

## PART FOUR: DEVELOPMENT MANAGEMENT POLICIES

- 4.1 These policies will be used in making decisions on planning applications in conjunction with the policies in Part Two and Three, and will help to deliver the Vision and Objectives set out in Part One.

### QUALITY OF THE BUILT ENVIRONMENT AND PUBLIC REALM

- 4.2 The quality of new design plays an important part in creating successful developments – well-designed developments relate well to existing buildings and spaces around them, are pleasant to use and take account of local distinctiveness without necessarily replicating what is already there. The National Planning Policy Framework seeks to secure high quality design and makes clear that poor design that fails to take the opportunity to improve the character and quality of an area and the way it functions should not be approved. Existing poor design should not set a precedent.

- 4.3 New developments should be well-designed and integrated into the landscape and townscape, and contribute positively to Adur's character and distinctiveness. These matters should be taken account of in proposals for new development. The urban areas of Adur have differing characters (see Appendix 3: A Spatial Portrait of Adur), which should be taken account of, and be respected by, new development. Good design encompasses architectural design, form, height, scale, siting, layout, density, orientation, materials, parking and open space/green infrastructure.

- 4.3A **The Council has adopted Development Control Standard No 3 “Extensions and Alterations to Dwellings” which sets out planning principles and standards for extensions to dwellings. Any proposal will be expected to comply with its criteria. Should this be amended or superseded by other Council or Government guidance this new guidance will be used to assess relevant applications.**

- 4.4 Improvements to the public realm (streets and public spaces) provide an opportunity to enhance the quality, character and distinctiveness of an area, and can be an important part of regeneration and renewal schemes. Good use of ‘natural surveillance’, natural and artificial light, and careful siting of buildings and street furniture can improve the layout of an area, reduce perceived and actual crime and opportunities for anti-social behaviour, and make an area more pleasant to use. Advertisements also form part of the public realm and need to be designed sensitively.

- ~~4.5 While Part M of the Building Regulations addresses access to buildings for people with disabilities, the needs of users with disabilities should also be taken into account at all stages of the design and development process.~~

- 4.6 Private residential gardens are now excluded from the definition of previously developed land.<sup>1</sup> However, this does not mean that applications for this type of development will not be considered. Where these sites lie within the Built Up Area, development may be appropriate. A range of issues, including the size and shape of the garden, impact on neighbouring dwellings, biodiversity, density, and the character of the area, will all be taken into account, and each case will be determined on its own merits.
- 4.7 A Public Art Strategy for Adur and Worthing was published in 2009. This is intended to provide guidance and direction on the opportunities for future investment and commissioning of public art in Adur and Worthing. The policy below requires public art to be provided, in some form, as a part of major developments; it will also be encouraged on smaller sites. The Council will have regard to a range of other documents, standards and advice such as 'By Design' (DETR/CABE) and CABE's 'Building in Context' toolkit, ~~and 'Safer Places' (Home Office/ODPM)~~. The Commission for Architecture and the Built Environment (CABE) have published 'Buildings for Life' standards by which residential applications will be assessed. The use of these standards will be encouraged.
- 4.8 Lighting is an important element of design quality; whilst necessary for safety reasons it can also add character and highlight elements of architectural quality. However, it is also important to ensure that light shines on its 'target' and does not waste energy or contribute to 'skyglow', which detracts from the night sky's natural state and is a form of visual pollution.
- 4.9 Shopfronts can have a significant impact on the streetscene. The Council's guidance note 'Design Bulletin 4: Shopfront Security' describes the range of shopfront security devices which the Council considers to be acceptable.

### Policy 15: Quality of the Built Environment and Public Realm

**Development should be of a high architectural quality and respect and enhance the character of the site, and the prevailing character of the area, in terms of proportion, form, context, massing, siting, layout, density, height, size, scale, materials, detailed design features and landscaping. Development should:**

- **Enhance the local environment by way of its appearance and character, with particular attention being paid to the architectural form, height, materials, density, scale, orientation, landscaping and layout of the development;**

<sup>1</sup> Glossary, National Planning Policy Framework 2012.

- Include a layout and design which take account of the potential users of the site;
- Incorporate the principles of securing safety and reducing crime through design in order to create a safe and secure environment;
- Make a positive contribution to the sense of place, local character and distinctiveness of an area; and not have an unacceptable impact on adjacent properties, particularly residential dwellings, including unacceptable loss of privacy, daylight/sunlight, outlook or open amenity space;
- Respect the existing natural features of the site, including land form, trees and biodiversity and contribute positively to biodiversity;
- Have safe access to the highway network, and not result in harm to highway safety;
- Have acceptable parking arrangements (in terms of amount and layout);
- Take into account the need for waste reduction and recycling, both during the construction phase and over the lifetime of the development;
- Incorporate public art in major developments\* where appropriate.

Opportunities will be taken to improve the public realm through new development, transport schemes or regeneration schemes. These will aim to improve the quality, accessibility and legibility of public streets and spaces.

Best practice guidance published by the Government, the Council and other bodies will be used when assessing applications. Design codes, planning briefs and masterplans will be developed for key sites where appropriate.

When considering applications for extensions or alterations to dwellings, proposals will be expected to comply with the criteria contained in the Council's adopted Development Control Standard "Extensions and Alterations to Dwellings" (as amended or superseded by other Council guidance in force at the time an application is considered) or any other appropriate national standard.

Lighting incorporated into developments should provide the minimum for public safety, be energy efficient, designed to illuminate the target only and avoid light pollution.

Express consent will only be granted for advertisements which respect the character and appearance of the surrounding area, and do not create a danger or hazard to public safety. Where an illuminated advertisement is acceptable in principle, such advertisements should be either externally illuminated or have

**internally illuminated individual lettering with a solid or opaque background.**

**New shopfronts will be permitted where the design and materials respect the character of the area and of the building of which they form part. Planning permission to replace shopfronts of inappropriate design or materials, or in poor condition in Conservation Areas, will be granted providing the replacement is of appropriate design and materials, respecting the character of both the building and the Conservation Area.**

**(\*Major development is defined in the Town & Country Planning (Development Management Procedure) (England) Order 2010 as 10 or more dwellinghouses, or sites of 0.5 hectares or more where it is not known if the development will have 10 or more dwellinghouses; the provision of a building or buildings where the floorspace to be created is 1,000 sqm or more, or development on sites of 1 hectare or more).**

## THE HISTORIC ENVIRONMENT

- 4.10 Adur has a rich historic environment: 118 Listed Buildings; 7 Conservation Areas; various archaeological features; and several Scheduled Ancient Monuments (including Shoreham Fort, Marlipins, and the Trainer Dome at Shoreham Airport) which collectively can be referred to as its 'heritage assets'. These not only add to the character of Adur, but also create a unique sense of place, adding to the enjoyment of Adur by its residents and supporting tourism and regeneration. Other historic buildings and features which are not formally designated also contribute to the character of Adur. It is vital that the historic character of the built environment is taken account of in the design of new development whether it directly or indirectly affects it.
- 4.11 Historic characterisation information can assist in managing the historic environment, and inform its capacity for development or change. The Council will have regard to the West Sussex County Council's Historic Environment Records (HER) which includes Historic Land Characterisation, and the Sussex Extensive Urban Survey, which itself includes the Historic Character Assessment Report for Shoreham.<sup>2</sup> Such information forms the evidence base for the historic environment and will be used to inform and appraise development proposals. Existing evidence can also be used to predict whether currently unidentified heritage assets might be discovered in the future.

<sup>2</sup> Prepared as part of Sussex Extensive Urban Survey (EUS) RB Harris 2009, available on the West Sussex County Council website.

- 4.12 The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out requirements for built heritage and states that special attention should be paid to the desirability of preserving and enhancing the character or appearance of Conservation Areas. It also sets out requirements in relation to Listed Buildings (buildings of special architectural or historic interest, as approved by the Secretary of State) and their settings. The protection of heritage assets of archaeological interest is covered by legislation.<sup>3</sup>
- 4.13 The National Planning Policy Framework states that heritage assets should be conserved “in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations”.
- 4.14 Development within Conservation Areas will be expected to be of a high standard of design, use appropriate materials, and to preserve and enhance the character and appearance of the particular Conservation Area. Character appraisals and management strategies have been prepared for Shoreham-by-Sea, Southlands and Southwick Conservation Areas<sup>4</sup> and others will be published for the remainder in due course, together with management plans for preserving and enhancing these important areas. Key non-listed buildings of local interest within the Conservation Areas are also being identified as the appraisals are being undertaken. These are not afforded the same protection as Listed Buildings but their importance to the local area would be a material consideration in considering an application for demolition or development. There are also a number of Scheduled Ancient Monuments and sites of archaeological interest. These will continue to be protected. In certain circumstances where specific control over development is required in order to protect heritage assets, the use of Article 4 directions may be applied. These remove permitted development rights under planning legislation necessitating a planning application to be made.

#### **Policy 16: A Strategic Approach to the Historic Environment**

**The Council will conserve and enhance the historic environment and character of Adur, which includes historic buildings, features, archaeological assets and their settings. Where development affecting any heritage asset is permitted, it must be of a high quality, respecting its context and demonstrating a strong sense of place.**

**The Council will:**

<sup>3</sup> The Ancient Monuments and Archaeological Areas Act 1979.

<sup>4</sup> Approved Shoreham-by-Sea Conservation Area Character Appraisal and Management Strategy March 2008; Southlands Conservation Area Character Appraisal and Management Strategy July 2008 and Southwick Conservation Area Character Appraisal and Management Strategy July 2009.

- Continue to produce Conservation Area Character Appraisals and Management Plans for Adur's Conservation Areas.
- Recognise the role of and encourage the best use of heritage assets in regeneration, design, tourism and education.
- Use Article 4 directions where important heritage assets are under threat.
- Work with others, including the local community where appropriate, to address how best to conserve any assets at risk of loss and to understand the significance of the historic environment in Adur's character and sense of place.

### **Policy 17: The Historic Environment**

#### **For All Heritage Assets:**

Where a proposed development would lead to substantial harm to, or total loss of a designated heritage asset, this will not be permitted unless there are compelling circumstances.<sup>5</sup> Development should not adversely affect the setting of a Listed Building, Conservation Area, ~~or~~ archaeological feature or Scheduled Ancient Monument.

#### **Listed Buildings:**

Planning permission and/or Listed Building consent will only be granted for internal or external alterations, changes of use or extensions to a Listed Building provided that the internal or external appearance or historic character of the building is not adversely affected. The reinstatement or replication of original features such as windows or doors will be supported. In the case of extensions and alterations, materials used must be consistent with those originally used or typical of the locality. Changes of use may be considered which might normally be resisted on other grounds (subject to local access and environmental considerations) in order to secure the retention of a building of historic or architectural interest. New development which would adversely affect the setting of a Listed Building, in terms of design or materials, will not be permitted.

#### **Conservation Areas:**

Development in Conservation Areas will be required to be of a high standard of design and materials so as to respect, preserve and enhance the character and appearance of that area.

<sup>5</sup> For the purposes of this policy, 'compelling circumstances' are defined by the National Planning Policy Framework paragraph 133.



