

# Proposed Submission Adur Local Plan 2014



## Representation Form

Return Address:

[planning.policy@adur-worthing.gov.uk](mailto:planning.policy@adur-worthing.gov.uk)


Or:

Planning Policy Team, Adur and Worthing Councils, Town Hall, Chapel Road,  
Worthing, BN11 1BR

Or hand in at:

- Adur Civic Centre, Ham Road, Shoreham-by-Sea, BN43 6PR or
- Portland House, 44 Richmond Road, Worthing, BN11 1HS

**Please return to Adur District Council by 5pm on 1st December 2014  
Late representations will not be considered.**

 **Use of your information** Respondent details and representations will be forwarded to the Secretary of State for consideration when the Adur Local Plan is submitted for examination. All documents will be held by Adur District Council and representations will be published including on the internet e.g. [www.adur-worthing.gov.uk](http://www.adur-worthing.gov.uk). Personal contact details (address, email and phone number) will be removed from published copies of representations. Your information will be handled in accordance with Data Protection Act 1998.

Contact details will be added to the Adur Planning Policy consultees database to keep you informed on the progress of the Adur Local Plan and other related documents.

Please tick if you do **not** want to be informed.

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This form has two parts:

- Part A - Respondent Details. You only need to fill this in once.
- Part B - Your representation(s). Please fill in a separate sheet for each representation you make.

**It is recommended that you read the Guidance Notes provided for an explanation of terms used in this form.**

**Part A – Personal Information**  
You only need to complete this section once

**Personal Details**

|                                    |                                             |           |                      |
|------------------------------------|---------------------------------------------|-----------|----------------------|
| First name                         | <input type="text"/>                        |           |                      |
| Last name                          | <input type="text"/>                        |           |                      |
| Organisation<br>(where applicable) | <input type="text" value="Landstone Ltd."/> |           |                      |
| Address line 1                     | <input type="text" value="C/O Agent"/>      |           |                      |
| Address line 2                     | <input type="text"/>                        |           |                      |
| Address line 3                     | <input type="text"/>                        |           |                      |
| Post Code                          | <input type="text"/>                        | Telephone | <input type="text"/> |
| Email address                      | <input type="text"/>                        |           |                      |

**Agent's Details** (if applicable)

|                |                                                    |           |                                         |
|----------------|----------------------------------------------------|-----------|-----------------------------------------|
| First name     | <input type="text" value="Chris"/>                 |           |                                         |
| Last name      | <input type="text" value="Barker"/>                |           |                                         |
| Organisation   | <input type="text" value="ECE Planning Limited"/>  |           |                                         |
| Job Title      | <input type="text" value="Director"/>              |           |                                         |
| Address line 1 | <input type="text" value="Brooklyn Chambers"/>     |           |                                         |
| Address line 2 | <input type="text" value="11 Goring Road"/>        |           |                                         |
| Address line 3 | <input type="text" value="Worthing, West Sussex"/> |           |                                         |
| Post Code      | <input type="text" value="BN12 4AP"/>              | Telephone | <input type="text" value="██████████"/> |
| Email address  | <input type="text" value="████████████████████"/>  |           |                                         |

## Part B – Representation

Please use separate sheets for each representation

### 1. Which part of the Adur Local Plan does this representation relate to?

|            |                      |                                   |                                      |
|------------|----------------------|-----------------------------------|--------------------------------------|
| Policy No. | <input type="text"/> | Paragraph No.                     | <input type="text"/>                 |
| Map        | <input type="text"/> | Other section<br>(please specify) | <input type="text" value="Various"/> |

### 2. Do you consider the Adur Local Plan to be: (tick as appropriate)

2.1 Legally Compliant    Yes                          No   

2.2 Sound                      Yes                          No   

**Please read the Guidance Note for guidance on legal compliance and soundness.**

**If you have ticked no to 2.1, please continue to Q4.**

**If you have ticked no to 2.2, please continue to Q3.**

**If you have ticked yes to 2.1 and 2.2 please go to Q7.**

### 3. Do you consider the Adur Local Plan to be unsound because it is not: (tick as appropriate)

3.1 Positively Prepared                     

3.2 Justified                                     

3.3 Effective                                     

3.4 Consistent with National Policy

**4. If you consider the Adur Local Plan to be unsound or not legally compliant, please explain why in the box below:**

Please see accompanying statement.

