by an accompanying strategy which minimises impact on existing business operations and retains local firms and associated jobs in the area.
- 2.109 In the short to medium term it is essential to ensure that the initial phases of development do not compromise the operations of businesses on sites which are unlikely to come forward until later in the process. In accordance with the Shoreham Harbour Interim Planning Guidance, prior to sites coming forward for redevelopment to alternative uses, planning permissions for continuation of current employment uses may be granted for temporary periods on a case by case basis.
- 2.110 As well as addressing the needs of existing businesses, a central aim of the JAAP is to facilitate the reconfiguration of underused and vacant industrial areas for a more efficient use of the space to provide new residential and employment generating uses such as office space, restaurants, cafes, leisure, entertainment and tourism related uses. Shoreham Harbour falls outside of the town centre boundaries and as such proposals for town centre uses which are not small-scale or ancillary to other uses must be in accordance with RD Policy 11 of this

Local Plan and will be assessed in accordance with the National Planning Policy Framework sequential and impact tests.

- 2.111 In 2010 the Port Authority adopted a Port Masterplan setting out its plans for future growth. The Masterplan has been subject to public consultation and endorsed by the three local authorities. The activities of the Port represent a key economic advantage for the area, with direct and indirect economic benefits arising from its planned development. The delivery of the Port Masterplan is vital to the success of the wider regeneration of the area which relies on the consolidation of port uses into the eastern part of the port. The local authorities will continue to work closely with the Port and its tenant businesses to ensure their future needs and aspirations are addressed through the JAAP process.
- 2.112 Shoreham Port is important regionally for the landing, processing and handling of minerals and as such minerals wharves are safeguarded under 'Policy 40 – Wharfage' of the West Sussex Minerals Local Plan (2003). The recently adopted East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (2012) includes Policy WMP 14 which safeguards the overall mineral capacity in ports subject to no net loss of capacity rather than specifically safeguarding individual sites. As a result development proposals affecting minerals wharves are required to demonstrate that there is no net loss of capacity for handling minerals within the port. A similar policy is likely to be included within the emerging updated West Sussex Minerals Local Plan. The two waste planning authorities are currently preparing guidance in liaison with the Port Authority to set out clearly what the implications of this policy are and what is required of applicants as part of the planning process.
- 2.113 A Transport Study has recently been completed which has modelled the impacts on the highway network of future development at the harbour as well as the other strategic site allocations within this plan. The study found that the scale of development being promoted can be accommodated subject to specific mitigation measures to key junctions and supported by a package of sustainable transport and behavioural change initiatives. The outcomes of the modelling work will be taken forward as a Transport Strategy which will contain a set of integrated measures that will guide the provision of transport infrastructure in the area for the next 15-20 years.
- 2.114 Parts of the Shoreham Harbour Regeneration area are vulnerable to surface water, fluvial, and more significantly tidal flooding. Working closely with the Environment Agency, a significant amount of background work has been undertaken to establish the standards of protection that new developments will need to meet in order to protect from flooding. A Flood Risk Management Guide is being prepared which will set out the vision for a comprehensive flood defence solution integrated as part of a new landscaped, waterfront route. Currently the

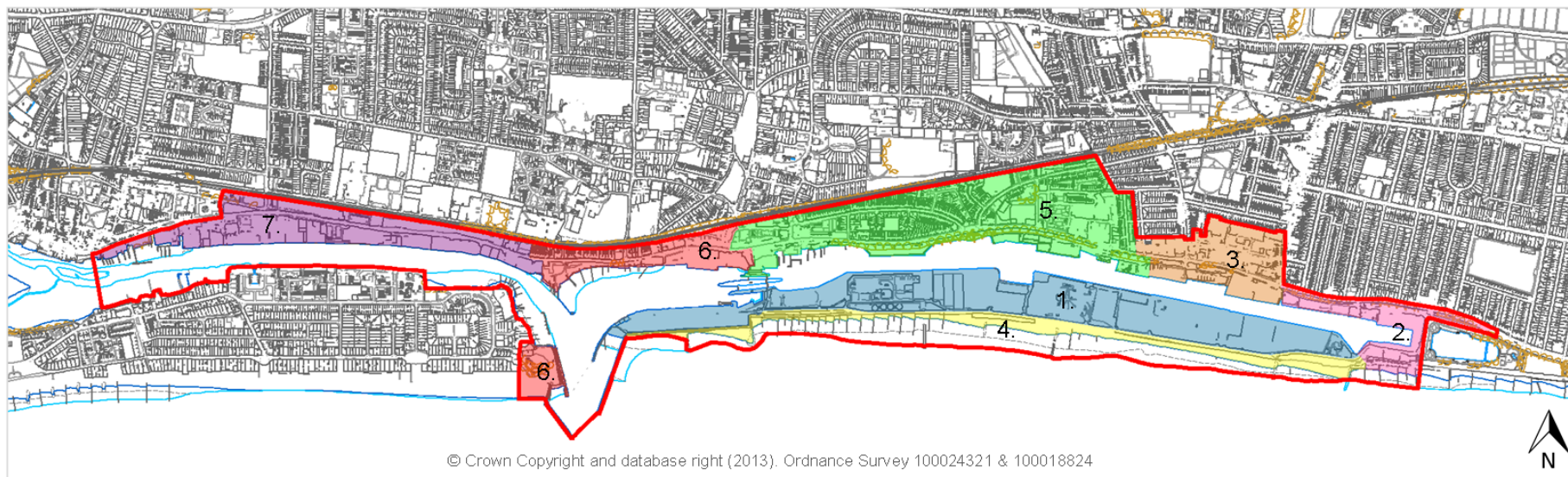
Western Arm falls outside of the Shoreham Tidal Walls Scheme, therefore alternative sources of infrastructure funding are being sought to reduce flood risk in the area through new flood defences.