**Advertisements in Conservation Areas should respect the character, proportions and design of the building on which it is displayed, and use traditional materials where necessary.**

**Where an application for planning permission or Conservation Area consent is submitted for the alteration, change of use, extension or repair of a building or feature in a Conservation Area, the retention of original features or, where this is not possible, their reinstatement with appropriate materials and the removal of unsympathetic features will be sought.**

**Conservation Area Character Appraisals will be used to assess applications within designated Conservation Areas and opportunities will be taken through new development and other measures to preserve and enhance these areas, and to implement the recommendations of the Conservation Area Management Plans. The importance to the local area of key non-listed buildings within Conservation Areas will be a material consideration in assessing an application for their demolition or development.**

**Where in compelling circumstances the Council is minded to grant consent for demolition of a building in a Conservation Area, this shall not be granted until detailed plans for redevelopment have been approved. Consent will be subject to a condition preventing demolition until a contract for the approved redevelopment scheme has been awarded.**

**Archaeological Features:**

**The Council will ensure where possible the preservation of archaeological features against damaging or discordant development. Such features should only be removed or altered in compelling circumstances where there is no practical alternative and where provision can be made for recording. Where a site includes, or potentially includes heritage assets of archaeological interest, an appropriate desk-based assessment will be required and a field evaluation where necessary.**

## SUSTAINABLE DESIGN POLICIES

### The Energy Hierarchy

- 4.15 ~~The Adur Energy Study (2009) highlights the benefits of following a greenhouse gas emissions reduction approach for new development set within a hierarchy of demand reduction, efficient energy supply and renewable energy provision (the 'be lean, be clean, be green' hierarchy). Through this approach developers will be asked to adopt sensible demand reduction measures (e.g. passive design / high levels of insulation etc.), followed by installing clean supply technologies where they are needed or are applicable (e.g. more efficient energy production such as Combined Heat and Power (CHP)) with a reduced requirement for renewable energy generation (e.g. a solar panel). This approach represents the most cost effective means of reducing greenhouse gas emissions for new developments.~~
- 4.16 ~~Energy Assessments provide an opportunity for applicants to set out how this energy hierarchy has been applied to new development. This approach encourages developers to think about the most suitable and financially viable energy strategy for their development when comparing carbon savings against the cost of different approaches used.~~

#### **Policy 18: The Energy Hierarchy**

~~All development proposals should include an energy assessment to demonstrate how the energy hierarchy will be addressed. This should include information on the predicted energy demand and carbon dioxide emissions for the site and subsequently how these have been reduced using the energy hierarchy set out below.~~

~~All new development proposals must demonstrate, as part of an energy assessment, how they will reduce their energy use through the hierarchy of:~~

- ~~1. demand reduction~~
- ~~2. efficient energy supply~~
- ~~3. renewable energy provision~~

~~Deviation from this hierarchy approach as part of the energy assessment must be fully justified to the satisfaction of the Local Planning Authority.~~



## Sustainable Design

- 4.17 Building-related energy consumption is a significant contributor to greenhouse gas emissions. The need to achieve higher levels of energy efficiency and locally produced clean, low carbon and renewable energy related to new development is an important aspect of sustainable construction. However, sustainable construction for new and refurbished buildings incorporates more than just aspects of energy use. It also relates to other environmental impacts that buildings and inhabitants cause, for example, on water drainage and usage, waste generation, and the use of unsustainable construction materials. Improved design of buildings and developments can also lead to benefits in terms of ecology and quality of life for residents.
- ~~4.18 The Code for Sustainable Homes is the national standard for the sustainable design and construction of new homes. At the time of writing it is mandatory for all new residential development to be rated against this Code, but not for new dwellings to meet a particular level of the Code. Code rating is carried out by an independent assessor.~~
- 4.19 As part of their Housing Standards Review, the Government have recently announced their intention to ‘wind down’ **withdrawn** the Code for Sustainable Homes and for **confirmed that** energy efficiency **in new homes will** to be dealt with via a “Building Regulations only” approach, with no optional additional local standards in excess of the provisions set out in Part L of the Regulations. **This approach will be implemented through an amendment to the Planning and Energy Act 2008 which is anticipated in late 2016. The energy efficiency requirements under Building Regulations are currently set at a level equivalent to Level 3 of the Code for Sustainable Homes.** The Government is committed to implementing a zero carbon homes policy for new homes from 2016 through a strengthening of the energy performance requirements in Part L of the Building Regulations and the delivery of allowable solutions. However, until the Deregulation Bill is enacted the following policy will not be altered.
- 4.20 Given that the South East is an area of serious water stress,<sup>6</sup> it is important that new development has a specific focus on water efficiency measures. Again, as part of the Housing Standards Review, the Government has recently proposed **confirmed** the introduction of a new, **optional** tighter level of water efficiency **standard** into the Building Regulations to be set at 110 litres/person/day (lpd), **(which is lower than the current standard of 125 lpd).** However, ~~this~~ **optional** standard can only be applied in areas with specific local needs (such as water stress). **The area to the west of the River Adur is defined as “water not available for licensing”<sup>6a</sup>.** **This scenario highlights water bodies where flows are below the indicative flow**

<sup>6</sup> Environment Agency ‘Water Stress Areas Final Classification’ July 2013.

<sup>6a</sup> **Adur & Ouse Abstraction licensing strategy (Environment Agency, March 2013)**

**requirements to help support Good Ecological Status (as required by the Water Framework Directive). No new consumptive licenses for abstraction will therefore be permitted in this water body.**

Given **this and that** Adur lies within an **area of serious** water stress area, it is considered that the Council should adopt this standard **and this is reflected in the policy**. ~~However, as above, the policy will not be changed until the Deregulation Bill has gone through Parliament.~~

- 4.21 The Building Research Establishment Environmental Assessment Method (BREEAM) is an accredited, independent method for assessing the environmental performance of non-domestic development. There is currently no phased timetable or Code for Sustainable Homes equivalent for non-domestic development, although it is anticipated that by 2019 non-domestic development will be zero carbon. It is considered that non domestic development should be assessed against the BREEAM standard and the Council considers that all new non-domestic development should achieve the level 'Very Good' under this standard.
- 4.22 ~~The Council will require the Code for Sustainable Homes level and BREEAM standard to be verified by an independent assessor at the applicant or developer's cost.~~

## **Policy 19: Sustainable Design**

### **Residential:**

**All new dwellings must achieve a water efficiency standard of no more than 110 litres/person/day (lpd).**

~~New build: Developments must achieve Code for Sustainable Homes level 4 as a minimum.~~

~~All domestic planning applications must ensure the development has:~~

- ~~• Sufficient natural light and ventilation, and that solar heat gains in winter are maximised whilst overheating in summer is prevented through appropriate site layout and orientation, taking the micro climate and building form into account.~~
- ~~• Good thermal performance and air tightness to prevent heat loss.~~
- ~~• Energy efficient fittings and appliances.~~

~~Conversions of non-domestic buildings to residential use and refurbishments of existing domestic buildings must achieve the BREEAM Domestic Refurbishment 'Very Good' standard.~~

~~In achieving both Level 4 of the Code for Sustainable Homes and the BREEAM Domestic Refurbishment 'Very Good' standard, there should be a specific focus on water efficiency in new development.~~

*Non-residential:*

Non-domestic floorspace must achieve a minimum standard of BREEAM 'Very Good' with a specific focus on water efficiency.

Developers will be expected to provide certification evidence of the levels for ~~both BREEAM and Code for Sustainable Homes~~ at the design stage and ~~post construction stage~~ on completion of development.

### Decentralised Energy and Standalone Energy Schemes

4.23 With regard to efficient energy supply, decentralised energy systems and networks can provide an extremely cost effective approach to minimising CO2 emissions, especially where networks can be expanded to accommodate new and existing developments over time. Such networks could include, for example, specifically designed Combined Heat and Power systems (CHP) linked to district heating networks or utilising existing waste heat from industrial uses/ existing power stations through a district heating network. These types of systems represent a particularly efficient use of energy and should be considered by developers in new proposals. The Shoreham Harbour Heat Network Study (2016) identifies particular potential for district heating networks in and around Shoreham Harbour.

4.24 The potential for new standalone renewable energy developments was investigated through the Council's Energy Study (2009) ~~as a potential 'allowable solution' to reaching zero carbon homes standards as part of new development.~~ While the potential for new stand-alone technologies has been identified as low within Adur, there may be interest in developing suitable schemes in the area.

4.24A The Planning and Energy Act 2008 allows local planning authorities to impose reasonable requirements for:

- (a) a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;

- (b) a proportion of energy used in development in their area to be low carbon energy from sources in the locality of the development;
- (c) development in their area to comply with energy efficiency standards that exceed the energy requirements of building regulations.

Although the Government have stated their intention to repeal part (c); part (a) and (b) will remain. Therefore, in order help reduce carbon emissions, all major development should incorporate renewable and low carbon energy production equipment to meet at least 10% of predicted energy requirements. Such energy generation could take the form of photovoltaic energy, solar-powered and geo-thermal water heating and energy crops and biomass.

#### **Policy 20: Decentralised Energy, and Stand-alone Energy Schemes and Renewable Energy**

An assessment of the opportunities to use low carbon energy, renewable energy and residual heat/ cooling for both domestic and non-domestic developments must be provided with any major planning application.<sup>7</sup> This must include details of:

- Any new opportunities for providing or creating new heating/cooling networks.
- The feasibility of connecting the development to existing heating / cooling / CHP networks where these already exist.
- Opportunities for expansion of any proposed networks beyond the development area over time, and to plan for potential expansion.

Where viable and feasible, commercial and residential developments in areas identified in the Shoreham Harbour Heat Network Study (2015) will be expected to connect to district heating networks where they exist.

<sup>7</sup>Major development is defined in the Town & Country Planning (Development Management Procedure) (England) Order 2010 as 10 or more dwellinghouses, or sites of 0.5 hectares or more where it is not known if the development will have 10 or more dwellinghouses; the provision of a building or buildings where the floorspace to be created is 1,000 sqm floorspace or more, or development on sites of 1 hectare or more.

Stand-alone energy schemes will also be supported subject to compliance with other policies in this Plan.<sup>7a</sup>

All new major development will be expected to incorporate renewable/low carbon energy production equipment to provide at least 10% of predicted energy requirements.

## HOUSING MIX AND QUALITY

- 4.25 The National Planning Policy Framework encourages local authorities to deliver a wide choice of quality homes by planning for a mix of housing based on current and future demographic trends, market trends and the differing needs of the various sectors of the community.<sup>8</sup>
- 4.26 Ensuring appropriate, good quality housing underpins the Local Plan Vision and a number of the Local Plan objectives, and is a key component of creating sustainable, quality environments.
- 4.27 ~~A Strategic Housing Market Assessment Update (SHMA – September 2012) has been completed for the Coastal West Sussex local authorities (Chichester District, Arun District, Worthing Borough and Adur District together with the South Downs National Park).~~ **Adur District forms part of a wider Sussex Coast Sub-Regional Housing Market Area (HMA) stretching from Lewes in the east to Chichester in the west, and contains the authorities of Chichester, Arun, Worthing, Adur, Brighton & Hove and Lewes. The authorities have been working together to consider housing need and provision across the HMA.<sup>8a</sup> The Objectively Assessed Need (OAN) for Housing: Adur District (2015) report builds on this work and** It considers a range of issues relating to the future needs for both affordable **housing**, and private sector housing **and specialist housing for older people in Adur**, ~~in this housing market area.~~ A wide range of complex factors, both internal to and external of the market will affect housing needs during the plan period. Factors specifically identified include population growth, demographics (in particular, the ageing population), the growth of single person households, and the influence of the economy – directly in terms of house prices and costs, and indirectly in terms of aspirations. It is therefore necessary to ensure a range of housing types are available.

<sup>7a</sup> **Any proposals for new wind turbines will be considered against the House of Commons: Written Statement HCWS42.**

<sup>8</sup> Paragraph 50 National Planning Policy Framework 2012.

<sup>8a</sup> **Coastal West Sussex Strategic Housing Market Assessment Update 2012 (GL Hearn); Housing Study (Duty to Cooperate) Report 2013 (GL Hearn); Updated Demographic Projections for the Sussex Coast HMA Authorities 2013 (GL Hearn); Assessment of Housing Development Needs: Sussex Coast HMA 2014 (GL Hearn)**

4.28 The ~~SHMA~~ **OAN report** found that the housing stock in Adur is focused towards ~~semi-detached dwellings, with~~ two and three bedroom properties being the most common size. Adur plays an important role in providing family housing which balances against the housing stock profile in Brighton and Hove which is focused towards smaller properties and flats.