(Continue on a separate sheet if necessary)

**5. Please explain in the box below what change(s) you consider necessary to make the Adur Local Plan legally compliant and sound having regard to the reason you identified above.**

**(You will need to say why this change will make the Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested or revised wording of any policy or supporting text. Please be as precise as possible).**

Please see accompanying statement.

(Continue on separate sheet if necessary)

**6. If your representation concerns soundness or legal compliance and is seeking a change, do you consider it necessary to attend and give evidence at the hearing part of the examination? (tick as appropriate)**

**No**, I wish to communicate through written representations

**Yes**, I wish to speak to the Inspector at the hearing sessions

**Please note:** The Inspector will determine the most appropriate procedure to hear those who have indicated that they wish to participate at the hearing part of the examination.

**7. If you wish to participate at the hearing part of the examination, please outline why you consider this to be necessary.**

To further support our representations in relation to the future allocation of the land at Hasler (Old Salts Farm) for residential development, and to provide the opportunity to discuss technical matters in relation to flooding, ecology and landscape impacts.

**8. Please tick if you do not wish to be informed of the following:**

- When the Plan has been submitted for Examination
- When the recommendations from the Examination have been Published
- When the Local Plan has been adopted

**What happens next?**

Representations made to the Council will be passed to the Inspector for consideration.

Once this has happened, the Inspector will commence the examination and give notice of the start of the hearing sessions.

Interested parties will be informed of the start date of the hearing sessions and the matters to be considered.

**Thank you for making representations.**

# **ECE Planning**

**Representations to Adur District Council.**

**On Behalf of Landstone Ltd.**

**November 2014**





# ECE Planning

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Project Name: Old Salts Farm

Location Land at Hasler (Old Salts Farm), Lancing, West Sussex

Client: Landstone Ltd

File Reference: P1118

| Issue | Date       | Author  | Checked  | Notes          |
|-------|------------|---------|----------|----------------|
| PL1   | 25.11.2014 | J Cogan | C Barker | Initial Draft  |
| PL2   | 28.11.2014 | J Cogan | C Barker | Client Draft   |
| PL3   | 01.12.2014 | J Cogan | C Barker | Planning Issue |
|       |            |         |          |                |
|       |            |         |          |                |
|       |            |         |          |                |

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## 1. Preamble

- 1.1. This report has been produced on behalf of Landstone Ltd in support of their representations to Adur District Council in response to the Council's consultation on the Proposed Submission Adur Local Plan 2014.
- 1.2. The Council's consultation forms the latest stage of the preparation and examination process for the Adur Local Plan 2014 which, once adopted will form the basis of the Council's Development Plan, and replace the existing Adur Local Plan 1996. Consequently, those representations made in this report should be read in conjunction with those previous representations made by ECE Planning on behalf of Landstone Ltd, and in relation to the Land at Hasler (Old Salts Farm).
- 1.3. The purpose of the Adur Local Plan 2014, is to identify the 'spatial strategy' that is to form the basis of the Council's strategic vision for the future development of the District up to 2031. The Local Plan will also provide strategic allocations to meet the objectively assessed housing, employment, leisure and infrastructure needs within the District. Therefore, those policies and principles within the Adur Local Plan will be used in the consideration of planning applications.
- 1.4. A full evidence base has been published in support of the strategic vision, allocations and policies adopted within the Proposed Submission Adur Local Plan 2014.
- 1.5. On the basis of the evidence base that has been prepared in support of the Adur Local Plan 2014, the strategic vision and those policies and allocations contained within the Proposed Submission Adur Local Plan 2014, seek to guide the broad distribution of future residential development that is to meet the objectively assessed housing need within the District.
- 1.6. Therefore, this report and those representations that it supports, examines at length the Proposed Submission Adur Local Plan 2014, as well as the evidence base that has prepared in support of the Council's Local Plan. Reflecting the important role of the Proposed Submission Adur Local Plan 2014 in meeting the objectively assessed housing need, particular focus is given to the examination of the objectively assessed housing need and the allocation of sites to meet this need.
- 1.7. Consistent with National planning policy and guidance, these representations to the Proposed Submission Adur Local Plan 2014, as well as the evidence base upon which it has been prepared, are based upon those tests of soundness as outlined in Paragraph 182 of the Framework as follow:

**Positively prepared –** *the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;*

**Justified –** *the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;*

**Effective –** *the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and*

**Consistent –** *the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.*

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- 1.8. The representations and recommendations have therefore been assessed against these tests of soundness, with conclusions drawn.
- 1.9. This report, and the representations that it supports, should be read in conjunction with our clients previous representations to Adur District Council in relation to the Council's emerging Local Plan in November 2013, and June 2014. As with these previous representations, this report will focus on the suitability of the following site for future residential development within the Proposed Submission Adur Local Plan 2014.

## **Land at Hasler (Old Salts Farm)**

- 1.10. This report should be considered in full in conjunction with that information provided in the accompanying forms which, in combination for the representations submitted in response to the Council's consultation on the Proposed Submission Local Plan 2014.

## 2. Introduction

- 2.1. Adur District Council's consultation on the Proposed Submission Adur Local Plan 2014, to which this report makes representations on behalf of Landstone Ltd, forms a key part of the preparation of the Council's Local Plan, and identifies the 'spatial strategy', allocations of land and general policies that will guide the future development of the District. The strategy adopted within the Proposed Submission Adur Local Plan 2014, seeks to meet the objectively assessed needs within the District, including housing need.
- 2.2. The Proposed Submission Adur Local Plan, if adopted, will form the central pillar of the Adur Local Development Plan, identifying the spatial distribution of future development within the District. Therefore these representations rigorously assess the Proposed Submission Adur Local Plan, as well as the evidence base prepared in support, against those 'tests of soundness' identified within National policy and guidance.
- 2.3. Therefore, in light of its role in meeting locally identified needs, these representations to the Council's consultation on the Proposed Submission Adur Local Plan 2014, seek to assess the objectively assessed development and infrastructure needs upon which it is based, as well as the residential allocations that it promotes.
- 2.4. Consequently, the assessment of the consultation document (and supporting evidence base) against the 'tests of soundness' provide an indication of the soundness and legal compliance of the Proposed Submission Adur Local Plan 2014.
- 2.5. The National Planning Policy Framework ('The Framework') and the recently published National Planning Practice Guidance (NPPG) establish the basis against which the Proposed Submission Adur Local Plan should be prepared, as well as those 'tests of soundness' that the emerging Local Plan must comply. In this regard, fundamental to the preparation and examination of the Adur Local Plan, is the identification of the objectively assessed development needs of the District, and the adoption of suitable and effective 'spatial strategy' to meet these needs. The delivery of the objectively assessed housing need should also be supported by the allocation of suitable, available and deliverable sites for future residential development.
- 2.6. Furthermore, emerging Proposed Submission Adur Local Plan must be assessed against the backdrop of those identified failures of the Council's existing Development Plan to meet objectively assessed housing need.
- 2.7. Therefore it is against this backdrop of the Council's previous failures to identify the robust and justified housing need within the District or, plan proactively to meet this need, that this report has been prepared.
- 2.8. Those representations contained within this report, and the recommendations that it makes, focus on both the Council's evidence base in relation to the identification of a robust and justified housing need, and the strategy that is adopted to guide of future residential development within the District.