- 2.115 The Partnership will continue to work closely with Southern Water to ensure that Waste Water Treatment infrastructure is fit for purpose to accommodate future population increases. An assessment of the capacity of the Waste Water Treatment works at Shoreham Harbour has been undertaken concluding that the existing plant has sufficient capacity to accommodate the levels of development being proposed through the Local Plan, Brighton & Hove City Plan and the JAAP. However, proposed changes to environmental regulation requirements may have implications for future land take and an alternative site may need to be identified. The possible need for site expansion in the vicinity of Shoreham Harbour will be explored through the emerging JAAP in close liaison with Southern Water and the Port Authority.
- 2.116 As indicated in Part Four of this Plan, the recently completed Coastal West Sussex Gypsy and Traveller Accommodation Assessment (2013) has indicated that there is a requirement for 7 Gypsy and Traveller pitches and one Travelling Showpeople plot in Adur (outside of the National Park). Due to the limited opportunities available, the study recommends that consideration is given to meeting this requirement within the proposed strategic allocations (and including the broad location at Shoreham Harbour).
- 2.117 The current plans for the harbour aim to provide a pragmatic balance between the aspirations and ambitions for a new waterfront community and the commercial realities of bringing forward complex, brownfield sites under current market conditions. Viability appraisal underpinning the emerging plans have helped to identify the significant costs of critical, enabling infrastructure – such as flood defences, highways improvements and site assembly costs. The Partnership is also continuing to work closely with stakeholders and local service providers to identify social infrastructure needs and priorities. The Partnership is proactively seeking ways to reduce viability gaps and unlock stalled sites, for example through applying for infrastructure funding and working closely with the Environment and Highways Agencies to identify requirements and delivery mechanism options.
- 2.118 The planning process is supported in parallel by an internal Delivery and Investment Strategy which includes a work programme for engaging with landowners and developers to deliver the regeneration proposals that will underpin the emerging JAAP. Full details of infrastructure requirements for the harbour area will be set out in the Infrastructure Delivery Plans (IDP) that underpin both the Adur Local Plan and the Brighton & Hove City Plan.
- 2.119 The broad location policy below sets out the high level strategy and approach to future planning at the harbour based on a deliverable scale

of development which aims to protect the economic opportunities offered by the Port and the environment of the local area. The detail of the proposals and associated planning policies will be set out in the JAAP to be jointly adopted by Adur District Council and Brighton & Hove City Council and endorsed by West Sussex County Council.



Map 8: Shoreham Harbour Regeneration Area



- Key:**
- 1. South Quayside
  - 2. Aldrington Basin (see Brighton & Hove City Plan)
  - 3. North Quayside / South Portslade (see Brighton & Hove City Plan)
  - 4. Southwick and Portslade Beaches
  - 5. Southwick Waterfront and Fishersgate
  - 6. Harbour Mouth
  - 7. Western Harbour Arm

**Revised Draft Policy 8: Shoreham Harbour Regeneration Area**

Shoreham Harbour Regeneration Area is identified as a broad location for change within this Local Plan. This policy identifies the regeneration proposals for the Shoreham Harbour Regeneration Area that will be delivered over the plan period.

The District Council will work with Brighton & Hove City Council, West Sussex County Council, Shoreham Port Authority and other key partners to support the long term regeneration of Shoreham Harbour and immediately surrounding areas.

A Joint Area Action Plan is currently being prepared, underpinned by community consultation, which will contain a harbour-wide spatial strategy, area-wide policies and proposals and priorities for individual character areas. The plan will be underpinned by a delivery strategy to address a range of issues, including the provision of infrastructure.