4.29 The findings from the **OAN report** ~~SHMA emphasise~~ **suggest that the demand for different types of homes will be similar to the existing profile of stock with a shift in demand towards smaller homes in the future given that household size is expected to fall slightly reflecting the ageing population.** ~~that fFuture~~ housing provision in Adur should **be focused on delivering two and three bedroom houses both for younger households and older households wishing to downsize.** ~~concentrate on mid-market two and three bedroom family homes.~~ There is a **modest** limited demand for dwellings with four or more bedrooms. The ~~SHMA states that the~~ provision of smaller dwellings should be focused in and around the town centres and Shoreham Harbour although consideration should be given to the provision of **one, two and three bedroom homes as part of a higher density development at Shoreham** Harbour family-sized housing as well as flatted developments. This would enhance the housing offer and support town centre regeneration. In Shoreham-by-Sea town centre, there may be opportunities to develop a more 'town centre living' offer aimed at younger, aspirational and economically active households and here, where land supply is limited, there remains a valid role for flats to play. However, across Adur in general, **the focus should be on the provision of family housing of two or more bedrooms.** ~~flats should not form the principal type of new housing stock in the future.~~ Much of the new development in the Built Up Areas of Adur comes from smaller sites where it is not always appropriate to provide a mix of dwellings. **However, at a district wide level, future delivery of market housing should reflect the following mix:**

- **1-bed properties: 10%**
- **2-bed properties: 45%**
- **3-bed properties: 35%**
- **4-bed properties: 10%**

On potential strategic sites, **this should be the starting point** in considering the **market** overall housing mix, ~~a proportion of 10-15% of new homes of four or more bedrooms may be appropriate to help cater for future housing demands~~

4.30 The **OAN report** ~~SHMA~~ indicates that **the population of Adur is ageing with the 75+ age group showing the greatest proportional increase over the Plan period.** ~~as of 2010 approximately 21.9% of the population was aged 65 or over. This is expected to increase significantly by 2030.~~ **It is recognised that the number of elderly**



households and other sectors of the community are likely to have a need for homes designed to meet their changing needs and to enable them to remain living independently at home for longer. The Council will therefore encourage all new homes to be built to the higher optional Building Regulations standard M4(2) Accessible and Adaptable Dwellings<sup>8b</sup> and will apply it as a planning condition to development where viability is not compromised. ~~This growth in the number of older people is likely to increase the need for specialist accommodation such as sheltered housing and extra care provision. The provision of such housing, in both affordable and market tenures, will be supported where it meets an identified need.~~

4.30A The OAN report identifies a need for specialist retirement accommodation such as sheltered housing and extra care provision designed to meet the needs of older people. There may also be a requirement in the longer term to provide additional Registered Care (such as nursing and residential care homes). The provision of such housing in both affordable and market tenures, will be supported on appropriate sites close to local facilities.

4.31 It will be important to ensure that new homes provide sufficient internal space for everyday activities and their design should enable flexibility and adaptability by meeting the national space standards<sup>8c</sup>. ~~built in Adur meet the needs of future occupiers, in terms of size, tenure, and affordability. This applies to homes of all tenures, market sector housing, as well as 'affordable' homes. The type (number of bedrooms) of affordable homes developed will also be influenced by the Council's Housing Register.~~

4.32 ~~The Lifetime Homes standard is a set of sixteen design criteria that provides a model for building accessible and adaptable homes. Building to this standard means that the home is designed to meet the changing needs of the occupant who is able to remain living independently at home for longer. The Council will therefore encourage all new homes to be built to this standard or any other national standard that may be produced~~

4.33 Given the limited amount of potential land available for new residential development in the built-up area of Adur it is important to safeguard Adur's existing housing stock, ~~which contributes to meeting local needs.~~ To maintain the current stock of dwellings the Council will not generally support proposals which would result in the net loss of residential units. Exceptions may be made where a need for a particular community use has been identified and where the loss of residential accommodation would facilitate such provision.

4.34 The joint Adur and Worthing Empty Property Strategy 2013-2018 aims to reduce the number of empty properties in the district by positive

actions and interventions to return properties into use.<sup>9</sup> Bringing empty properties back into residential use helps to meet local housing demand and improves the appearance of the environment.

### Flat Conversions

~~4.35 Conversions from houses to flats can provide a useful addition of smaller dwellings to the housing stock. However, the SHMA indicates that flats should not be the principal type of new housing in the future, given the increasing demand for family housing and the high level of flatted developments delivered in the district in recent years.~~

4.36 **Conversions from houses to flats can provide a useful addition of smaller dwellings to the housing stock.** It is recognised that some existing older and/or larger units may have potential to be converted into flats or maisonettes. However, it is important to retain a mix of dwellings. The size and type of dwelling as well as the impact on adjoining properties and the character of the area will be taken into account when considering proposals for conversion to flats. The conversion of semi-detached and terraced properties is not favoured.

4.37 The Council has adopted Development Control Standard No 4 “Flat Conversions” which sets out minimum standards for flat conversions. Any proposal will be expected to comply with its criteria. Should this be amended or superseded by other Council or Government guidance this new guidance will be used to assess relevant applications.

### Policy 21: Housing Mix and Quality

**New residential development should incorporate a range of dwelling types, tenures and sizes (including affordable housing) that reflect and respond to Adur’s identified housing needs and demands.**

**This will include market housing, based upon the following principles:**

- **Family sized housing should be provided through infill developments, identified strategic locations, and town centre regeneration. Such dwellings should mainly provide 2-3 bedrooms.**
- **Town centre developments should aim to create family sized housing as well as flatted developments, to enhance the housing offer and support town centre regeneration.**

<sup>8b&8c</sup> **Housing Standards Review and Written Ministerial Statement – CLG (25 March 2015)**

<sup>9</sup> As at 2013 there were less than 100 empty properties in Adur (Empty Property Strategy 2013-2018).

New residential development for older people, including specialist retirement accommodation and registered care homes, ~~extra care and supported housing~~, in both affordable and market tenures in accessible locations within the Built Up Area will be supported.

The Council will expect relevant applications to meet the optional higher Building Regulations standard for Accessible and Adaptable dwellings where feasible and viable, and to meet national minimum space standards in all new dwellings across all tenures. ~~encourage the provision of housing (of all tenures) to Lifetime Homes standards or any other appropriate national standard.~~

When considering proposals for the conversion of dwellings into flats or maisonettes, account will be taken of the size and type of property to be converted, the effects the proposal will have on the amenity of adjoining dwellings and the character of the area, including the current mix of dwellings. Proposals will be expected to comply with the criteria contained in the Council's adopted Development Control Standard "Flat Conversions" (as amended or superseded by other Council guidance in force at the time an application is considered) or any other appropriate national standard

In order to protect the existing residential stock, proposals which result in the loss of dwellings to non-residential use will not be supported. An exception may be made if the loss would facilitate the provision of a community facility.

## AFFORDABLE HOUSING

4.38 Affordable housing is that provided to eligible households whose housing needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. The term "affordable" as defined in the National Planning Policy Framework includes social rented, affordable rented and intermediate housing. These definitions will be used by the Council.

~~4.39 Annual monitoring since 2006 indicates that on average, 41 new affordable homes have been delivered per annum.<sup>40</sup> The Adur Housing Strategy 2012 aims to achieve 50 affordable dwellings per annum.~~

4.40 The Coastal West Sussex Strategic Housing Market Assessment Update (SHMA) (2012) assessed the need for affordable housing in Adur. The Objectively Assessed Need (OAN) for Housing Report 2015 (OAN) has updated the affordable housing need taking account of more recent information, including demographic

<sup>40</sup> ~~Adur District Council Annual Monitoring Report December 2013.~~

**projections.** It indicated that there **continues to be** was a high level of need for affordable housing in Adur and identified a requirement for ~~384~~ **233 (net)** homes per annum between 2011-20**31**~~14~~6 if all households in housing need were to be housed. ~~Smaller properties are in greatest demand, although letting requirements on 4+bed properties are more critical, as there is minimal turnover on these larger homes. At a district wide level, the SHMA recommends the following mix of affordable housing:~~

- ~~• 1 bed dwellings — 20-25%~~
- ~~• 2 bed dwellings — 30-35%~~
- ~~• 3 bed dwellings — 30-35%~~
- ~~• 4 bed dwellings — 10-15%~~

**Taking into account existing households (who would release homes by moving to another property), there is an identified need of 141 (net) homes per annum (51% of projected need from demographic projections). Annual monitoring of affordable housing since 2006 shows that an average of 36 homes have been delivered each year. The Adur Housing Strategy 2012-2017 aims to achieve 50 affordable homes per year.**

**4.40A Average wages in Adur are low and an estimated 83% of households with a current need are unlikely to have sufficient income to afford market housing. The evidence indicates that, whilst there is a shortfall in the need for and supply of affordable housing, it does not necessitate an increase in the overall housing supply. However, a higher level of overall housing delivery would help improve affordability for younger households and so over the Plan period an increase of 10 homes per annum is considered appropriate**

**4.40B There are currently three different types of affordable housing – intermediate, affordable rent and social rent. The OAN uses the information gathered on household incomes and housing costs to estimate the proportion of affordable housing needs in each tenure. There is a degree of overlap between these tenures and analysis shows that both affordable and social rented housing is likely to be targeted at the same group of households. For this reason, when determining planning applications for affordable housing provision on individual sites, the following mix of tenures will be sought:**

- 25% Intermediate**
- 75% social/affordable rented**

**4.40** Smaller properties are in greatest demand, although letting requirements on 4+bed properties are more critical, as there is minimal turnover on these larger homes. At a district-wide level, the OAN report recommends the following mix of affordable housing:

- 1 bed dwellings      20-25%
- 2 bed dwellings      30-35%
- 3 bed dwellings      30-35%
- 4 bed dwellings      10-15%

4.41 Given the **high** levels of current and potential future need, it is important that opportunities are taken to ensure the delivery of affordable housing. Measures which can be addressed through the Local Plan include:

- Ensuring that new residential developments (whether from the strategic sites or unidentified sources) contribute to the supply of affordable homes in Adur, to meet identified local needs in terms of type and tenure.
- Ensuring that the broad location at Shoreham Harbour delivers affordable dwellings to meet identified needs.
- Working with public bodies and Registered Providers to maximise development of affordable housing on sites.

4.42 The Council will use up-to-date information from research and the Housing Register to negotiate the provision of affordable housing in new developments. Precise requirements will depend on the development and the site in question

4.43 The **Council will require affordable housing to be provided on site,** ~~NPPF encourages local authorities to meet their need on site,~~ unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. ~~The Council follows this approach.~~

4.44 Local Planning Authorities are now able to set their own threshold above which affordable housing should be sought. Historically, the majority of sites that come forward in Adur accommodate less than 15 dwellings. Evidence indicates that the size of site (in terms of numbers of dwellings) can be lower than the current thresholds of 15 dwellings without adversely affecting viability. This means that affordable housing can be provided in smaller developments than is currently the case.

## Policy 22: Affordable Housing

New residential development will be expected to make provision for a mix of affordable housing, including social rented, affordable rented and intermediate housing according to the following site size thresholds:

- On sites of 1-5 dwellings (gross) 10% affordable housing will be sought via a financial contribution.
- On sites of 6-14 dwellings (gross) 20% affordable housing will be sought.
- On sites of 15 (gross) dwellings or more 30% affordable housing will be sought.

The preferred mix of tenure will be 75~~60~~% social/affordable rented housing and 25~~40~~% intermediate housing

On individual sites, the preferred affordable housing mix in terms of size and tenure will be determined through negotiation, taking account of up-to-date assessments and the characteristics of the area.

Where developers are unable to meet the requirements for delivery of affordable housing, the Local Planning Authority will need to be satisfied by robust financial viability evidence (through an open book approach) that the target cannot be met. An independent assessment will be provided at the developers cost.

On sites of 6 or more dwellings, in exceptional circumstances only, if a site meets requirements for affordable housing as set out in the policy, but if other factors demonstrate that affordable housing may not be appropriate, development of affordable dwellings on another site within Adur may be considered. If this is not achievable, as a last resort in exceptional circumstances only, the Council will seek a financial contribution to enable provision of affordable homes elsewhere within Adur. In ~~these exceptional cases~~ where a financial contribution is accepted, the payment ~~will be negotiated, and~~ should reflect the cost of providing the number, type and size of affordable dwellings which would have been provided on-site.

This policy will apply to all types of residential development, including conversions and changes of use. Where it is feasible, the affordable housing should be integrated throughout the development.



## DENSITY

- 4.45 Land is a scarce resource in Adur and there are competing demands for its use. Given the need for additional homes it is important that the limited amount of previously developed land available is used efficiently when considering proposals for new residential development. As such, the density of new residential development should be maximised, subject to it being appropriate to the character of the area. Whilst it is recognised that where there is good access to local facilities by walking, cycling or public transport, higher density housing can help to regenerate an area by supporting local facilities and businesses, this should be balanced against the desire to provide a good living environment for existing and future residents and retain the character of Adur.
- 4.45A Controlling density does not in itself create a good quality environment. Sufficient external space around and between new homes is an important factor in the creation of a pleasant residential environment contributing to the character, identity and appearance of an area. It is also important to ensure adequate privacy and daylight to both existing and new homes. The Council's adopted Development Control Standard No 2 "Space Around New Dwellings and Flats" sets out minimum standards for new residential development. Any proposal will be expected to comply with its criteria. Should this be amended or superseded by other Council or Government guidance, this new guidance will be used to assess relevant applications.**
- 4.46 Providing for more efficient use of land means developing at reasonable densities whilst still protecting valuable open space, respecting privacy and retaining the character and distinctiveness of an area. It is considered that a minimum density of 35 dwellings per hectare is appropriate throughout Adur when applied to developments of family housing; developments of flats, mixed residential developments or developments in town centres will be expected to achieve densities higher than this figure.
- 4.47 There may be exceptional cases when a lower density would be appropriate, for example, within a Conservation Area where a higher density could have an adverse impact on its unique and special character, or where a proposal would make a significant contribution to the creation of a mixed and balanced community. Where the density falls below 35 dwellings per hectare, the applicant will be expected to provide supporting information justifying the density proposed, and demonstrating why higher densities would be detrimental.