## 3. Objectively Assessed Housing Need

- 3.1. At the heart of the National Planning Policy Framework (NPPF) is a significant emphasis on the delivery of a wider choice of high quality homes, which should be realised through the presumption in favour of sustainable development.
- 3.2. To achieve the delivery of a wide range of quality homes which meet local need, the NPPF places an explicit requirement that Local Planning Authorities (LPAs) must identify the locally generated housing need and, plan positively to accommodate this need through the establishment of a valid 5-year housing land supply.

*‘To boost significantly the supply of housing, local planning authorities should:*

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period*
- identify and update annually a supply of specific deliverable<sup>11</sup> sites sufficient to provide five years’ worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land’*

(Paragraph 47, NPPF)

- 3.3. Consequently, the identification of the locally arising need within Adur and, the allocation of adequate housing land throughout the District to meet this need over the plan period, are fundamental in the preparation of the Adur Local Plan. It is our considered opinion, as identified within our previous representations to the Local Plan that the Proposed Submission Adur Local Plan 2014 fails to plan positively to meet the identified housing need within the District and throughout the plan period.
- 3.4. The Locally Generated Housing Needs Survey (LGNHS) establishes the need within the District as 4,590 dwellings (including 1,050 at Shoreham Harbour) between 2011 and 2028 (270/annum). Discounting those 1,050 dwellings that are to be provided within the Shoreham Harbour redevelopment, it is considered that the Proposed Submission Adur Local Plan 2014 must plan proactively for the delivery of 4,160 dwellings within the District (2011-2031) at 208 dwellings per annum.
- 3.5. Contrary to the locally identified housing need of 208 dwellings per annum, the Proposed Submission Adur Local Plan 2014 identifies two housing target options that are significantly lower than this identified need. The Proposed Submission Adur Local Plan 2014, plans for just **1,747 – 1,897** dwellings (excluding Shoreham Harbour) or **94 dwellings per annum** over the plan period.
- 3.6. It is therefore clear that the housing target identified and planned for within Proposed Submission Adur Local Plan 2014, is significantly below the housing need identified within the LGHNS, even if the existing Affordable Housing deficit of 564 dwellings is not considered.

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- 3.7. Despite our previous representations to the Adur Local Plan, the Council have maintained their position that the Proposed Submission Adur Local Plan is to provide for just 1,747 – 1,897 dwellings (excluding Shoreham Harbour) at 94 dwellings per annum over the plan period.
- 3.8. It is therefore strongly contended that the Proposed Submission Adur Local Plan 2014 fails to comply with the National Planning Policy Framework and does not plan positively for the delivery of adequate housing to meet the locally arising housing need within the District.
- 3.9. The justification provided within the Proposed Submission Adur Local Plan for such a departure from the identified housing need cannot be supported. It is strongly contended that Arun District Council must adopt a more proactive and positive approach in overcoming the physical constraints on the delivery of residential development within the District to meet identified need.
- 3.10. We therefore strongly contend that, in line with the objectives of the National Planning Policy Framework, Adur District Council must adopt a proactive a positive approach in overcoming physical constraints on the delivery of residential development to meet identified need. *‘When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure.’* (Paragraph 99, NPPF).
- 3.11. On the evidence provided within the Proposed Submission Adur Local Plan, as well as the Council’s response to our previous representations (Appendix A), it is strongly contended that the Proposed Submission Adur Local Plan 2014 fails to both meet the locally identified housing need and, plan proactively for the delivery of adequate housing throughout the plan period. Instead it is considered that while the Adur Local Plan provides for the medium to long term delivery of housing at the Shoreham Harbour development, the Local Plan fails to plan beyond the short-term elsewhere.
- 3.12. On this basis it is considered that the Council’s failure to allocate the Land at Hasler (Old Salts Farm) for future residential development in the medium to long term cannot be justified. The site has the potential to yield a significant portion of housing numbers required to meet the explicitly identified need within the District over the plan period.
- 3.13. It is acknowledged within the Adur Local Plan that the Shoreham Tidal Walls Scheme is to be implemented *‘would result in the site no longer acting as ‘functional floodplain.’* Consequent, it is therefore our considered view that following the delivery of the Shoreham Tidal Walls Scheme (short-term delivery), the Land at Hasler harbours potential to deliver medium to long term residential development over the plan period.
- 3.14. Overall, the Proposed Submission Adur Local Plan 2014 must be considered in light of the requirement for Adur District Council to plan proactively for the delivery of adequate high quality homes to meet the objectively assessed housing need over the plan period.
- 3.15. The allocation of the Land at Hasler (Old Salts Farm) for future residential development must therefore be considered in light of this requirement and, the ability of the site to provide for the medium to long term residential development. Consequently, without the allocation of the Land at Hasler, Adur District Council have failed to plan proactively for the delivery of adequate housing, within the District. Therefore, the Proposed Submission Adur Local Plan sound be found unsound as it has not been positively prepared.