As part of the process of preparing the Joint Area Action Plan, development briefs are being prepared for key areas of change within the harbour and will set out guiding principles for development. Developments will be encouraged that are consistent with the Vision and Strategic objectives as set out in the Interim Planning Guidance and with the guiding principles set out within the development briefs.

The Council will facilitate the delivery of 1050 new dwellings within the Shoreham Harbour Regeneration Area within Adur District during the plan period to 2031, in addition to up to 550 beyond the plan period.

Housing delivery will be balanced with the provision of new employment-generating uses including B1 uses, public open space, community uses and small-scale ancillary retail, restaurants and cafes, leisure, and tourism uses as part of a sustainable, new waterfront development.

The Council will work closely with existing site owners and businesses to identify their needs, support their future aspirations and facilitate relocations to suitable sites either within the consolidated harbour or elsewhere in the local area.

New development at the Harbour will be expected to meet high standards of environmental efficiency and a Sustainability Statement will be required as supporting information to accompany all development proposals in the parts of the Shoreham Harbour regeneration area within Adur. The Sustainability Statement should be set out in accordance with the

**Sustainability Statements Guidance Note for Shoreham Harbour Regeneration Area (July 2013).**

**A Transport Strategy for Shoreham Harbour will be produced.**

**All new development proposals must take into account local noise and air quality impacts and improvements sought wherever possible.**

**Until the JAAP is adopted, the Port Masterplan, Interim Planning Guidance, Development Briefs and this policy will be material considerations in determining applications within the harbour.**

### **Area Priorities**

**An area vision and detailed proposals will be defined for the seven Character Areas within the regeneration area through the JAAP process.<sup>14</sup>**

**The character areas have been adapted from those identified within the Port Masterplan for consistency. Note that two of the Character Areas (1 – South Quayside (Port Operational) and 4 - Southwick and Portslade Beaches) straddle the boundary with Brighton & Hove and are therefore included in both Local Plans.**

#### **Character Area 1: South Quayside / Port Operational**

##### **Area Priorities:**

- **To support Shoreham Port Authority in improving operational efficiencies, developing new trade and exploring opportunities for sustainable energy generation, in line with the adopted Port Masterplan.**
- **To accommodate the relocation of existing port operators from elsewhere within the Port.**
- **To identify and where appropriate accommodate the future capacity requirements for the Waste Water Treatment Plant.**
- **To improve Wharf Road and Basin Road South as a popular recreational route for walking and cycling, providing access to the beaches.**
- **With the exception of the existing Power Station, and the Waste Water Treatment Plant, non-port operations will not be permitted in this area.**

#### **Character Area 4: Southwick and Portslade Beaches**

<sup>14</sup> Note that Character Areas 2-Aldrington Basin and 3-North Quayside / South Portslade are entirely within Brighton & Hove and are therefore included in the Brighton & Hove City Plan.

**Area Priorities:**

- To improve the quality, access, appearance and maintenance of the Public Right of Way corridor, beach promenade, public areas and beach environment.

**Character Area 5: Southwick Waterfront and Fishersgate****Area Priorities:**

- To support the comprehensive reconfiguration of Lady Bee Marina/Southwick Waterfront in line with a future development brief, led by Shoreham Port Authority.
- To address deprivation through partnership working.

**Character Area 6: Harbour Mouth****Area Priorities:**

- To support the comprehensive restoration of Shoreham Fort.
- To enhance connections between Shoreham town centre, Shoreham Beach and the Fort through environmental and landscaping improvements.
- To upgrade the public realm environment of Kingston Beach.

**Character Area 7: Western Harbour Arm****Area Priorities:**

- To facilitate the comprehensive redevelopment of the waterfront area to become an exemplar sustainable, mixed-use residential area, in accordance with the guiding principles of the adopted Western Harbour Arm Development Brief (2013).
- To improve townscape and access arrangements to create better linkages to Shoreham town centre and surrounding areas.
- To enhance the area's natural biodiversity by incorporating multi-functional green space.
- To facilitate the strategic relocation of appropriate industrial uses to elsewhere in the Port or local area to free up waterfront opportunity sites.
- To deliver a comprehensive flood defence solution integrated with a publicly accessible riverside route including pedestrian/cycle way and facilities for boat users.

- 2.121 A Sustainability Appraisal has been undertaken for the above policy, the conclusions of which are as follows:

*This policy generally scores positively and has a number of social, economic and environmental benefits. There is potential for conflict with a number of environmental objectives including water quality, biodiversity, pollution, and flood risk. However it is considered that these potential impacts can be mitigated and they will be addressed in more detail through the Joint Area Action Plan preparation process and at the planning application stage for individual schemes.*