### Policy 23: Density

New residential developments should achieve densities of a minimum of 35 dwellings per hectare.

Development in the defined town/village centres and Shoreham Harbour will be expected to achieve higher densities.

In exceptional cases residential development may be permitted at a lower density, where it is demonstrated by the applicant to the satisfaction of the Local Planning Authority that the minimum density specified above would result in an unacceptable impact on the surrounding area.

Proposals for new dwellings will be expected to comply with the criteria contained in the Council's adopted Development Control Standard "Space Around New Dwellings and Flats" or any other appropriate national standard.

### PROVISION FOR GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

- 4.48 There is a need to ensure that sufficient and appropriate accommodation is made available for Gypsies and Travellers and Travelling Showpeople.
- 4.49 ~~The CLG document "Planning Policy for Travellers Sites" (March 2012) together with the NPPF sets out the Government's policy for traveller sites. It enables local planning authorities to set their own robust pitch/plot targets. It also requires local planning authorities to identify a 5 year supply of specific deliverable sites and to identify a supply of specific developable sites or broad locations for growth for years 6-10 and where possible for years 11-15 of the plan period.~~
- 4.50 ~~Adur has a small settled Gypsy and Traveller community, located on a local authority owned site at Withy Patch in Lancing, which has 12 pitches. Pitch turnover is very low. In response to Government requirements a~~A ~~Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (GTAA) was undertaken in 2013 by consultants on behalf of the Coastal West Sussex Authorities (Adur, Arun, Worthing and Chichester) together with the South Downs National Park Authority and with support from West Sussex County Council. Phase 1 of the GTAA considered future accommodation needs. An update to this report was published in 2014, which revised the pitch requirement and identified a need for Adur to provide ~~and identified that an additional 7~~an additional 4 ~~permanent pitches are required in Adur up to~~by ~~2027, all on public sites. This need largely arises as a result of family growth at Withy Patch together with Gypsies and Travellers on the current waiting list for a pitch.~~~~

- 4.51 The table below sets out the requirement for Gypsy and Traveller pitches, to be provided on public sites, during the period to 2027:

2012 - 2017		2018-2022		2023-2027	
Public	Private	Public	Private	Public	Private
<u>15</u>	0	1	0	<u>24</u>	0

- 4.52 Travelling Showpeople travel the country holding fairs, circuses or shows. They require a permanent, secure base both to live and store their equipment when not travelling. The GTAA has identified need for one plot for a Travelling Showperson in the Local Plan area.

- 4.53 Phase 2 of the GTAA undertook an assessment of existing sites, a search for new sites and a survey of the district but was unable to identify any additional capacity to meet future needs. Therefore, there remains a need to identify a supply of land to meet the local target for pitches and plots. The GTAA recommends that:

- Consideration is given to including Gypsy and Traveller or Travelling Showpeople site provision within the potential strategic allocations;
- Investigate with neighbouring authorities, including the South Downs National Park, the potential to meet Adur's needs outside of its administrative boundaries through the Duty to Cooperate;
- Include a criteria based policy against which to assess any future planning application for a Gypsy and Traveller, Travelling Showpeople or transit site. ~~(See Policy 24 below).~~

- 4.54 ~~There may be potential to expand the existing public site at Withy Patch to provide additional pitches. However, the site is currently within Flood Zone 3a and is also subject to groundwater and surface water flooding and, in accordance with the NPPF, the provision of new pitches is unacceptable in this location. The location of Withy Patch immediately south of the A27 and adjacent to the proposed new country park to be provided as part of the strategic allocation at New Monks Farm (Policy 5) means that as part of the construction of a new road junction, flood mitigation for this site should be provided through the raising of the land to take it out of Flood Zone 3. The opportunity to improve and subsequently expand the site to provide additional pitches can then be investigated. This will be progressed through a Gypsy and Travellers DPD as it would be premature to allocate a site at this stage, until any land raising is undertaken.~~ **Adur has a small settled Gypsy and Traveller community on a public site at Withy Patch in Lancing, which has 12 pitches. It is located immediately south of the A27, and adjacent to the proposed country park to be provided as part of the strategic allocation at New Monks Farm (Policy 5).**

The new roundabout associated with this development will necessitate the relocation of the Withy Patch site within the locality. Withy Patch currently lies within Flood Zone 3 and flood mitigation for the relocated site should be provided through the raising of the land to take it out of Flood Zone 3. Given that the GTAA study indicates that the demand for new pitches is mainly as a result of new family formation on this site, its relocation provides an opportunity to address this need through an extension to the relocated site, and to improve facilities. However, the provision of additional pitches to meet these needs can only take place once it is confirmed that the proposed site extension is located outside of Flood Zone 3. The detail of this will be progressed through a Gypsy and Traveller DPD as it would be inappropriate to allocate a site at this stage.

- 4.56 Whilst this may will not meet all of the identified need for new pitches, it could provide sufficient new pitches to meet the need generated from the existing site at Withy Patch.

#### **Policy 24: Provision for Gypsies, Travellers and Travelling Showpeople**

The Council will seek to deliver Gypsy, Traveller and Travelling Showpeople sites to meet all identified needs.

Proposals for new Gypsy, Traveller or Travelling Showpeople site/s or extensions to existing sites will be permitted provided that the following criteria can be satisfied:

- The site should have safe access to the highway network and provision for parking and turning;
- The site should be well related to existing settlements where local services and community facilities (including schools and health services) can be accessed by foot, cycle and public transport as well as by car;
- Development should be of a scale that is sympathetic to the local environment and should not have an unacceptable adverse impact on the amenities of both residents of the site and occupiers of nearby properties, particularly in respect of noise and disturbance from vehicular movements, on-site business activities and other potential sources of noise;
- The site should be served, or be capable of being served by an adequate mains water supply, and electricity, drainage and sewerage connections;

- The site should not be located in an area of high flood risk (Flood Zone 3), on contaminated land, near refuse/landfill sites, wastewater treatment works, electricity pylons or be adversely affected by noise and odour} in order to protect the amenity, health and well-being of residents. ~~Where satisfactory flood risk mitigation measures are proposed however, development may be considered, and~~
- There is adequate provision for storage and maintenance of equipment, where required for Travelling Showpeople

In assessing applications for Gypsy and Traveller or Travelling Showpeople sites, best practice guidance published by the Government and other bodies will be used.

#### **Policy 25: Safeguarding Existing Gypsy and Traveller and Travelling Showpeople Sites**

The existing Gypsy and Traveller site at Withy Patch in Lancing, and any new site/s that may come forward during the Local Plan period, will be safeguarded.

Proposals that would result in the loss of all or part of a site will be refused unless the Local Planning Authority is satisfied that the need for the provision of the site no longer exists in a particular location, or the proposal complies with other policies in the Local Plan and a suitable replacement Gypsy and Traveller or Travelling Showpeople site is provided.

## PROTECTING AND ENHANCING EXISTING EMPLOYMENT SITES AND PREMISES

- 4.57 There are few readily-available and unconstrained sites in Adur to provide new employment floorspace so it is important that existing sites are protected to ensure a sufficient range of opportunities for people to work in the area and for businesses to locate and grow. This forms a key strand of this Local Plan's approach to supporting sustainable economic growth. Although it is recognised that Adur will always experience a significant degree of out-commuting, particularly to Brighton and Worthing, a loss of existing employment land would exacerbate this further as well as having a detrimental impact on Adur's economy as a result of decreased spend ~~in the district.~~
- 4.58 The Adur Employment Land Review Update (2014) found that existing employment areas in Adur **were** are reasonably well occupied **with generally low vacancy rates, and concluded that there was no quantitative case for the release of any employment land for other uses in Adur given the tight supply of land and premises for employment. It is therefore considered that** ~~a~~Any loss of employment land to other uses such as residential is likely to have a detrimental impact on the economy in the longer term. Proposed conversions to other uses on key employment sites will be resisted (see also the policies in Part Three of this Local Plan). Other employment sites will be protected unless proposals can demonstrate that they satisfy the policy criteria **in Policy 26.** ~~below.~~
- 4.59 **A Supplementary Planning Document addressing the need to protect employment sites, and assessing genuine redundancy will be produced.** ~~It is noted that the permitted development rights allowing the change of use from B1 office to residential have come into force for a period of three years, up to 2016. However, given the longer-term nature of this Local Plan, the need to address other business use classes and other proposed changes of use, and the limited amount of employment floorspace in Adur, it is still considered necessary to include the following policy. In those circumstances where planning permission is required relevant applications will be determined in accordance with this policy.~~



**Policy 26: Protecting and Enhancing Existing Employment Sites and Premises**

Where planning permission is required, proposed conversions to uses other than employment (B1, B2 and B8 of the Use Classes Order) in the following employment sites will be resisted:

1. Lancing Business Park
2. Shoreham Airport
3. Dolphin Road Industrial Estate, Shoreham-by-Sea

For sites not listed above, the conversion or redevelopment of land or buildings, currently or last in class B1, B2 or B8, for other uses will only be approved where: ~~be resisted unless it can be satisfactorily demonstrated that the site or premises is/are genuinely redundant and unlikely to be re-used for B1, B2 or B8 uses within the Plan period, having regard to the following factors:~~

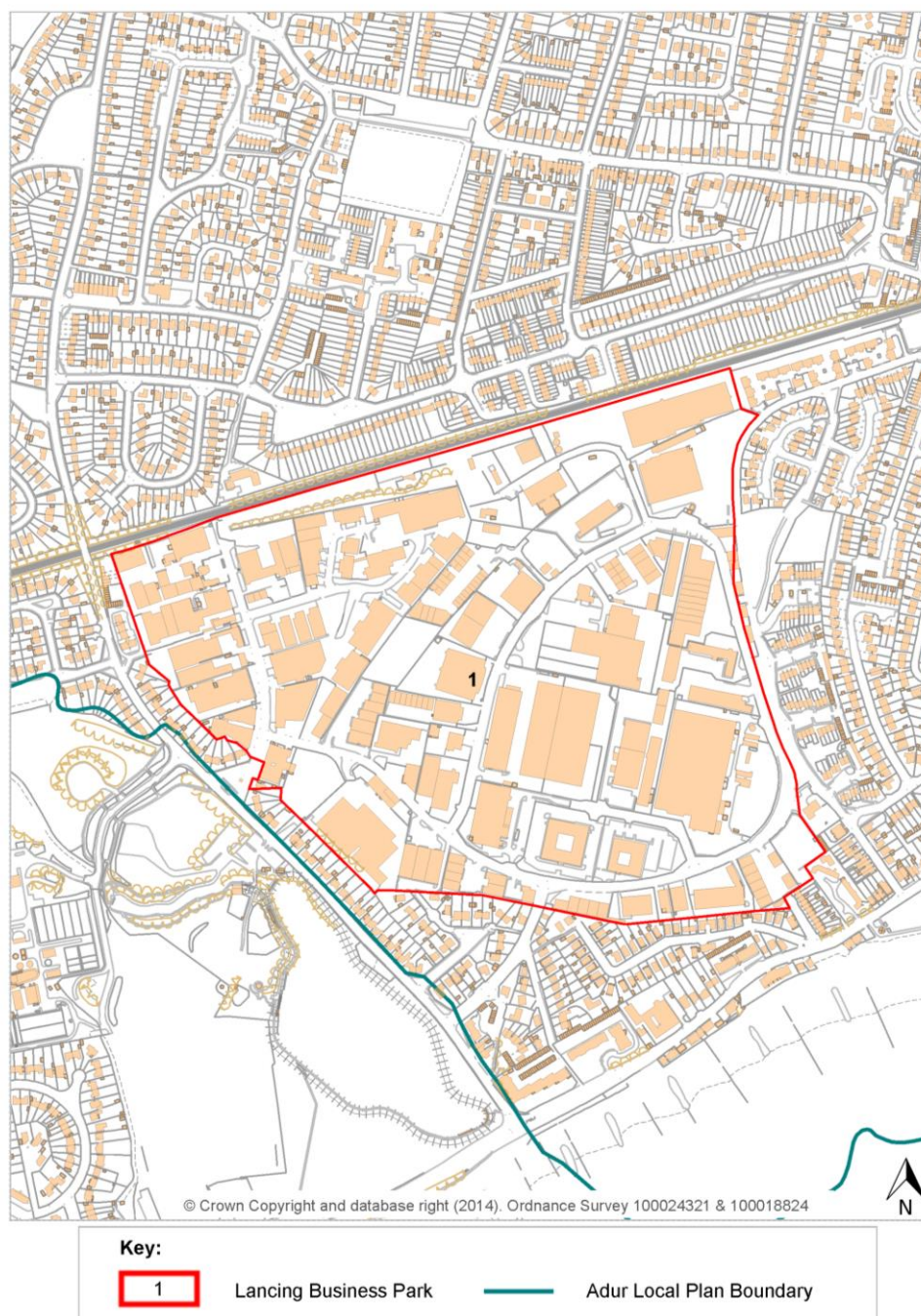
- ~~(i) No effective demand exists or is likely to exist in the future to use the land or buildings for employment generating activities. Consideration should include the length of time the property has remained vacant, the attempts made to sell/let it, and the demand for the size and type of employment premises in the area; or~~
- ~~(ii) (i) The loss of a small proportion of employment floorspace would lead to a significant upgrade of the remaining employment floorspace; or~~
- ~~(iii) (ii) It can be satisfactorily demonstrated that the site or premises is/are genuinely redundant and that no effective demand exists or is likely to exist in the future to use the land or buildings of B class uses. This should include the length of time the property has remained vacant, the attempts made to sell/let it, and the demand for the size and type of employment premises in the area.~~