## 4. Mitigation of Flood Risk

- 4.1. It is acknowledged that the Land at Hasler (Old Salts Farm) currently forms part of the 'functional floodplain' associated with fluvial and tidal flooding of the nearby River Adur. Consequently, the residential development of the site cannot occur until such time as suitable flood mitigation and attenuation measures can be implemented.
- 4.2. The implementation of such appropriate flood mitigation and attenuation measures along the banks of the River Adur and within the site, will provide the dual benefits of reducing the flood risk to existing properties within the District, as well as unlocking the potential for significant areas of previously undeveloped land to accommodate future residential development. The Shoreham Tidal Walls Project is one such project that, when completed, will significantly reduce tidal and fluvial flood risk across the District, unlocking future residential opportunities.
- 4.3. The Shoreham Tidal Walls Project benefits from an established delivery mechanism lead by the Environment Agency as well as West Sussex County Council that will ensure the project is delivered via an agreed and funded timetable. It is our understanding, gained through continued discussions with relevant Officer's at Adur District Council, that the delivery mechanism for the Shoreham Tidal Walls Project which has been initiated will ensure the delivery of the project no later than circa 2016.
- 4.4. As acknowledged within the Proposed Submission Adur Local Plan, the implementation of the Shoreham Tidal Walls Project *'would result in the site no longer acting as 'functional floodplain'* consequently, the provision of the Shoreham Tidal Walls Project will unlock large areas of greenfield land for future residential development.
- 4.5. It is considered that the Land at Hasler (Old Salts Farm) represents such a site which, following the implementation of the Shoreham Tidal Walls Project and appropriate flood attenuation measures can come forward as a significant residential development opportunity within the District. As previously identified, it is expected that the short-term completion of the Shoreham Tidal Walls Project (circa 2016) will facilitate the residential development of the Land at Hasler within the medium to long term of the Adur Local Plan period (2011-31).
- 4.6. It should be acknowledged that the Shoreham Tidal Walls Project, that is to enable to future residential development of the Land at Hasler (Old Salts Farm), will also facilitate the Shoreham Harbour Redevelopment on which Adur District Council are reliant for the delivery of up to 1,050 homes over the plan period. It is our considered opinion that this establishes that the Council has demonstrated the strategic and proactive planning required to allocate significant future residential development opportunities current restricted by Flood Risk.
- 4.7. With the completion of the Shoreham Tidal Walls Project due within the early part of the Adur Local Plan period (circa 2016) and, the alleviation of the tidal and flood risk to the Land at Hasler, it is hoped that Adur District Council once again demonstrate such a strategic and proactive plan led strategy for the delivery of adequate housing over the plan period. Our client therefore welcomes the opportunity to engage with Adur District Council to enable the allocation of the Land at Hasler for residential development within the Proposed Submission Adur Local Plan, through the establishment of a proactive and strategic plan led strategy.
- 4.8. However, on the basis of the Council's current Proposed Submission Adur Local Plan 2014, and the exclusion of the Land at Hasler (Old Salts Farm) for future residential development, it is strongly contended that the Proposed Submission Adur Local Plan 2014 is unsound, as it is not justified.