~~Where either part (ii) of the above criteria has been satisfied, a reduced amount of employment on the site as part of a mix of uses will be considered. Employment generating uses should be considered as part of this mix of uses. Complete loss of employment uses will only be acceptable where it has been demonstrated to the satisfaction of the Local Planning Authority that partial employment use cannot realistically be achieved.~~

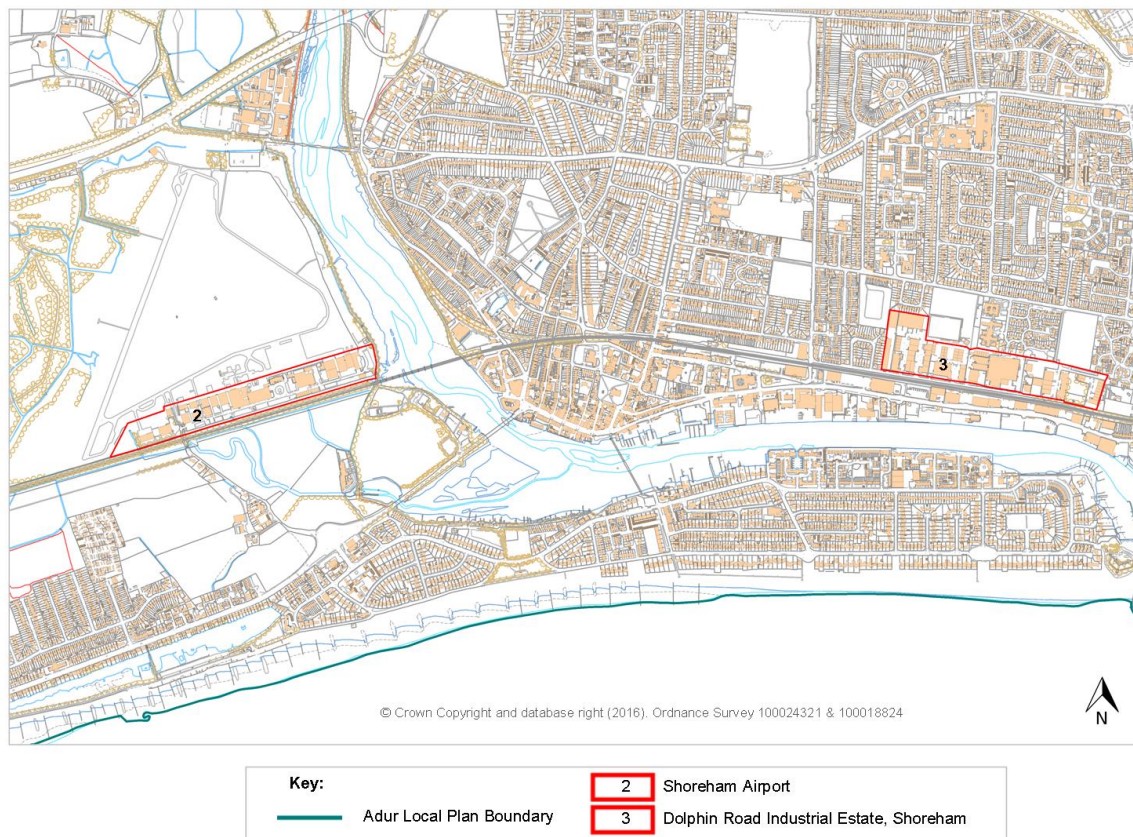
~~A Supplementary Planning Document addressing the need to protect employment sites, and assessing genuine redundancy will be produced.~~

The upgrading of existing employment sites and buildings will be supported.

Map 8: Key Employment Sites Listed in Policy 26 – Lancing.



Map 9: Key Employment Sites Listed in Policy 26 – Shoreham.





## THE VISITOR ECONOMY

- 4.60 In 2012, Adur **district** had approximately 919,000 trips by day visitors and an estimated 83,954 trips by staying visitors.<sup>11</sup> The district has a number of natural assets that can help to promote and encourage tourism such as the coast, the river and the South Downs National Park as well as a number of historic assets. In addition, Shoreham and Lancing are major destinations for kite-surfing, attracting participants from a wide area. There is potential to further enhance the visitor offer which will in turn help to diversify the local economy and potentially bring more money and investment into the district.
- 4.61 The amount of visitor accommodation in Adur **district** is comparatively small compared to other districts and boroughs in West Sussex. For this reason, it is estimated that overall only 2.7% of all overnight trips involved use of the district's serviced accommodation. The majority of Adur's visitors who make overnight visits, stay with friends and relatives.<sup>12</sup> A Hotel and Visitor Accommodation Study (2013) for Adur and Worthing indicated that there is potential for a budget hotel in Shoreham-by-Sea, and possibly for other accommodation such as that provided by pubs or Bed & Breakfasts.
- 4.62 Due to the close proximity and limited amount of Adur's countryside, it is considered that visitor accommodation (hotels, guest houses, etc.) is most appropriately located within the Built Up Area. This approach will protect the countryside, yet still allow easy access to the countryside and South Downs National Park. Similarly, visitor attractions will be expected to be located within the Built Up Area, unless it can be demonstrated that they require a countryside location, and comply with Policy 13 Adur's Countryside and Coast and Policy 14: Local Gaps.
- 4.63 A significant proportion of visitor expenditure is spent on food and drink.<sup>13</sup> Restaurants, pubs, cafes and bars **make** ~~play~~ an important **contribution to** ~~part in the 'evening economy', for both visitors and local people.~~

### Policy 27: The Visitor Economy

**The visitor economy will be promoted through the provision of new facilities including visitor accommodation, in locations with good public transport access and within the Built Up Area. Access (including new public rights of way and slipways) to the river, the coast and the South Downs National Park should be improved where possible.**

<sup>11</sup> Economic Impact of Tourism Adur 2012, Tourism South East Research Unit.

<sup>12</sup> 71% of staying trips. Economic Impact of Tourism, Adur 2012, Tourism South East Research Unit.

<sup>13</sup> 33% of visitor expenditure is spent on food and drink, the highest proportion (38%) is spent on shopping. Economic Impact of Tourism, Adur 2012, Tourism South East Research Unit.

**All proposals for visitor facilities should be sensitively designed so as to minimise impacts on the environment.**

## RETAIL, TOWN CENTRES AND LOCAL PARADES

- 4.64 The NPPF states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. It recognises town centres as the heart of their communities and sets out a sequential test for main town centre uses that are not in an existing centre and not in accordance with an up-to-date Local Plan to ensure a 'town centre first' approach. **Town centre uses are defined in the NPPF.**
- 4.65 The NPPF also states that the extent of town centres and primary shopping areas should be defined, based on a clear definition of primary and secondary frontages in designated centres, and that policies should make clear which uses will be permitted in such locations.
- 4.66 The three main centres in Adur are Shoreham-by-Sea, Lancing and Southwick (see Part 3 for more details). Town centre boundaries have been defined for each of these centres and primary and secondary frontages have been drawn up for Shoreham-by-Sea and Lancing. In addition the town centres have also been divided into 'blocks' to provide more individual guidance appropriate to the nature of that specific frontage rather than generic 'one size fits all' guidance for all the primary and secondary frontages. Secondary frontages have not been designated in Southwick town centre due to its relatively small size. Primary shopping areas have also been defined for the town centres.
- 4.67 The Holmbush Centre also provides an out-of-town retail park serving a wider than local catchment.
- 4.68 The threshold for the requirement of an impact statement has been set at 1000 sqm (rather than the default of 2,500 sqm as set out in the NPPF) due to the relatively small size of the town centres in Adur and the disproportionate impact a large retail scheme may have on them. ~~Town centre uses are defined in the NPPF.~~
- 4.69 There are a number of small local shopping parades throughout Adur serving day to day local needs. These are shown in Appendix 6 and will be retained to help serve local needs and reduce the need to travel.



### **Policy 28: Retail, Town Centres and Local Parades**

Within the defined town centre boundaries of Shoreham-by-Sea, Southwick and Lancing, town centre uses will be permitted, subject to compliance with other relevant policies.

Development within the primary and secondary shopping frontages will need to be in accordance with the place based policies in Part Three of this Plan.

New development for town centre uses outside of the defined town centre boundary (or Primary Shopping Area in the case of retail uses) will be assessed in accordance with the National Planning Policy Framework sequential and impact tests. An impact test will be required for any proposed retail development outside of the Primary Shopping Area with a net sales floorspace of 1000sqm or more.

In the areas designated as local shopping parades, shopping and other town centre uses will be supported at ground floor level but a predominant shopping use (as defined in the Town and Country Planning (Use Classes) Order 1987 as amended) on ground floor premises will be retained. Where proposals would result in a dominance of non-retail uses there no longer being a predominant shopping use, this will only be acceptable where it can be demonstrated that retailing is no longer a viable use in that unit, particularly where it has remained vacant for a long period (normally a minimum of one year) and that reasonable attempts have been made to market it for retail purposes.

## **TRANSPORT AND CONNECTIVITY**

4.70 The main objectives of the West Sussex Local Transport Plan (2011 - 2026) are to promote economic growth; tackle climate change; provide access to services, employment and housing and to improve safety, security and health. The Plan identifies the main transport issues which need addressing in Adur. These include the following:

- Road congestion during peak periods affects many parts of the highway network throughout Adur and causes poor air quality and noise problems. Roads particularly affected include the A27, A259 and the A270.
- Some junctions – in particular the roundabouts at North Lancing and Shoreham High Street<sup>14</sup> are at or near capacity.

<sup>14</sup> Adur Local Plan and Shoreham Harbour Transport Study 2013', and the 'Report Addendum 2014' and 'Second Addendum 2016'

- Due to the geography and density of the developed area, physical improvements to the highway network, which require space outside the existing highway boundary, are challenging to deliver.
- Increased transport movements have negative impacts on the AQMA at A270 Old Shoreham Road/Upper Kingston Lane and the AQMA at Shoreham High Street.
- In some areas HGVs divert onto unsuitable residential roads to avoid congestion.
- The pedestrian and cycle network could benefit from improvements, as it is indirect, disjointed in parts and has inadequate signing, safe crossing points and poor surfacing in some places. Equestrians and vulnerable users, including those with mobility difficulties, also need to be taken into account. In addition there is a lack of safe pedestrian and cycle crossing points on the A27.
- On-street and off-street parking is insufficient to meet current demand and can result in parking problems, particularly around the railway stations and shopping areas. Traffic 'churn', as a result of vehicles seeking parking spaces, contribute to an already congested network and exacerbate air quality issues.
- Some areas are not well served by bus services.
- There is limited funding available for infrastructure improvements.

4.71 The 'Adur Local Plan and Shoreham Harbour Transport Study 2013', and the 'Report Addendum 2014' **and 'Second Addendum 2016'** provides an assessment of the impact of potential housing and employment development on the transport network and identifies mitigation measures. The study indicates that the development of proposed Local Plan allocations and the Shoreham Harbour Regeneration Area can be accommodated if a suitable package of mitigation measures is provided. This package consists of capacity improvements to the highway network and sustainable transport improvements to reduce demand for the private car.

4.72 The Council will continue to work with the Highways Agency **England** (with regards to the A27) and West Sussex County Council (the local Highway Authority) to address Adur's transport issues through the introduction of a range of measures, including those identified in the emerging transport strategy for Shoreham Harbour.

- 4.73 Encouraging the use of sustainable transport alternatives to the car is an important part of reducing pollution and congestion and creating a more pleasant environment. Public rights of way also help to deliver multifunctional green space. Sustainable travel also leads to improved health and wellbeing, greater social inclusion and economic benefits.
- 4.74 There is a need for improved public transport including enhanced rail access and interchange facilities (improving the environment and safety at stations), improving the existing cycle, pedestrian and bridleway network and tackling traffic emissions and poor air quality. Account will be taken of the West Sussex County Council Rights of Way Improvement Plan (2007–2017). **New pedestrian and cycle networks should integrate with existing routes as far as possible.**
- 4.75 In order to improve access and safety and to reduce congestion and rat-running, a number of improvements are needed to the road network and its junctions, particularly the A27 and A259. These will help to improve the interconnectivity between the main areas of employment and help in the overall regeneration of the area.
- 4.76 A range of sustainable transport measures will be required from developers to reduce car dependence. These could include public transport facilities, bus shelters, bus priority measures, real-time information, road improvements, walking/cycle paths and facilities and provision of travel plans. Developer contributions will be sought for such measures via S106 agreements and undertakings and potentially via the Community Infrastructure Levy in due course. Depending on the type, size and location of a proposed development, Travel Plans and Transport Assessments may also be required in line with the NPPF and West Sussex County Council guidance.<sup>15</sup>
- 4.77 Working with West Sussex County Council, the Council will consider implementing a range of measures to address a number of car parking issues in Shoreham town centre. These include the need to make efficient use of car parking; ensuring car parking is easy to locate; to reduce illegal parking and to reduce commuter parking in residential areas.
- 4.78 ~~Car parking standards aim to ensure that~~ **Car** parking provided to serve new development is **should be** appropriate to the type and location of the development and ~~does~~ not encourage unnecessary car travel.

<sup>15</sup> A Travel Plan is a long term management strategy to meet sustainable transport objectives. A Transport Assessment provides detailed information on a range of factors relating to a proposed development and its immediate vicinity including safety, trip generation, access junction design and new infrastructure required.

<sup>15a</sup>

**[http://www.westsussex.gov.uk/living/roads\\_and\\_transport/roads\\_and\\_footways/development\\_control\\_plans\\_and/information\\_for\\_developers/pre-application\\_advice\\_for\\_roa.aspx](http://www.westsussex.gov.uk/living/roads_and_transport/roads_and_footways/development_control_plans_and/information_for_developers/pre-application_advice_for_roa.aspx)**

Cycle parking should also be provided. **Parking Standards and Transport Contributions Methodology Supplementary Planning Guidance (2003) and Guidance for Parking in New Residential Developments (2010)** Standards for vehicle and cycle parking have been produced by West Sussex County Council and adopted by Adur District Council. <sup>15a</sup>

- 4.79 Two areas within Adur have been designated as Air Quality Management Areas due to the high levels of pollution, specifically nitrogen dioxide: Shoreham High Street in Shoreham-by-Sea and Old Shoreham Road, in Southwick by Kingston Lane. Air Quality Action Plans have been developed to reduce the levels of pollution which include measures such as traffic control/management, new signage and variable message signs, speed limits, increased monitoring and a range of measures to reduce overall car usage.
- 4.80 HGVs are using inappropriate residential roads in parts of Adur in order to access the main industrial areas including Shoreham Harbour. A range of measures including the setting up of parcel collection points, improvements to the A27 and its links to the A259, routing agreements, improved signage and information, are to be investigated with the relevant stakeholders and partners.
- 4.81 In order to tackle congestion and create the right conditions for growth, a variety of initiatives are needed to promote travel behaviour change and to firmly embed a culture of sustainable travel amongst businesses, schools, employees and residents. Travelling sustainably can help to reduce traffic levels, while improving road safety, the environment, and people's health. Rather than restrict car use, the aim is encourage sustainable travel options to achieve a shift in people's travel behaviour, resulting in fewer journeys where the car is the first choice. Travel behaviour change initiatives use a variety of methods to promote and enhance the attractiveness of sustainable modes of transport including travel information and marketing. A programme of initiatives, such as workplace travel planning, car clubs, car sharing, journey planning tools, promoting safe cycle use in schools and workplaces, and engaging local communities in sustainable travel initiatives, could be introduced in workplaces, schools and within the local community.

**Policy 29: Transport and Connectivity**

In order to secure significant improvements to transport and mobility in Adur, new development should:

- Improve public transport and access to it where opportunities arise.
- Work with West Sussex County Council and Brighton & Hove City Council to promote a sustainable transport system along the coast to help in the regeneration of the area including Shoreham Harbour, ensuring that the A259 is improved.
- Provide for improvements to the road network, including the A259 and A27. Measures include junction improvements, traffic calming, and where necessary new roads. Appropriate mitigation measures to address capacity issues at a number of key junctions ~~including the Sussex Pad on the~~ A259 and A27 will be sought.
- Encourage proposals to extend the existing cycle network and secure a network of cycle, pedestrian and bridleway facilities linking urban areas, key sites, open space, countryside and coast. These will include new and improved rights of way (suitable for a range of users, including those with mobility difficulties, where appropriate) as well as improved access across the A27.
- Ensure that new development is located and designed to minimise the need for travel, facilitates and promotes the use of sustainable alternatives to the private car, and provides or contributes to the necessary infrastructure to serve the development and to mitigate against any adverse impacts to an acceptable level. Travel plans and Transport Assessments will be required for certain developments in line with West Sussex County Council guidance and the National Planning Policy Framework.
- Ensure new development contributes to the mitigation of air pollution, particularly in Air Quality Management Areas. Air quality assessments may be required. Where practical, new development should be located and designed to incorporate facilities for electric vehicle charging points, thereby extending the current network.
- Implement a range of measures to address car parking issues in Shoreham town centre.
- ~~Apply the most up-to-date car parking and cycle parking standards.~~ Incorporate appropriate levels of car and cycle

**parking having regard to West Sussex County Council guidance, taking into consideration the impact of development upon on-street parking.**

- Pursue with West Sussex County Council ways of managing the impact of HGVs in Adur and implement measures as appropriate.
- Implement an area-wide behaviour change programme to encourage sustainable modes of transport and reduce demand for the private car. This should include a package of travel behaviour initiatives.

## DELIVERING INFRASTRUCTURE

- 4.82 New development often generates a need for additional or improved infrastructure or facilities, in order to make it acceptable in planning terms. At present, infrastructure is secured through legal s106 agreements or undertakings containing planning obligations (or in some cases such as local and wastewater infrastructure, through direct agreements with service providers).
- 4.83 The term 'infrastructure' includes a wide range of items, such as utilities, green infrastructure (including open space); sports facilities; play areas; roads; public transport; education; libraries; health facilities; flood defence; drainage; waste and recycling; and public art. (This is not an exhaustive list). It can also include management agreements to ensure that effective arrangements are in place to look after infrastructure. The delivery of various forms of infrastructure required in this Local Plan is a fundamental part of delivering the Vision for Adur.
- 4.84 The proposed strategic development sites will be required to deliver infrastructure on-site to serve their communities, and if appropriate, financial contributions for off-site facilities. Delivery of major infrastructure will often require a multi-agency approach and partnership working. Smaller sites should also contribute towards the delivery of facilities and services to ensure that the cumulative impacts of development can be managed and provided for in a timely and effective way.
- 4.85 To address this, the Council is progressing work towards the use of the Community Infrastructure Levy (CIL). When adopted, this will be applied to new development across the Adur Local Plan area.<sup>16</sup> The type of developments which CIL will be applied to, and the appropriate rates for different land uses will be determined on the basis of viability. In addition, in certain cases site-specific infrastructure requirements

<sup>16</sup> The South Downs National Park Authority is progressing its own CIL scheme which covers the areas of the District which fall within the Park boundary.



required to make a specific development acceptable in planning terms will continue to be sought through section 106 agreements (where the statutory tests are met). This 'site specific' infrastructure includes affordable housing, facilities and services which are essential for development to take place on individual sites or which are needed to mitigate the impact of development at the site or neighbourhood level. Further details relating to the use of CIL and how it will operate will be developed in due course. In addition, a 'Guidance on Infrastructure Provision' SPD will be developed to clarify when a section 106 agreement or undertaking would be appropriate.

- 4.86 An Infrastructure Delivery Plan (IDP) has been published alongside this Local Plan. Following the adoption of the Local Plan the IDP will be regularly updated. It sets out the infrastructure needs associated with the implementation of this Local Plan, how they will be delivered, by which agencies, and how they could be funded.
- 4.87 It should be noted that this policy addresses the mechanisms required to secure infrastructure. Requirements relating to the specific types of infrastructure to be provided are addressed elsewhere in the Local Plan.

### **Policy 30: Delivering Infrastructure**

**Development will be required to provide or contribute to the provision (and where appropriate, maintenance) of facilities, infrastructure and services made necessary by development, or where it gives rise to a need for additional or improved infrastructure.**

**The Council will work with partners including infrastructure and service providers and stakeholders to ensure that the necessary physical, economic, social and environmental infrastructure is provided to support development.**

**Infrastructure should be provided at the appropriate time, prior to the development becoming operational or being occupied. Larger developments may need to be phased to ensure this requirement can be met.**

**Prior to the adoption of a CIL charging schedule, planning obligations from developers to secure the delivery of infrastructure will be provided by way of legal undertaking or agreement pursuant to s106 of the Town and Country Planning Act 1990 (as amended). Where appropriate these will continue to be used after the adoption of CIL to secure site specific infrastructure delivery, any financial contributions and/or phasing. ~~An Infrastructure Provision SPD will also be prepared.~~**

**Proposals by service providers for the delivery of utility infrastructure to meet the needs generated by new development and by existing communities will normally be permitted.**

## GREEN INFRASTRUCTURE

4.88 The NPPF states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. It also states that planning should contribute to and enhance the local and natural environment.

4.89 Planning policies can have direct and indirect effects on both human health as well as the health of many other forms of biodiversity. The provision of a green infrastructure network is a key way of improving health and biodiversity across Adur through the planning system.

4.90 The Government, in its White Paper 'The Natural Choice: Securing the Value of Nature'<sup>17</sup> defines Green Infrastructure (GI) as the following:

*"Green Infrastructure is a term used to refer to the living network of green spaces, water and other environmental features in both urban and rural areas. It is often used in an urban context to cover benefits provided by trees, parks, gardens, road verges, allotments, cemeteries, woodlands, rivers and wetlands.*

*Green Infrastructure is also relevant in a rural context, where it might refer to the use of farmland, woodland, wetlands or other natural features to provide services such as flood protection, carbon storage or water purification. Green Infrastructure maintains critical ecological links between town and country."*

4.91 Government guidance supports a strategic approach to the identification and delivery of green infrastructure. Green infrastructure is a 'multifunctional' resource. As well as conserving and enhancing biodiversity as it can provide benefits in terms of recreation, water management, climate change adaptation, and social and cultural benefits to help promote health and well-being

4.92 Key areas of green infrastructure in Adur District include the South Downs National Park, the River Adur SSSI and Cissbury Ring<sup>18</sup>. In addition the countryside between Worthing-Sompting/ Lancing and Sompting/ Lancing – Shoreham-by-Sea is also part of Adur's GI network. In addition to these sites there are a number of Sites of Nature Conservation Importance (SNCIs) and Local Nature Reserves, public rights of way such as the Downs Link, as well as undesignated sites that make an important contribution. Other forms of open space,

<sup>17</sup> DEFRA June 2011.

<sup>18</sup> Although please note that some of these lie outside of the area covered by the Local Plan.

including parks, play areas, and private gardens, also contribute to the overall 'GI' network.