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## 5. Landscape

- 5.1. Whilst the Land at Hasler (Old Salts Farm), as identified below (Figure 1), has not previously been developed, and therefore represents a greenfield site, we strongly contend that the site is of no particular landscape value and, therefore the future residential development of the site is appropriate.
- 5.2. This conclusion has been drawn on the basis of the apparent landscape value associated with the site, its role within the wider setting of Arun District and, its relationship with the existing built up area.



**Figure 1 - Site Location**

- 5.3. The Land at Hasler performs a limited role in forming the landscape character of the local area and the setting of Adur District Council, with the site bound to the south, west and south-east by the existing built up area and the railway to the north, resulting in an insular site.
- 5.4. Consequently with its future residential development representing a logical extension of the existing built up area, it is considered that the future residential development of the Land at Hasler would represent the logical extension of the existing Hasler estate.
- 5.5. Overall it is concluded that the Land at Hasler is not of particular landscape value and, therefore the future residential development of the site that incorporates appropriate mitigation measures, will not have an adverse impact on the setting of the District.
- 5.6. Therefore, it is concluded that, in light of the objectively assessed housing need within the District, the Land at Hasler (Old Salts Farm) should be allocated within the Proposed Submission Adur Local Plan 2014 for future residential development.

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## 6. Ecology

- 6.1. It is strongly contended that the allocation of the Land at Hasler (Old Salts Farm) and, therefore the future residential development of site, will have no adverse impact with regards to ecology.
- 6.2. This conclusion has been drawn on the basis of the understanding that the site is not of significant ecological value and, that appropriate mitigation measures can be incorporated within any future residential development that ensure that any ecological impact can be minimised.
- 6.3. It is therefore expected that any future residential development of the Land at Hasler will be supported by a full ecological survey which, will inform the mitigation strategy that will be implemented to facilitate the development of the site.

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## 7. Conclusions

- 7.1. Overall it is considered that the Proposed Submission Adur Local Plan 2014 fails to reflect or comply with the objectives of the National Planning Policy Framework. The failure of the Proposed Submission Adur Local Plan 2014 to comply with the National Planning Policy Framework stems primarily from the Council not positively or proactively planning to meet the locally identified housing need as indicated in the Locally Generated Housing Needs Survey (LGHNS).
- 7.2. The failure of the Local Plan to meet the identified housing need has been further compounded by the Councils unjustified decision not to allocate the land at Hasler for residential development despite, the significant flood alleviation works to be undertaken as part of the Shoreham Tidal Walls Scheme or, the requirement within the NPPF for Local Planning Authorities to plan for development in areas which can be developed through use of suitable adaption measures.
- 7.3. Our client is keen to proactively and positively explore the residential development of the land at Hasler and discuss solution to overcome the remaining physical constraints.
- 7.4. We therefore hope that Adur District Council will reconsider their housing needs position and decision not to allocate the Land at Hasler for residential development and engage proactively and positively in bringing the site forward to meet the locally identified housing need arising in the District.
- 7.5. We wish to be kept fully informed in relation to the future progress of the Proposed Submission Adur Local Plan 2014 and, request to make formal representations at the Examination in Public.

**Chris Barker MRTPI**

**Director**

**28 November 2014**

**Any Correspondence should be addressed directly as follow:**

| <b>Contact</b>                                                                             |                      |
|--------------------------------------------------------------------------------------------|----------------------|
| <b>Address:</b>                                                                            | <b>Telephone:</b>    |
| ECE Planning<br>Brooklyn Chambers<br>11 Goring Road<br>Worthing<br>West Sussex<br>BN12 4AP | ██████████           |
|                                                                                            | <b>Email:</b>        |
|                                                                                            | ████████████████████ |

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## Appendix A

Letter from Adur District Council (1 September 2014)