- 4.93 The Green Infrastructure Wildlife Corridors Study (2009) and the Shoreham Harbour Joint Area Action Plan Assessment of Open Space and Recreation (2009) proposed the creation of a network of 'green corridors' linking town centres, communities, open spaces, the coast and countryside. Green corridors include river banks, road and rail corridors, cycleways and rights of way and are a valuable element of GI and can have recreational as well as biodiversity benefits. The Council will have regard to the West Sussex Rights of Way Improvement Plan when producing its GI Strategy and making decisions on applications that may have an impact on a right of way. **The Council will also have regard to the South Downs Green Infrastructure Framework when producing its Green Infrastructure Strategy and making decisions on planning applications**
- 4.94 Strategic sites, such as the proposed housing allocations in Part 2 of this Plan will be expected to make significant contributions to the green infrastructure network on-site. Other new developments should seek to incorporate elements of green infrastructure into their design where appropriate, for example through provision of green roofs, SuDS<sup>19</sup>, landscaping, tree planting etc.
- 4.95 A Green Infrastructure SPD will be produced in order to provide a holistic approach to the provision of green infrastructure and to maximise the many benefits that green infrastructure brings.

### **Policy 31: Green Infrastructure**

**Green infrastructure will be protected and enhanced and access to it improved where necessary and appropriate. When considering green infrastructure provision, the ecological characteristics of the area will be taken into account in order to maximise the biodiversity benefits.**

**Developments will be required to incorporate elements of green infrastructure into their overall design, and/or enhance the quality of existing Green Infrastructure as appropriate.**

**The Council will work with relevant partners and developers to facilitate the creation of an integrated network of green infrastructure within and beyond Adur. A Green Infrastructure Strategy will be produced by the Council and developments will be expected to comply with this document. All new major developments will need to demonstrate how they will contribute to the implementation of the Green Infrastructure Strategy both at**

<sup>19</sup> Sustainable Drainage Systems.

site level and with regard to the wider green infrastructure network.

The planting of trees will be supported and encouraged and Tree Preservation Orders will be made to ensure that healthy locally important trees that make a positive contribution to the streetscene are protected.

~~A Green Infrastructure Supplementary Planning Document will be produced by the Council.~~

## BIODIVERSITY

- 4.96 The NPPF states that Local Planning Authorities should aim to conserve and enhance biodiversity, and sets out how biodiversity issues should be addressed when determining planning applications.
- 4.97 All new developments will be required to take account of and incorporate biodiversity features at the design stage.
- 4.98 Conserving biodiversity is not just about protecting rare species and designated nature conservation sites. It also encompasses the more common and widespread species and habitats, all of which make an important contribution to quality of life. The Council will work with partners to conserve and enhance the biodiversity and geological diversity of Adur.
- 4.99 There are five Biodiversity Opportunity Areas (BOAs) in the district (although some lie outside of the area covered by the Local Plan). These include Shoreham Estuary and Beach, Adur to Newtimber including Mill Hill (South Downs National Park), Central Downs Arun to Adur (South Downs National Park), and Crooked Moon to Thundersbarrow (South Downs National Park). The BOAs are regional priority areas of opportunity for restoration and creation of Biodiversity Action Plan (BAP) habitats and are a spatial representation of the BAP targets and area.
- 4.100 Coastal squeeze is a particular issue in the south east of England and poses a significant threat to coastal habitats. Over the next twenty years coastal squeeze is likely to result in the loss of a significant amount of intertidal flats and saltmarsh. This is an issue for Adur due to its coastal location, the Adur Estuary SSSI and the compact nature of the district. New development that could result in further coastal squeeze will need to demonstrate how it is addressing this issue.

### Policy 32: Biodiversity

All development should ensure the protection, conservation, and where possible, enhancement of biodiversity, including nationally

and locally designated sites, Biodiversity Opportunity Areas (BOAs), marine habitats and other Biodiversity Action Plan (BAP) habitat areas, wildlife corridors, and protected and priority species. If significant harm cannot be avoided (by locating development on an alternative site with less harmful impacts), then such harm should be adequately mitigated, Where it cannot be adequately mitigated then such harm must be ~~or compensated~~ for. Where it cannot be compensated for, then planning permission should be refused.

**Nationally designated sites:** Proposed developments which would adversely affect a Site of Special Scientific Interest (SSSIs) (individually or cumulatively) will not normally be permitted. Exceptions will only be made where the benefits of the development on the particular site clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts.

**Local Designations:** Proposals for development in, or likely to have an adverse effect (directly or indirectly) on a Local Nature Reserve, Site of Nature Conservation Importance (including ancient woodlands or wildlife corridors) or Regionally Important Geological/Geomorphological Site will not be permitted unless it can be demonstrated that reasons for the proposal outweigh the need to safeguard the nature conservation value of the site/feature.

Where appropriate, the Authority will use planning conditions or obligations to provide appropriate enhancement and site management measures, and where impacts are unavoidable, mitigation or compensatory measures.

Where relevant, new development adjacent to the Adur Estuary or the coast will have to demonstrate how it is addressing the issue of coastal squeeze.

## OPEN SPACE, RECREATION AND LEISURE

- 4.101 Designated open space used for recreation and leisure purposes forms a key component of a green infrastructure network. Open Space, Playing Pitch and Built Facilities studies were produced for Adur in 2014. The Open Space Study concluded that the quantity of open space in Adur is satisfactory and that Adur has predominantly good quality, accessible open spaces. However, there are some wards in the district which fall short of the minimum provision standards for certain open space typologies and this shortfall should be addressed where possible over the plan period. Additionally, some unmet demand was identified for allotments across the district and it should be noted that Adur's allotment provision falls below the standard

**recommended by the National Society of Allotment and Leisure Gardeners.**

- 4.102 The Open Space Study (2014) sets a number of local standards regarding the quantity, quality and accessibility of different open space typologies. In terms of quantity, the **local** standards are as follows (all quantities are hectares per 1000 population):

Open Space Typology	Lancing & Sompting	Shoreham-by-Sea	Southwick & Fishersgate
Parks and gardens	0.22	0.73	0.04
Natural and semi-natural green space	2.28	2.33	2.46
Amenity greenspace	0.72	0.81	1.33
Provision for children and young people	0.04	0.04	0.08
Allotments	0.10	0.26	<del>0.53</del> <b>0.23</b>

**The above open space standards will be reviewed over the Plan period.**

**The Adur Playing Pitch Study (2014) identified a need for 4 additional youth pitches in the district. However, this issue is addressed in Policy 6 of the Plan.**

~~The Open Space study also identifies a need for additional football pitches up to 2031, specifically mini pitches and youth pitches, and recommends the following quantities per 1000 population:~~

~~Youth pitches—0.41ha~~

~~Mini pitches—0.5ha~~

- 4.103 The Open Space SPD to be produced by the Council will address open space provision in further detail.

**Policy 33: Open Space, Recreation and Leisure**

**Major development for residential use 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.**



The loss of existing open space, or sports and recreation buildings/facilities will be resisted unless:

- i. The development is for alternative sports and recreational provision, the need for which clearly outweighs the loss; or
- ii. An assessment has been undertaken which clearly shows t~~The~~ open space, buildings or land to be has become surplus to requirements and is not required to meet any other shortfalls in open space types; or
- iii. The loss resulting from the proposed development would be replaced by equivalent or improved provision in terms of quantity and quality in a suitable location.

Should the need arise, development of open space for essential utilities infrastructure will be supported in special circumstances, where the benefit outweighs any harm or loss and it can be demonstrated that there are no reasonable alternative sites available. However, any loss of open space should be in accordance with (iii) above.

Proposals for built sports facilities and formal sports provision will be supported where they are in accordance with ~~other policies~~ in this plan. Financial contributions for built sports facilities and formal sports provision will be sought from new development.

## PLANNING FOR SUSTAINABLE COMMUNITIES

- 4.104 Ensuring that appropriate and sufficient social and community infrastructure is provided is a vital part of delivering healthy, sustainable communities. A range of facilities may be required, or improvements made to existing facilities, to address issues arising from changes in population or deprivation. For the purposes of this policy, social and community facilities may be defined as community venues, cultural buildings, places of worship, education and health facilities, and pubs where evidence demonstrates they have a community value.<sup>20</sup>
- 4.105 Work has been undertaken to identify community infrastructure requirements. These are set out in the Adur Infrastructure Delivery Plan.
- 4.106 It is important to ensure that social and community facilities are protected, where they are viable and used.

<sup>20</sup> Open spaces and built sports facilities are covered by Policy 33.

4.107 Health is a material consideration in relevant planning decisions. The document 'Steps to Healthy Planning: Proposals for Action'<sup>21</sup> states that LDFs should contain policies on health and that planning authorities and the public health service should work together. Ways in which the Local Plan can contribute to a healthy environment include:

- Locating development near to existing facilities, town centres, etc. thereby reducing the need to travel by car. Shorter trips are more likely to be made on foot or by bicycle, which has health benefits, and such journeys do not contribute to CO2 emissions.<sup>22</sup>
- Creating well-designed public spaces which people enjoy using and feel safe in.<sup>23</sup>
- The provision of open space and green infrastructure.
- Addressing the planning aspects of pollution.

4.108 The health service providers in Adur are the Western Sussex Hospitals Trust and **NHS** Coastal West Sussex Clinical Commissioning Group and Adur Clinical Commissioning Group. These recognise the health issues associated with deprivation which occur in Adur. In addition a Wellbeing Hub has been set up for Adur (and another in Worthing) - a partnership between Adur District, Worthing Borough and West Sussex County Councils, and NHS Sussex. The Hub provides universal advice and support for adults and families on lifestyle issues that impact on health and wellbeing and signposts to other services. It works with all communities but targets those most in need in areas of deprivation and disadvantaged groups.

4.109 The Sustainability Appraisal process also considers the impact of the proposals and policies of this Local Plan on health. The use of these assessments will ensure that the health impacts of development are identified and addressed at an early stage in the planning process. In addition an Equalities and Health Impact Assessment has been produced to accompany this Local Plan.

#### **Policy 34: Planning for Sustainable Communities**

**The Council will protect, and support improvements to, social and community facilities. Development which would result in the loss of existing social or community facilities will only be permitted where:**

- **It can be demonstrated there is no demand for the facility within the area and the premises have been marketed for a reasonable period of time; or**

<sup>21</sup> Steps to Healthy Planning: Proposals for Action. Spatial Planning and Health Group June 2011.

<sup>22</sup> See Parts Two and Three of this Local Plan.

<sup>23</sup> See Quality of the Built Environment and Design policy.

- There is alternative provision available locally that is accessible, and at least equivalent in terms of quality; or
- The proposed development would provide an alternative social and community facility.

The Council will work with health care providers to deliver up-to-date healthcare facilities, and with the providers of other social and community infrastructure to deliver appropriate facilities in accessible locations, to meet local needs.

The reduction of health inequalities and initiatives to facilitate healthier lifestyles will be supported, where these can be delivered through the planning system.

4.110 For the purposes of the policy above, 'the area' referred to in the first bullet point will be dependent upon the type and scale of facility in question, and its catchment area. It may commonly relate to the neighbourhood, although not necessarily in every case.

## POLLUTION AND CONTAMINATION

4.111 Air quality is an issue within Adur, primarily as a result of traffic congestion. Two Air Quality Management Areas (AQMAs) have been designated at Shoreham High Street and Old Shoreham Road, Southwick, and the Brighton AQMA borders the district boundary. Adur has an Air Quality Action Plan, and an Air Quality and Emission Mitigation guidance document was produced by 'Sussex-Air' in 2013 which addresses air quality throughout the district<sup>24</sup> (and complements the existing Air Quality Action Plan) Air Quality Assessments will be required in conjunction with relevant development proposals to demonstrate that there are no potential adverse impacts on health, or to show how any impacts can be mitigated.

4.112 The measures indicated in the Transport and Accessibility, Green Infrastructure and place-based policies to achieve improved cycle and walking routes and improve public transport will all play a part in encouraging modal shift, particularly on local journeys, and therefore contribute to reducing the amount of emissions produced by vehicles. In addition, the layout of development can be important - for example, levels of air pollutants drop off rapidly with distance from the road so locating facades as far as possible from the kerbside will help and will also reduce the impact of noise.<sup>25</sup>

<sup>24</sup> <http://www.adur-worthing.gov.uk/media/media,121587,en.pdf>

<sup>25</sup> Light pollution is addressed in the Quality of the Built Environment and Public Realm policy.

4.113 Noise pollution is also a local issue, again primarily related to transport. ~~Shoreham Airport has a draft Noise Action Plan (2010-2015)~~ **Brighton City Airport produced Noise Maps in December 2014 which were** prepared in line with the Environmental Noise (England) Regulations 2006, ~~which~~ **and** contains Noise Level contour maps and ~~an Action Plan~~. In addition, Defra<sup>26</sup> has indicated several 'Important Areas' for noise in Adur, all of which are related to either the A27 or A259. DEFRA's Noise Policy Statement sets out current policy and practice in noise management. Planning decisions in Adur will, where relevant, be informed by the Brighton Agglomeration Noise Action Plan (DEFRA 2010) which includes Adur District. The Council will work with the relevant bodies to reduce the number of dwellings impacted by noise in the district.

4.114 Noise assessments (to include assessment of the impact of traffic noise where appropriate) may be required in conjunction with relevant proposals. A Sussex-wide Planning Noise Advice Document was produced in 2013. This document provides advice for developers, consultants and relevant stakeholders when making a planning application.<sup>27</sup>

4.115 With regard to contaminated land, the Council aims to:

- encourage the re-use of previously developed land (brownfield sites) to reduce the demand for developing green-field sites;
- help regenerate areas;
- reduce risks posed to human health and the environment.

4.116 ~~The Council will endeavour to ensure that a~~ **All potentially** contaminated land<sup>28</sup> **is should be** remediated prior to development and/or during construction to a level appropriate to its proposed use. In order to achieve this investigations and assessments of all sites situated on or in close proximity to potentially contaminated land will be required in conjunction with relevant development proposals. The purpose of these investigations and assessments is to ascertain whether the land poses potential risk to human health and the environment and if necessary, outline remedial measures and future monitoring to mitigate and monitor the risk. All investigations of potentially contaminated land should be carried out in accordance with established procedures.<sup>29</sup>

4.117 In accordance with the NPPF (~~which sets out the Government's planning policy approach to pollution issues~~) where a site is affected by contamination or land stability issues responsibility for securing a safe

<sup>26</sup> The Department for the Environment, Food and Rural Affairs.

<sup>27</sup> <http://www.adur-worthing.gov.uk/media/media,121802,en.pdf>

<sup>28</sup> **To include land** defined under Part IIA of the Environmental Protection Act 1990.

<sup>29</sup> Such as British Standard 10175:2001 Investigation of Potentially Contaminated Land – Code of Practice.

development rests with the developer and/or landowner. A desk study report and site reconnaissance is the minimum requirement of information that should be provided with a planning application. Following remediation, the land should not be capable of being determined 'contaminated land' under Part II A of the Environmental Protection Act 1990.

- 4.118 Conditions may be used to secure pollution mitigation measures in new developments.

### **Policy 35: Pollution and Contamination**

**Development should not result in pollution or hazards which prejudice the health and safety of the local community and the environment, including nature conservation interests and the water environment.**

**New development in Adur will be located in areas most suitable to the use of that development to avoid risks from noise, air, odour or light pollution.**

**Mitigation measures will need to be implemented for developments that could increase levels of pollution or have a negative impact on drinking water supplies in Adur. Where increased levels of pollution cannot be mitigated development will be resisted.**

**Where appropriate, air quality assessments and/or noise assessments will be required in conjunction with development proposals.**

**Investigations and assessments of all sites situated in or in close proximity to potentially contaminated land will be required in relation to relevant development proposals.**

## **WATER QUALITY AND PROTECTION**

- 4.119 In 2003 the Water Framework Directive became part of UK law. This provides an opportunity to deliver a better water environment focussing on:

- Surface freshwater (including lakes, streams and rivers)
- Groundwater
- Groundwater dependent ecosystems
- Estuaries

- 4.120 Key water features in Adur are the River Adur SSSI estuary and the Teville Stream. There are also five Groundwater Source Protection Zones (SPZs).

- 4.121 Under the Water Framework Directive, the Environment Agency has prepared a River Basin Management Plan for the South East River Basin District. This plan assesses the pressures facing the water environment in the area and the actions that will address them.
- 4.122 It is essential that new development does not have a detrimental impact on water quality in Adur and, where possible and necessary, development should contribute to water quality enhancements. Appropriate Sustainable Drainage Systems (SuDS) can also contribute to water quality through filtration.

### **Policy 36: Water Quality and Protection**

**Development will be permitted provided that:**

**It does not have an unacceptable impact on the quality and potential yield of local water resources and the water environment; also**

**It protects and enhances groundwater, surface water features and controls aquatic pollution to help achieve the objectives of the Water Framework Directive; and**

**It has an adequate means of water supply (even in a drought), sufficient foul and surface water drainage and adequate sewage treatment capacity.**

**Development must be phased to take into account the timing of any water and/or wastewater infrastructure required which must be in place prior to the occupation of development.**

**A preliminary risk assessment will be required for any development where there is potential risk of contamination of controlled waters.**

**New development within Groundwater Source Protection Zones will only be permitted provided that it has no adverse impact on the quality of the groundwater source or a risk to its ability to maintain a public water supply.**

## **FLOOD RISK AND SUSTAINABLE DRAINAGE**

### **Flood Risk**

- 4.123 With the effects of climate change creating wetter, warmer winters and rising sea levels, the risk of flooding is increasingly putting the natural and built environment as well as people's livelihoods and safety under



threat. Flood risk is a significant issue in Adur due to its coastal location and the River Adur bisecting the district. The large area of open land between Shoreham-by-Sea and Lancing, as well as more urban areas including parts of Shoreham town centre are in areas with a high probability of flooding.

- 4.124 The Council's Strategic Flood Risk Assessment (SFRA) was updated in 2012 to help inform the location of future development within the district. As well as being a useful tool for the Council in terms of land-use planning and emergency planning, the SFRA should also be used by developers when considering new development and should, where necessary, inform their Flood Risk Assessments (FRAs). However, the SFRA should not be considered the sole source of information, particularly with regard to surface water and groundwater flooding. Developers should have regard to, amongst other things, West Sussex County Council's Local Flood Risk Management Strategy and the records the County Council keep as part of their Lead Local Flood Authority role as well as the County Council's Preliminary Flood Risk Assessment (PFRA). **and, where relevant, the Lancing Surface Water Management Plan (2015).**
- 4.125 The SFRA has shown that there are a number of different types of flood risk in the district and that, in addition to tidal and fluvial flooding, many parts of Adur are subject to groundwater and surface water flooding. The groundwater flood risk mainly results from the geology of Adur which is dominated by chalk and much of the surface water in the district originates from run-off from the steep slopes of the South Downs.
- 4.126 The SFRA recommends that a detailed site specific flood risk assessment be submitted with planning applications as set out in the policy below. This approach goes beyond national guidance but is considered appropriate given the surface water and groundwater issues in the area.
- 4.127 In addition to the SFRA, the Council will work with relevant partners to help implement the aims of the Beachy Head to Selsey Bill Shoreline Management Plan First Review (2006) and the resulting Rivers Arun to Adur Flood and Erosion Management Strategy 2010-2020.
- 4.128 In assessing the suitability of sites for various uses in this Local Plan, the approach set out in the NPPF has been used to ensure that flood risk has been properly taken into account to avoid inappropriate development in areas at risk of flooding. To ensure that sites with little or no flood risk are developed in preference to areas at high flood risk, the Council has carried out, in accordance with the NPPF, a Sequential Test informed by the SFRA. The Sequential Test takes into consideration the vulnerability of the development proposed, ensuring that the more vulnerable uses are directed away from areas of high flood risk.

- 4.129 Where sites have passed the sequential test, they have been assessed against the objectives of the Sustainability Appraisal to determine whether the sustainability benefits to the community outweigh flood risk as part of the Exceptions Test. The sites that demonstrate these wider benefits and have also shown that flood risk on the site can be managed without increasing flood risk elsewhere have been allocated in this plan. Further detail regarding the management of flood risk would be required at the planning application stage where the developer would be required to produce a site specific Flood Risk Assessment. The second part of the exceptions test requires that a site specific flood risk assessment must be undertaken to demonstrate that the development will be safe for its lifetime taking account of the vulnerability of users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. This part of the exceptions test would be undertaken at the planning application stage.
- 4.130 It has not been possible to allocate all strategic sites within areas at low risk of flooding due to the limited capacity of Adur for further development as well as wider sustainability and regeneration objectives for the area. The Environment Agency, as part of the Rivers Arun to Adur Flood and Erosion Management Strategy 2010-2020, are progressing a flood defence scheme along both the east and west bank of the River Adur, which will help to considerably reduce the risk of tidal flooding in the district. An indicative completion date for this scheme is 2017.
- 4.131 Please see Part Two for more site-specific information on flood risk.

### Sustainable Drainage

- 4.132 Sustainable Drainage Systems (SuDS) are a way of managing rainwater falling on roofs and other surfaces. The key objectives are to manage the flow rate and volume of surface runoff to reduce the risk of flooding and water pollution. SuDS also reduce pressure on the sewerage network and can improve biodiversity and local amenity. A SuDS Approval Body is likely to be set up for West Sussex which will approve all surface water drainage schemes prior to construction.

#### **Policy 37: Flood Risk and Sustainable Drainage**

**The Council will work with relevant bodies to ensure that flood risk in Adur is reduced.**

**A site specific flood risk assessment must be submitted with planning applications for:**

- **Proposals of 1 hectare or greater in Flood Zone 1**

- All development<sup>30</sup> or changes of use to a more vulnerable use in Flood Zones 2 and 3
- All development<sup>3430</sup> or changes of use to a more vulnerable use, regardless of flood zone or size, where flood risk from other sources (surface water, sewer, groundwater) is identified by the Strategic Flood Risk Assessment.

The flood risk assessment will need to demonstrate that development:

- is appropriately flood resilient and resistant, includes safe access and escape routes where required, and that any residual risk can be safely managed;
- will be safe for its lifetime taking account of the vulnerability of its users;
- will not increase flood risk (including sewer flooding, surface water and groundwater flood risk) elsewhere;
- will, where possible, reduce flood risk overall; and
- will give priority to the use of sustainable drainage systems.

The flood risk assessment will also need to demonstrate that, where possible, higher vulnerability uses have been located on parts of the site at the lowest probability of flooding.

New development within Adur must include some form of Sustainable Drainage System (SuDS) or other appropriate design measures in order to reduce the risks of surface water flooding and to mitigate the risk of pollution to groundwater sources. SuDS should be considered before other forms of disposal.

Substantial storage through SuDS will be required to achieve a reduction in runoff to levels below that experienced prior to development. On relevant sites, storage of runoff during the high part of the tidal cycle should be addressed. SuDS must be designed sensitively and must seek to enhance landscapes, increase biodiversity gains, and provide quality spaces.

For all developments, applicants will be required to demonstrate that acceptable management arrangements are in place and funded to ensure the ongoing maintenance of SuDS into the future. Where it is not practical to provide SuDS on site, the development of strategic level SuDS may be considered appropriate. In these circumstances, contributions may be required through s106 undertakings/ CIL.

<sup>30</sup> Excluding 'minor development' as defined in paragraph 046 of the National Planning Policy Framework Planning Practice Guidance.

<sup>34</sup> ~~See above footnote.~~

## TELECOMMUNICATIONS

- 4.133 The ways in which people shop, work and communicate have changed in recent years, and are likely to continue to do so due to further developments in technology throughout the lifetime of this plan. Although it is difficult to predict the precise impacts of these changes, a balance should be struck between facilitating communication and ensuring that the environment is protected.
- 4.134 In certain situations planning permission for works are provided through provisions within the Town and Country Planning (General Permitted Development) Order 1995 (as amended) subject to the limitations and conditions specified therein being satisfied.

### **Policy 38: Telecommunications**

**The expansion of electronic communication networks including high-speed broadband connections will be supported. Proposals should demonstrate that:**

- **All opportunities for mast sharing, or the use of existing buildings or structures have been thoroughly assessed; and**
- **There are no satisfactory alternative sites available.**

**Applications for telecommunications development (including for prior approval) should be accompanied by the necessary evidence to support development, including evidence which demonstrates that the proposal is the least environmentally harmful option, and includes a statement that self-certifies that the cumulative exposure will not exceed the guidelines of the International Commission on Non-Ionising Radiation Protection.**

**All proposals for telecommunications development should ensure that siting and design of the equipment results in acceptable visual impact. Conditions or planning obligations may be used to secure landscaping as well as restoration of the site once operation has ceased.**